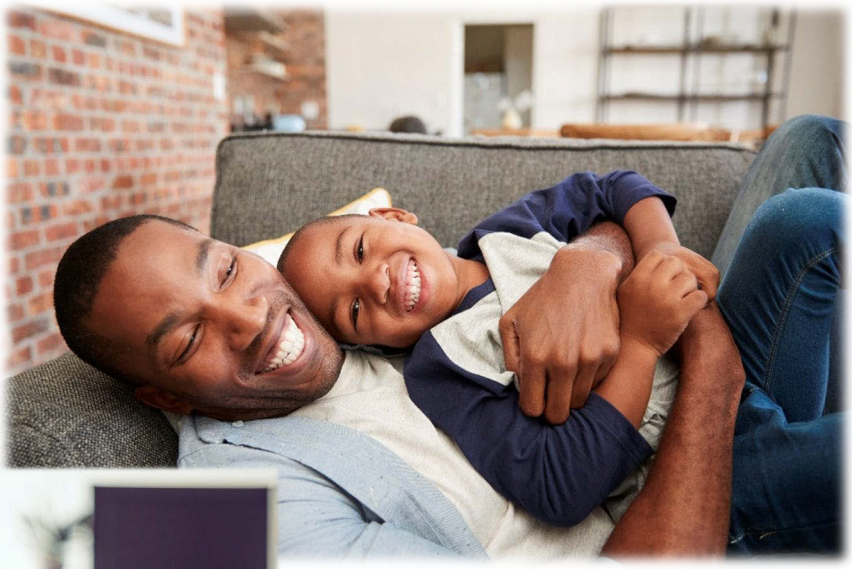
Final Implementation Findings from the Child Support Noncustodial Parent Employment Demonstration (CSPED) Evaluation



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Final Report

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Background

In recent decades, changes in family structure have led to a substantial increase in single-parent households in the United States. As a result of high divorce rates and a growing proportion of births to unmarried parents (Cancian, Meyer, and Han, 2011), almost a third of children did not live with both parents in 2016 (U.S. Census Bureau, 2017). The child support system is designed to address one of the potential negative consequences of children living apart from one of their parents by ensuring that noncustodial parents contribute financially to their upbringing. Changes in the social safety net, which no longer include an entitlement to cash assistance for low-income single parents, have increased the importance of reliable child support. For example, in 2015, 37 percent of children with a parent living outside of the household lived in poverty. For custodial parents living in poverty who received all of the child support owed to them, child support made up 58 percent of their personal income (Grall, 2018). However, many noncustodial parents, including a disproportionate share of those whose children live in poverty, have limited earnings and ability to pay child support. Additionally, child support orders often constitute a high proportion of their limited income (Meyer, Ha, and Hu, 2008; Takayesu, 2011). Children in single-parent households could therefore benefit from a child support system that enables, as well as enforces, noncustodial parents' contributions to their support (Mincy and Sorensen, 1998).

The CSPED Model

In Fiscal Year 2012, the Office of Child Support Enforcement (OCSE) within the Administration for Children and Families, U.S. Department of Health and Human Services (DHHS), used its grant-making authority under Section 1115 of the Social Security Act to launch the National Child Support Noncustodial Parent Employment Demonstration (CSPED). As described in the program's Funding Opportunity Announcement (FOA) (DHHS, 2012), OCSE sought to examine the effectiveness of child support-led employment programs for noncustodial parents. The goal of CSPED was to improve the reliable payment of child support in order to improve child well-being and avoid public costs.

OCSE outlined CSPED's key features in the FOA (DHHS, 2012):

- **The demonstration's lead agency must be a child support agency.** The child support agency was expected to manage the day-to-day operations of the demonstration. OCSE hypothesized that employment programs for noncustodial parents would be more likely to deliver improved child support outcomes if they were led by the child support program because these programs had ready access to the target population and they had more at stake than other agencies in seeing child support payments increase.

- **A comprehensive set of core services must be provided.** The core services were to include: (1) case management; (2) employment-oriented services, including job

placement and job retention services; (3) parenting activities using peer support; and (4) enhanced child support services, including review and, if appropriate, adjustment of child support orders. OCSE also required that a domestic violence plan accompany these services.

- **Child support agencies should partner with other agencies to deliver parenting and employment services.** The child support agencies were not expected to provide these services. They were expected to focus on the provision of child support services while their partners, using grant funds, were to deliver parenting and employment services.

OCSE described the target population for CSPED programs as noncustodial parents involved with the child support program who were not regularly paying child support, or who were expected to have difficulty paying, due to lack of regular employment.

As described in the FOA (DHHS, 2012), OCSE constructed these required program elements based on findings from previous demonstrations, including the *Parents' Fair Share* demonstration (Miller and Knox, 2001); the *Strengthening Families Through Stronger Fathers Initiative* (Sorensen and Lippold, 2012); and the state of Texas's *Noncustodial Parent (NCP) Choices* program (Schroeder and Doughty, 2009).

CSPED Grantee and Evaluator Selection

In fall of 2012, OCSE competitively awarded grants to child support agencies in eight states to provide enhanced child support, employment, and parenting services to noncustodial parents who were having difficulty meeting their child support obligations. Grantees chose a total of 18 implementation sites, ranging from one county each in Ohio, Iowa, and California to five counties in Colorado. Upon selection, grantees began a one-year planning process to more fully develop participant recruitment and service delivery systems in consultation with OCSE, and form partnerships with other organizations to provide employment and parenting services. This planning process lasted from October 2012 through September 2013.

Also in 2012, OCSE competitively awarded a cooperative agreement to the Wisconsin Department of Children and Families to procure and manage an evaluation of CSPED through an independent third-party evaluator. The Wisconsin Department of Children and Families chose the Institute for Research on Poverty at the University of Wisconsin–Madison, along with its partner Mathematica Policy Research, to conduct the evaluation. The Institute for Research on Poverty also partnered with the University of Wisconsin Survey Center, which worked in conjunction with Mathematica Policy Research to collect data from study participants. Implementation research products from the evaluation include this final report, as well as an interim report documenting CSPED's first year of implementation (Paulsell et al., 2015). Other reports will describe the baseline characteristics of CSPED study participants, the demonstration's impact on key outcomes of interest, and the results of a benefit-cost analysis.

Eligibility, Recruitment, and Enrollment

OCSE provided direction to grantees about the eligibility criteria that should be used to select CSPED participants. OCSE required that grantees enroll participants who had established paternity and were being served by the child support program. OCSE also required grantees to enroll participants who were not regularly paying child support, or were expected to have difficulty making payments, due to lack of regular employment. In addition, OCSE recommended additional criteria to grantees related to the noncustodial parent's ability to work, location relative to services, and child support order. OCSE's guidance provided a common framework from which grantees operationalized their own definitions of key terms. Some grantees added to or modified OCSE's eligibility criteria prior to enrollment; some grantees modified their eligibility criteria after enrollment began.

Grantees used a variety of approaches to recruit the target population in order to enroll them in the study, including referrals from child support staff, the courts, and other agencies as well as through direct recruitment methods such as letters and phone calls from grantee staff. Recruiting a sufficient number of participants to meet OCSE enrollment targets challenged grantees, particularly those that faced external constraints, such as recruiting from only one implementation site, delayed implementation launch, or court-based delays that limited participant flow into the program. Grantees refined their recruitment strategies over the first year to boost enrollment numbers. Strategies included broadening referral sources and recruitment venues, bringing on additional staff, and increasing referrals from child support staff and program participants. Ultimately, child support staff became the most important referral source for CSPED grantees.

Using these eligibility criteria and recruitment strategies, grantees set out to enroll noncustodial parents into CSPED. All grantees, except South Carolina, began enrolling participants in the last quarter of 2013; South Carolina began in June 2014. By the end of study enrollment on September 30, 2016, a total of 10,161[1] noncustodial parents (85 percent of OCSE's target) had enrolled in CSPED. Grantees randomly assigned one-half of enrolled noncustodial parents to receive CSPED services (the treatment group), and the other half to a control group that did not receive the extra services.[2] Three grantees reached 95 percent or more of their enrollment target.

Characteristics of CSPED Participants

Nearly all noncustodial parents who enrolled in CSPED were men; the mean age was 35 years. Participants generally had low levels of educational attainment—nearly 70 percent had a high school education or less. They were also unlikely to be married, with 14 percent married at the time of study enrollment. The largest racial and ethnic group was non-Hispanic blacks or African

[1]In total, 10,173 noncustodial parents enrolled in CSPED. However, the research team determined that 12 study participants did not meet study eligibility criteria and were enrolled in error. These study participants were excluded from the final analysis. The final analytic sample for the evaluation is, therefore, 10,161 study participants.

[2]The CSPED Evaluation uses *extra services* or *enhanced services* to refer to additional supports provided to participants randomly assigned to the treatment group, and *regular services* in reference to those given to participants randomly assigned to the control group.

Americans (40 percent), followed by non-Hispanic whites (33 percent), and Hispanics (22 percent).

A key potential barrier to employment that many participants faced was a criminal record; 70 percent of participants reported that they had been convicted of a crime. In addition, participants' employment and earnings illustrate their economic disadvantage. For example, just over half (55 percent) reported working during the 30 days prior to enrollment. Further, among those who reported working, their average monthly earnings were below the poverty threshold for a single person.

Leadership, Staffing, and Collaborations

The FOA (DHHS, 2012) required that the child support agency provide leadership for CSPED. In response, each grantee designated an overall project lead who was a Child Support Program Director or Manager. The project lead served as the main champion for CSPED within the child support agency, and communicated policy set by OCSE to CSPED staff and partners. In some sites, the project lead also functioned as the project manager; in others, a second individual was assigned these responsibilities. The project manager, a FOA-required position, was responsible for overseeing day-to-day operations and managing partner relationships. These staff oversaw the work of child support staff within the child support agencies, and the work of site managers in grantees with multiple sites. Child support staff were responsible for providing enhanced child support services and, in some grantees, case management services.

The FOA (DHHS, 2012) also required that grantees partner with and provide grant funding to partners to administer employment, parenting, and domestic violence services. All grantees partnered with more than one partner. Each partner had a partner agency director, responsible for coordinating with the grantee on service implementation. Partners also employed frontline staff to provide employment, parenting, and in some grantees, case management services, to participants depending upon the partner's role.

Grantee structures for delivering services varied. For example, grantees used several models for utilizing child support workers. In one, child support workers were fully dedicated to CSPED. In another, child support workers split their time between CSPED and their regular caseload. Under the third, CSPED participants stayed on a regular child support worker's caseload and a CSPED case manager communicated with the child support worker about the participant's child support service needs. In addition, the grantees differed in their partnership arrangements for the provision of employment and parenting services. Regardless of the model adopted, staffing structures and project leadership generally remained consistent within grantees throughout the demonstration. Programs hired additional staff to address staffing and workload needs, and to replace staff following turnover.

Partnerships were crucial to CSPED's implementation. On staff surveys, CSPED staff reported needing each other to implement services successfully and valuing the services each partner brought to CSPED. To facilitate partnerships, CSPED programs engaged in communication strategies, such as meetings, informal communication, shared case management, and use of the program's service tracking system. CSPED leaders helped facilitate partnerships by engaging

partners, encouraging communication, providing information about expectations, and delineating roles.

CSPED Services

CSPED services were provided from October 2013 through September 2017. Grantees provided services in four core areas: case management, enhanced child support, employment, and parenting.

Case management. Each CSPED participant was to be assigned a case manager to assist them in obtaining the services they needed and assuring that they followed through with the program. Case managers were expected to assess participant's needs, develop personalized service plans, provide individualized assistance to participants throughout their time with the program, and monitor participant progress. Case managers were also expected to work with the program's partners to assure that participants received the right mix of services and adhered to the program.

Enhanced child support services. CSPED was designed to offer a package of enhanced child support services to promote reliable payment of child support. OCSE directed grantees to include expedited review of child support orders, order modification if appropriate, and temporary suspension of discretionary enforcement tools while participants were actively engaged in the program, including the revocation of driver's license suspensions that had been imposed by the child support agency for failure to pay child support. In addition, OCSE encouraged CSPED grantees to offer a compromise of state-owed arrears in exchange for successful program outcomes.

Employment. Employment services were intended to help noncustodial parents obtain and keep stable employment. The services participants received were to be based on their needs and the design of their programs. OCSE expected all programs to include job search assistance, job readiness training, job placement services (including job development and ongoing engagement with employers), job retention services for both the noncustodial parent and the employer, and rapid re-employment services immediately following job loss. OCSE also encouraged grantees to include short-term job skills training, on-the-job training, vocational training, education directly related to employment, and work supports, such as transportation assistance.

Parenting. CSPED parenting services were intended to promote positive child support outcomes by addressing the importance of being a responsible parent. They were to consist primarily of providing parenting classes with peer support. A specific curriculum was not required, but classes had to include the following topics: personal development, responsible fatherhood, parenting skills, relationship skills, and domestic violence. All parenting curricula had to be approved by OCSE and the parenting component of programs was expected to include 16 hours of instruction.

Grantees also provided screening and assessments for domestic violence, as well as referrals for services and information related to domestic violence in group-based classes. Some grantees also provided services related to financial education and parenting time. All grantees adapted service delivery strategies to align with their local contexts and participant needs.

Service Dosage

By the end of the demonstration, participants had received an average (or *mean*) total of 21.7 hours of CSPED services, with 19.1 of these hours occurring in their first year of enrollment. Mean hours of service receipt per participant varied across grantees, ranging from 14 to 37 hours throughout a participant's time in CSPED. In contrast, participants who received the *median* number of service hours (participants in the middle of the distribution) received 14.8 service hours. The mean is higher than the median because it is skewed by participants at the top of the distribution. Across grantees, participants in the 75th percentile received 33 hours of services while those in the 25th percentile received only 5.5 hours of services.

Participants spent nearly one-half of their time throughout the demonstration in employment services, 18 percent in parenting services, 16 percent in enhanced child support services, 12 percent in case management services, and 9 percent in other types of services. Services were delivered in both individual and group modes. About one-half of services were delivered individually and one-half were delivered in a group setting. The time allocation across each service category, average hours per service category, and mode of service delivery varied across grantees. On average, participants who enrolled in CSPED at the start of the demonstration received more service hours than those who enrolled towards the end, as would be expected given their longer exposure to the program.

Key Implementation Lessons

CSPED provided the opportunity to learn from grantees about factors that supported implementation and helped staff overcome implementation challenges. We summarize several of these key lessons below.

Adopting a child support agency leadership structure is consequential. CSPED's defining characteristic was its child support agency leadership. Unlike in previous demonstrations not directed by OCSE, OCSE required grantees to be child support agencies with fiscal and operational responsibilities; parenting and employment services were to be provided by partner agencies. CSPED's child support-led structure provided direct access to the target population, helped ensure focus on child support outcomes, and, ultimately, facilitated cultural change in many child support agencies. However, recruitment and participant engagement were complicated by noncustodial parents' initial mistrust of CSPED as a sincere offer of service. Resistance, especially early on, among some child support staff to CSPED's service-oriented, rather than enforcement-oriented, approach presented another complication.

Recruiting large numbers of participants into a child support-led, service-focused program requires creativity to reach and enroll the target population. Grantees that expected to recruit from a single venue, or primarily through passive means, had to broaden their approach in order to make progress toward enrollment targets. Grantees who faced additional external constraints, such as delayed implementation, delays related to court filings on potentially eligible participants, and recruitment from only one implementation site, had a particularly difficult time meeting OCSE's enrollment targets. Child support staff ultimately became the best recruitment

source for CSPED. Gaining the support of staff and the trust of participants required child support agencies to communicate and demonstrate the benefits of CSPED services.

Cross-agency programs, such as CSPED, require strong partnerships and thoughtful communication strategies. CSPED's innovative approach to service delivery required strong relationships across partners to recruit participants, coordinate services, and keep participants engaged. Promising coordination strategies included frequent meetings and informal communication, co-location of services, warm handoffs, clear assignment of roles and responsibilities, and presenting the case management team as a "united front" to participants.

Program staffing levels need to sufficiently address growing caseloads, participant needs, and staff turnover. Case managers struggled at times to provide services of the intensity required to meet participants' complex needs, particularly as caseloads grew. Staff turnover worsened service delivery challenges by creating gaps in service availability and institutional knowledge. Promising remedies included hiring new or leveraging existing staff, cross-training staff to temporarily fill multiple roles, and sharing case management responsibilities.

Services for noncustodial parents behind on their child support obligations should be designed to meet multiple and complex needs. Many participants had complex concerns that limited their ability to engage in services, as well as to secure employment. These included criminal records, lack of work history, and lack of education and training. Programming staff identified participants' service needs beyond the scope of CSPED, which included assistance with parenting time, obtaining and reinstating driver's licenses, accessing subsidized employment, and issues related to substance abuse, mental health, and housing. For some participants, these service needs presented barriers to program participation that CSPED programs could not overcome. We recommend that future programs consider whether services beyond the CSPED program design, such as substance abuse treatment, mental health treatment services, and assistance with parenting time, should be made available.

Sustained engagement with program services requires a well-developed and flexible approach. Maintaining participant engagement was a key challenge. Promising strategies for promoting engagement included front-loading group-based classes, co-location of services to facilitate ease of access, and flexibility in service-delivery timing. Grantees also used reminder calls ahead of appointments, follow-up calls after missed appointments, incentives to maintain engagement, and work supports, such as bus passes and gas cards, to overcome attendance barriers.

A new approach to service delivery requires a cultural shift within organizations. For many regular child support workers, who were asked to make referrals to the program, as well as CSPED case managers, who were asked to facilitate service provision, CSPED represented a distinct change from their previous focus on using enforcement actions to secure child support payments. Implementing this new approach required them to undergo a philosophical shift to a more client-centered approach, which differed from how most child support staff were trained. If child support leadership backed this cultural shift, the entire child support office sometimes underwent a cultural shift as child support staff saw the benefit of referring customers to CSPED. We suggest investments be made to promote and manage such a cultural shift. Leadership and signaling play key roles in facilitating cultural change.

While flexibility in program implementation parameters allows for adjustments based on local needs and resources, it results in variation in service delivery and receipt. OCSE gave CSPED grantees some latitude in determining which noncustodial parents to enroll in CSPED, how to implement services, and dosage of services provided. While this flexibility allowed grantees to adjust to local constraints, needs, and resources, service delivery packages and hours of services received ultimately differed across grantees.

Looking Forward

CSPED's impacts on participant outcomes remain to be determined. The CSPED Impact Report is slated for release in spring of 2019. However, even without knowing CSPED's ultimate effects, the grantees' experiences, as they developed and implemented services, offer valuable insight into the domains of planning for services; identifying, recruiting, and enrolling participants; developing partnerships, leadership, and staffing structures to support service delivery; and service implementation. In confronting challenges, CSPED programs identified and tested a broad array of strategies from which future programs serving similar populations can learn, adapt, and innovate.

Regardless of the challenges they faced, CSPED grantees uniformly believe that the CSPED model helped participants become employed and make their child support payments. In addition, many grantees point to a cultural shift their child support agency experienced during the demonstration period as a key outcome, as described by CSPED project managers: "more empathy and [providing services in] a more client-centered and family-centered manner moving forward," because "staff have changed the way they view noncustodial parents." Specifically, grantees that experienced culture change and buy-in among agency leadership believe this cultural shift will persist, regardless of funding. This attitude, coupled with an interest in continuing to work with partner agencies and make referrals for services in the community, may reveal a key outcome of the demonstration not reflected in program impacts. The effects of this cultural shift may be felt far into the future.

Chapter 1. Introduction

I. Overview

In recent decades, changes in family structure have led to a substantial increase in single-parent households in the United States. As a result of high divorce rates and a growing proportion of births to unmarried parents (Cancian, Meyer, and Han, 2011), almost a third of children did not live with both parents in 2016 (U.S. Census Bureau, 2017). The child support system is designed to address one of the potential negative consequences of children living apart from one of their parents by ensuring that noncustodial parents contribute financially to their children's upbringing. Changes in the social safety net, which no longer include an entitlement to cash assistance for low-income single parents, have increased the importance of reliable child support. In 2015, for example, 37 percent of children with a parent living outside of the household lived in poverty. For custodial parents living in poverty who received all of the child support owed to them, child support made up 58 percent of their personal income (Grall, 2018). However, many noncustodial parents, including an uneven share of those whose children are living in poverty, have limited earnings and ability to pay child support. Moreover, child support orders often constitute a high proportion of their limited income (Meyer, Ha, and Hu, 2008; Takayesu, 2011). Children in single-parent households could therefore benefit from a child support system that enables, as well as enforces, noncustodial parents' contributions to their support (Mincy and Sorensen, 1998).

In summer of 2012, the Office of Child Support Enforcement (OCSE) within the Administration for Children and Families, U.S. Department of Health and Human Services (DHHS), invited applicants to submit proposals for grant funding through the National Child Support Noncustodial Parent Employment Demonstration (CSPED). As described in the program's Funding Opportunity Announcement (FOA) (DHHS, 2012), through CSPED, OCSE sought to examine the efficacy of child support-led employment programs for noncustodial parents. The FOA described the goal of CSPED as to improve the reliable payment of child support in order to improve child well-being and avoid public costs.

The FOA (DHHS, 2012) specified that CSPED programs should consist of the following core services: (1) case management; (2) employment-oriented services, including job placement and job retention services; (3) parenting activities using peer support; and (4) enhanced child support procedures, including review and adjustment of child support orders, as well as programs to reduce child support debt owed to the state. These services were to be accompanied by a domestic violence plan. OCSE required applicants to develop child support-led program models, with parenting and employment services delivered through partners with expertise in those domains.

OCSE described the target population for CSPED programs as noncustodial parents involved with the child support program who were not regularly paying child support, or who were expected to have difficulty paying, due to lack of regular employment.

OCSE constructed these program requirements based on findings from previous demonstrations. The FOA (DHHS, 2012) particularly emphasized three prior studies: (1) The *Parents' Fair Share* demonstration, implemented from 1994 through 1996 and evaluated using a random assignment design; (2) the *Strengthening Families Through Stronger Fathers Initiative*, piloted from 2006 through 2009 and evaluated using nonexperimental econometric methods; and (3) the state of Texas's *Noncustodial Parent (NCP) Choices* program, which began in 2005 and was evaluated in 2009 using a nonexperimental design.

As described in the FOA (DHHS, 2012), each of these programs aimed to increase low-income fathers' earnings, involvement in their children's lives, and child support payments. *Parents Fair Share* provided employment and training services; parenting classes with peer support; mediation; and enhanced child support services to program participants. The program increased employment rates and average earnings among noncustodial fathers with low education levels and limited prior work experience. Through intensive case management, the program also identified previously unreported income, and adjusted orders to align with participants' employment circumstances. Noncustodial parents who received program services had a payment rate 12 percent higher than noncustodial parents in the control group (45 versus 40 percent), though child support payment amounts were not significantly different between the two groups (Miller and Knox, 2001).

The more recent *Strengthening Families Through Stronger Fathers Initiative* provided case management, employment-related services, child support-related services, and parenting and relationship classes to program participants, and examined outcomes to a comparison group with similar characteristics. One year after enrollment, the wages of program participants were 22 percent higher than the wages of nonparticipants, and participants paid 38 percent more in child support than nonparticipants (Sorensen and Lippold, 2012).

The *Noncustodial Parent (NCP) Choices* program in Texas also aimed to help noncustodial parents overcome barriers to employment and increase the consistency of child support payments. The program's nonexperimental evaluation found that, one year after entry into the program, the NCP Choices program group's monthly child support collection rates were 47 percent higher than a matched comparison group, and monthly payments among the program group were $57 higher on average than the comparison group. NCP Choices participants also paid child support more regularly than the comparison group. Significant differences between the groups in these domains continued two to four years after enrollment (Schroeder and Doughty, 2009).

To build upon these prior demonstrations, in fall of 2012, OCSE launched CSPED. OCSE competitively awarded grants to child support agencies in eight states to provide enhanced child support, employment, and parenting services to noncustodial parents who were having difficulty meeting their child support obligations. Also in 2012, OCSE competitively awarded a cooperative agreement to the Wisconsin Department of Children and Families to procure and manage an evaluation of CSPED through an independent third-party evaluator. The Wisconsin Department of Children and Families chose the Institute for Research on Poverty at the University of Wisconsin–Madison, along with its partner Mathematica Policy Research, to conduct the evaluation. The Institute for Research on Poverty also partnered with the University

of Wisconsin Survey Center, which worked in conjunction with Mathematica Policy Research to collect data from study participants.

This report documents CSPED at full implementation by each of the eight grantees. An interim report, documenting the first year of CSPED implementation, was released in September of 2015 (Paulsell et al., 2015). Future reports will describe the baseline characteristics of CSPED study participants; the demonstration's impact on key outcomes of interest; and the results of a benefit-cost analysis.[3]

II. The Demonstration and Evaluation

A. The demonstration

Through CSPED, as stated in the FOA (DHHS, 2012), OCSE sought to test the efficacy of child support agency-led employment programs for unemployed and underemployed noncustodial parents. The goal of CSPED was to improve reliable payment of child support, in order to improve children's well-being and reduce public assistance costs. The FOA required demonstrations to be led by child support agencies and to provide a package of child support, employment, and parenting services to participants. All grantees were also required to participate in a rigorous national evaluation of the initiative. In September 2012, OCSE competitively awarded grants to the agencies responsible for child support in eight states (Figure 1.1).

Figure 1.1. CSPED grantees

California, Department of Child Support Services
Colorado, Department of Human Services
Iowa, Department of Human Services
Ohio, Department of Job and Family Services
South Carolina, Department of Social Services
Tennessee, Department of Human Services
Texas, Office of the Attorney General
Wisconsin, Department of Children and Families

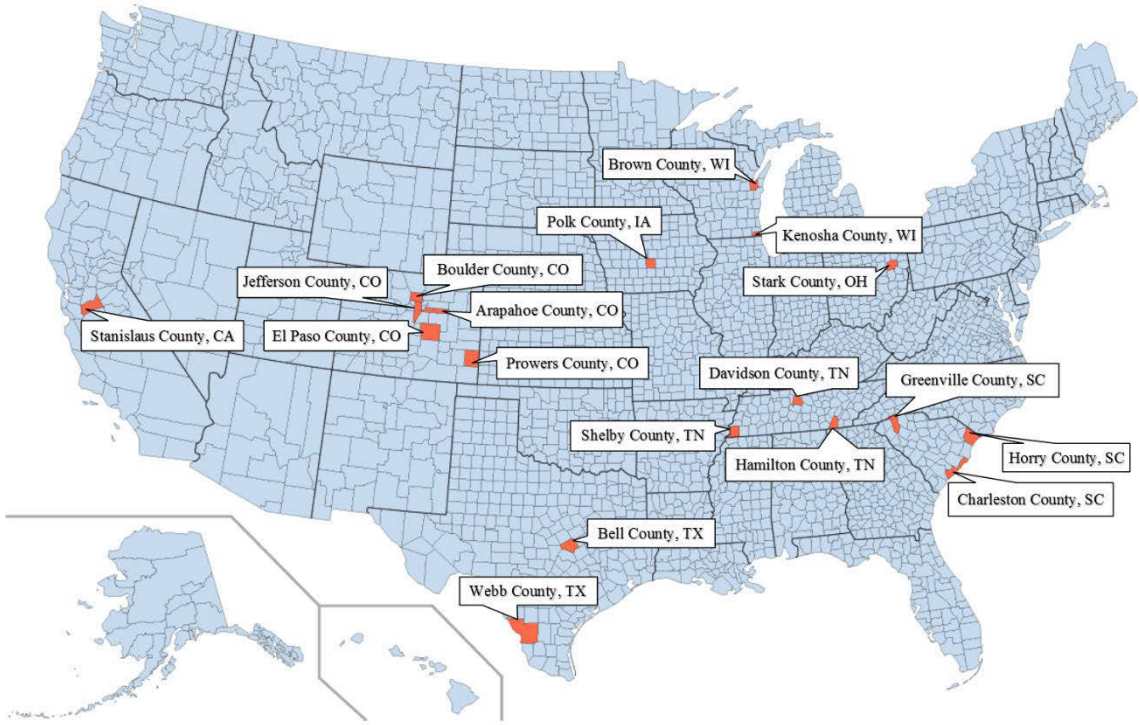
The demonstration in each state was not implemented statewide; rather, CSPED operated in a selected number of implementation sites, usually one or more counties or regions of a given state (Appendix A includes descriptions of each implementation site). Grantees chose a total of 18 implementation sites,[4] ranging from one county each in Ohio, Iowa, and California to five

[3]The baseline characteristics report is expected to be released in fall of 2018. The impact and benefit-cost reports are expected to be released in spring of 2019.

[4]Throughout this report, the term *grantees* refers to the eight state grantees, and *implementation sites* refers to the 18 local areas where CSPED services were delivered. *Grantee staff* refers to staff working for the child support agency (grantee) with assigned responsibility of providing grant leadership, oversight and coordination; child support services; and domestic violence screening. *Partner agency staff* refers to the staff working for agencies contracted by the child support agency (grantee) to provide parenting education and employment services. Case management services were provided by either (or both) child support (grantee) or partner staff.

counties in Colorado (Figure 1.2).[5] Upon selection, grantees began a one-year planning process to develop more fully participant recruitment and service delivery systems, in consultation with OCSE, and form partnerships with other organizations to provide employment and parenting services. This planning process lasted from October 2012 through September 2013.[6]

Figure 1.2. CSPED implementation sites



Following the planning process, all grantees, except South Carolina, began enrolling participants in the last quarter of 2013; South Carolina began in June 2014. Study enrollment ended for all grantees on September 30, 2016. One-half of the noncustodial parents enrolled by each grantee were randomly assigned to receive CSPED services (the treatment group), and the other half to a control group that did not receive the extra services.[7] The delivery of extra services to the

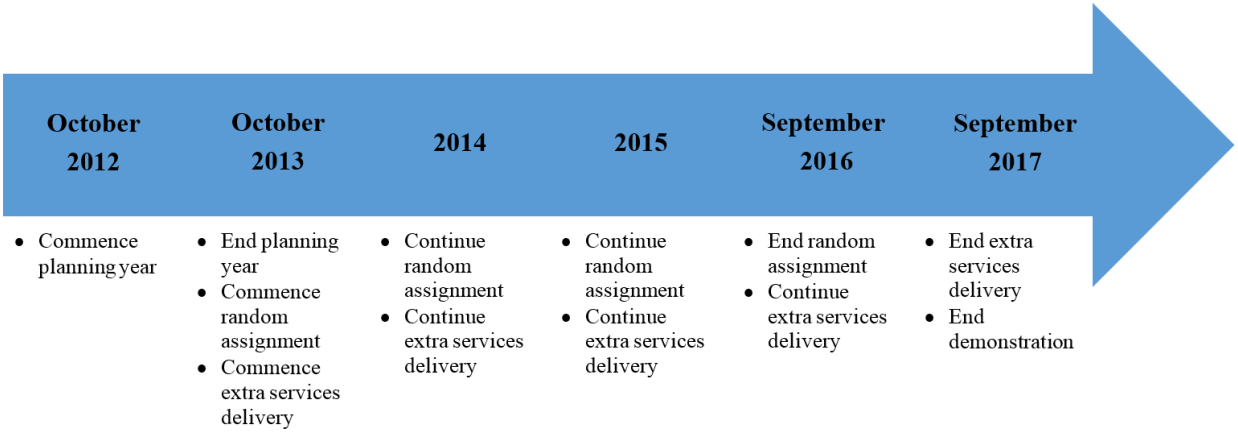
[5]One of these five implementation sites, Boulder County, ceased participation in the demonstration in February 2015 due to challenges with staffing and enrollment.

[6]Detailed information about the planning process can be found in the interim implementation report (Paulsell et al., 2015).

[7]The CSPED Evaluation uses *extra services* or *enhanced services* to refer to additional supports provided to participants randomly assigned to the treatment group, and *regular services* in reference to those given to participants randomly assigned to the control group.

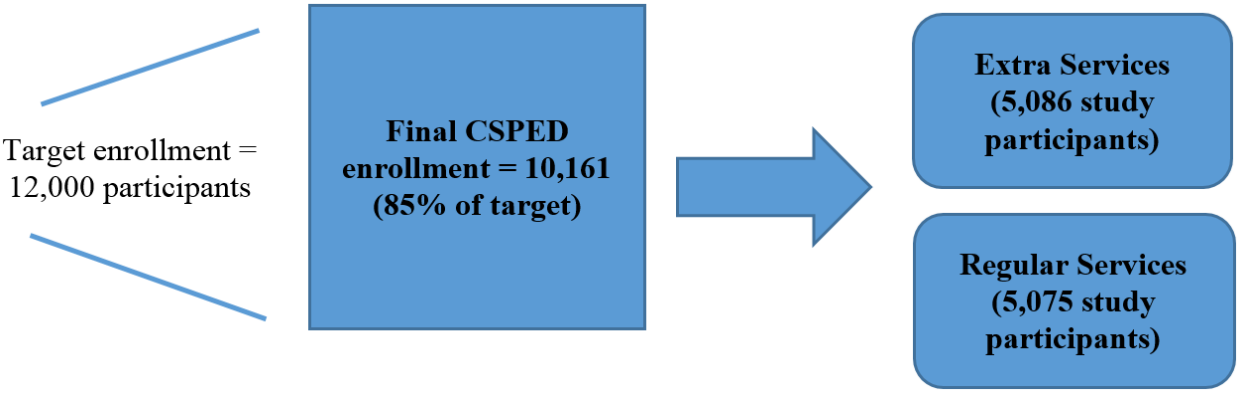
treatment group began during initial enrollment in October 2013, and continued for four years, through September 2017. The overall project timeline is reflected in Figure 1.3.

Figure 1.3. CSPED project timeline



Each grantee aimed to recruit 1,500 eligible noncustodial parents into the CSPED evaluation research sample, for an overall goal of 12,000 study participants. In total, 10,161[8] noncustodial parents—85 percent of the enrollment target—enrolled in CSPED (Figure 1.4). Final enrollment totals ranged from 950 to 1,510 noncustodial parents per grantee (see Appendix A for detailed enrollment information per grantee).

Figure 1.4. CSPED enrollment



[8]In total, 10,173 noncustodial parents enrolled in CSPED. However, the research team determined that 12 study participants did not meet study eligibility criteria and were enrolled in error. These study participants were excluded from the final analysis. The final analytic sample for the evaluation is, therefore, 10,161 study participants.

B. Policy and community context

Grantees implemented CSPED in sites with a range of organizational structures, community characteristics, and child support policies.[9]

1. State child support agency structures

Four of the eight grantees—California, Colorado, Ohio, and Wisconsin—operated in states in which the child support agency supervised child support programs, but counties were responsible for program administration. The remaining four grantees—Iowa, South Carolina, Tennessee, and Texas—operated in states with state-supervised and state-administered child support systems. Child support programs associated with two grantees, Colorado and Tennessee, were operated by private contractors in four CSPED implementation sites.

2. Community characteristics

As reflected in Figure 1.2, the eight CSPED grantees operated in diverse regions across the country. The populations served by each grantee differed on a wide range of key characteristics, in terms of size, average income, unemployment rates, race and ethnicity, and educational background. Further, given that some grantees operated multiple implementation sites, community characteristics varied even within grantees. We provide site-specific community characteristics in Appendix A.

3. State child support policies

State child support policies also differed across CSPED grantees (summarized in Table 1.1; grantee-specific information is provided in Appendix A). This report focuses on key child support policies relevant to program implementation, including minimum orders, order modifications, arrears compromise, and Temporary Assistance for Needy Families (TANF) pass-through policies (Appendix C includes definitions of these terms). In some locations, state law required a minimum child support order amount; others required the use of an imputed wage in setting an order. Laws in some states limited the ability of grantees to pursue order modification or to compromise state-owed arrears,[10] reducing the potential for those services to function as participation incentives under CSPED. Some states allowed a portion or all of a child support payment to pass through to a child and their custodial parent without affecting TANF benefits; other states did not.

[9]Grantee profiles in Appendix A provide more information about each implementation site's demographic characteristics and child support policies.

[10]State-owed arrears are child support arrears owed to the state, rather than to the custodial family. Child support arrears are commonly accrued for birthing costs or when the custodial family received TANF cash benefits.

Table 1.1. CSPED grantee child support policy contexts at full implementation

	Grantee							
	CA	CO	IA	OH	SC	TN	TX	WI
Guidelines								
Income shares[a]	X	X	X	X	X	X		
Percentage of income[b]							X	X
Minimum order amount policy								
Permissive (allowed but not required)	X	X	X					
Required, but courts can set orders below minimum				X	X			
Imputed wage order required absent income information[c]						X	X	X
Order modification criteria[d]								
Change in income	X	X	X	X	X	X	X	X
Incarceration	X	X		X				X
Change in custody	X	X		X	X	X	X	X
Change in child care arrangements	X	X		X	X	X	X	X
Change in health care	X	X	X	X	X	X	X	X
Change in education costs	X	X		X	X		X	X
Change in the number of children legally responsible for					X	X	X	
Medical condition or disability preventing work	X	X		X	X	X		
Voluntary agreement to modify	X	X	X	X	X	X	X	X
TANF pass-through and disregard[e]	X	X			X	X	X	X
State-owed arrears compromise available	X	X	X	X	X			X

[a]The income shares model adds together both parents' income, compares the result with a schedule of child support amounts based on that income and number of children, and then prorates the order amount on the basis of their share of the total combined income.
[b]The percentage of income model considers the noncustodial parent's income when setting the order amount, without regard to the custodial parent's income.
[c]An imputed wage is the amount of income a court attributes to a noncustodial parent in the absence of available income information.
[d]In general, parents can request that a child support agency review their child support order once every 3 years for possible modification.
[e]Part or all of payments made during TANF receipt are passed through the custodial parent and disregarded from benefits calculation.

C. The CSPED evaluation

The demonstration and evaluation were designed to inform future investments in child support-led, employment-focused programs for noncustodial parents who have difficulty meeting their child support obligations due to lack of employment. CSPED uses a rigorous, randomized controlled trial design. The CSPED evaluation has three components, each of which will be

documented in separate reports: (1) an implementation study (including an interim report and this final report); (2) an impact study; and (3) a benefit-cost study. A separate report providing detailed information about the demographic characteristics of CSPED participants will also be issued. As stated in the FOA (DHHS, 2012), CSPED's main goal is to test whether the intervention increased the reliability of child support payments. The evaluation will also document how programs operated, examine CSPED's effectiveness in improving noncustodial parents' outcomes in the areas of labor market participation and parent-child contact, and analyze the costs and benefits of operating CSPED programs. Data sources for the CSPED evaluation as a whole are summarized in Table 1.2.

Table 1.2. CSPED evaluation: Data sources and evaluation reports

Data source	Implementation report	Impact report	Benefit-cost report	Participant demographic characteristics report
Baseline survey	X	X		X
12-month follow-up survey		X		
Administrative records[a]		X	X	
Service use data (Grantee Management Information System, or GMIS)	X		X	
Semi-structured staff interviews	X			
Participant focus groups	X			
Web-based staff surveys	X		X	
Program documentation	X		X	

[a]Including administrative records on child support, earnings, criminal justice, and public assistance.

D. The CSPED implementation study

1. Objectives and research questions

The CSPED implementation study's objectives are to document program design and implementation in order to help interpret impact findings and support future replication, and to identify lessons learned about promising implementation strategies and common implementation hurdles.

The research questions guiding the final implementation report are:

1. What were the characteristics of CSPED grantees, partners, and staff at the time of full implementation? How and why did these characteristics change over time?

2. What procedures, infrastructure, and supports were in place to facilitate implementation?

3. What were the key design features of CSPED programs once programs achieved full implementation? How and why did programs change over time?

4. What amount of services did CSPED participants receive at full implementation, and how were these services delivered?

5. What promising implementation strategies did CSPED grantees develop? What implementation hurdles did grantees face?

6. What were the key features of the community contexts in which CSPED operated?

2. Implementation study data sources

As summarized in Table 1.2, the implementation analysis uses multiple sources and methods to collect a mix of qualitative and quantitative information about CSPED: (1) semi-structured staff interviews; (2) web-based staff surveys; (3) data on program participation; (4) a baseline survey of program applicants; (5) program documentation; and (6) participant focus groups.[11]

Semi-structured interviews are a key source of data informing the final implementation report. The Evaluation Team conducted site visits in all eight CSPED grantees between June 2016 and August 2016, just prior to the end of random assignment. We used these visits to conduct on-site interviews to document program activities and staff perspectives on challenges and successes. We interviewed a total of 54 staff from grantee and partner agencies to learn about their roles; services offered through CSPED, staffing structures, and recruitment and engagement strategies; how "business-as-usual" services operated within each grantee's local context; changes across time; and lessons learned through the demonstration. We also interviewed leadership staff from grantee and partner agencies working in all counties participating in the demonstration. Interview length varied depending on the role of the staff member. The information gathered supplemented the data collected through the 177 interviews conducted during the first round of site visits.

Frontline staff provided key information for the final implementation report through staff surveys. The Evaluation Team fielded a second web-based staff survey across all eight grantees to grantee and partner staff who provided services to participants in February 2016. The contents of this survey were almost identical to the first web-based staff survey, fielded nearly two years earlier, in May 2014. Both surveys gathered data on staff characteristics and experience, program goals, work activities, service delivery experiences, interactions with other staff members, opportunities to receive training and supervision, and the supportiveness of the host organizations. Across all grantees, 131 of 156 staff responded to the second survey, for a response rate of 84 percent. Over half of Wave 2 survey participants also completed the first wave of the survey.

The final implementation report also draws heavily on participation data collected across the full implementation period. The Evaluation Team developed a web-based system, known as GMIS, to perform random assignment and track program participation for CSPED treatment group

[11]Participant focus groups were conducted for the interim implementation report only.

members. CSPED grantee and partner staff entered into GMIS information about all services provided to these program participants on an ongoing basis, including individual contacts, group services, incentives and work supports, and referrals to other community service providers. Staff also entered information about the content and duration of each service. These data provide information about the types, dosage, and duration of services provided through CSPED. While the data included in the initial interim implementation report were limited, the final implementation report describes data recorded throughout the entire demonstration period (October 2013 through September 2017).

The baseline survey of program applicants was administered to all participants at the time of enrollment in CSPED. This survey yielded, among many other data elements, demographic information, which is summarized across all grantees in Chapter 3 of this report, as well as grantee-specific demographic characteristics, provided in Appendix A. More detailed information about participant demographics will be reflected in a separate report.

Finally, the Evaluation Team reviewed program documents about intake processes, eligibility criteria, program incentives, staffing, and service delivery. Some of these documents were developed for the CSPED evaluation; grantees developed others to support service delivery.

3. Analytic methods

Qualitative analysis of the staff interviews was an iterative process using open coding and triangulation of data sources (Patton, 2002; Ritchie and Spencer, 2002). To facilitate consistent note writing and ensure that the site visitors' information would be comparable, the Evaluation Team developed write-up templates tailored to each interview type. The Evaluation Team used a qualitative analysis software package, NVivo, to code, organize, and synthesize the interview data, and coded the notes and retrieved data from all respondents linked to the research questions. The Evaluation Team also retrieved data on particular questions across all staff and for different staff categories.

To evaluate the staff surveys and GMIS data, the Evaluation Team analyzed descriptive statistics. To prepare the data for analysis, the Evaluation Team ran data checks, examined frequencies and means, assessed the extent of missing data, and then created variables to address the implementation constructs in the conceptual framework.

III. Roadmap to the Report

The rest of this report presents CSPED findings at full implementation. Chapter 2 describes the CSPED model, from which grantees built their programs, while Chapter 3 describes participant eligibility criteria, recruitment strategies, and enrollment procedures over time. Chapter 4 discusses the leadership strategies and staffing arrangements that CSPED grantees used to implement their programs, while Chapter 5 describes CSPED service delivery and service gaps reported by program staff. In Chapter 6, we discuss the amount of services received by CSPED participants and grantee approaches to increase participant engagement, through incentives and work supports. Finally, Chapter 7 discusses lessons learned from implementing CSPED

programs, including facilitators of and barriers to success, and strategies employed to overcome challenges.

Appendix A provides profiles of each grantee and implementation site, while Appendix B provides the conceptual framework for the implementation study. In Appendix C, we define terms related to service provision and data tracking. Appendix D provides information about the topics covered in each grantees' parenting programs. Finally, Appendix E presents alternate analyses for a subset of the information presented in Chapter 6.

Chapter 2. The CSPED Model

Key findings: The CSPED model

- OCSE informed grantees about the CSPED model's core elements through the Funding Opportunity Announcement (FOA), and after selection of grantees, through memoranda.
- Child support agencies were required to lead the demonstrations.
- Grantees were required to offer core services—case management, enhanced child support, employment, and parenting services—but had latitude in developing specific service offerings.
- Grantees partnered with other service providers to deliver employment and parenting services.
- Grantees were required to partner with domestic violence experts in the community and develop a domestic violence plan.

I. Introduction

Designing an intervention involves key decisions to define the target population, the services to be provided, and the types of organizations and staff best qualified to deliver them (Durlak and DuPre, 2008; Proctor, Powell, and McMillen, 2013).[12] A well-specified design provides a clear road map for program staff to follow, as they begin implementing the new intervention. This road map can serve as a tool for assessing whether the program is being implemented as planned, and for making design modifications based on early implementation experiences. Moreover, interventions that are replicated in different settings often need adaptation to ensure a good fit with the local context. A well-specified design can facilitate these adaptations.

OCSE laid the groundwork for the CSPED design through the FOA (DHHS, 2012). As described in Chapter 1, OCSE looked to prior research to inform CSPED's design. The FOA describes the key findings from these prior programs as follows:

- Child support-led programs "have had better outcomes" related to child support;

[12]The information provided in this chapter synthesizes the 2015 Interim CSPED Implementation report (Paulsell et al., 2015), with additional information, such as the FOA (DHHS, 2012) and memos from OCSE to grantees.

- A range of recruitment methods could reach eligible participants, "as court-based mandatory and court-based referral programs have worked as well as strictly voluntary programs";
- Services are best delivered "if each partner focuses upon their core competencies";
- To improve successful outcomes, employment and parenting services should be fully integrated into a single program, rather than relying on community-provided services to meet the target population's needs;
- Noncustodial parents who participate in these programs often face significant employment barriers and need an assigned case manager to ensure that they receive needed services;
- Employment services must be comprehensive;
- Parenting classes with peer support can help involve noncustodial parents in the lives of children, and greater involvement in the lives of children "may be a motivating factor behind greater financial support"; and
- Domestic violence concerns must be fully addressed.

II. Key Design Features

OCSE developed core design features for CSPED programs based on the aforementioned key findings from prior demonstrations. These core design features were described initially in the FOA (DHHS, 2012). After grantees were selected, OCSE provided additional guidance on the core CSPED design features through a January 2013 memorandum entitled, "Further Information Regarding the Key Elements of the CSPED Program Model," (DHHS, 2013a; hereafter referred to as the "2013 Key Elements memorandum").[13] Through the FOA and the 2013 Key Elements memorandum, OCSE guided grantees on design features and core services, while providing flexibility to align the demonstration's implementation with preexisting policies, procedures, and the local social service context.

As described by the 2013 Key Elements memorandum (DHHS, 2013a), the key elements are:

1. The demonstration is child support-led;
2. The core services provided to members of the treatment group consist of:
    a. Case management;
    b. Enhanced child support [services];

[13]OCSE also provided guidance regarding the demonstration's target population through the FOA (DHHS, 2012), as well as separate memoranda. Information about the target population is included in Chapter 3.

c. Employment-oriented services; and

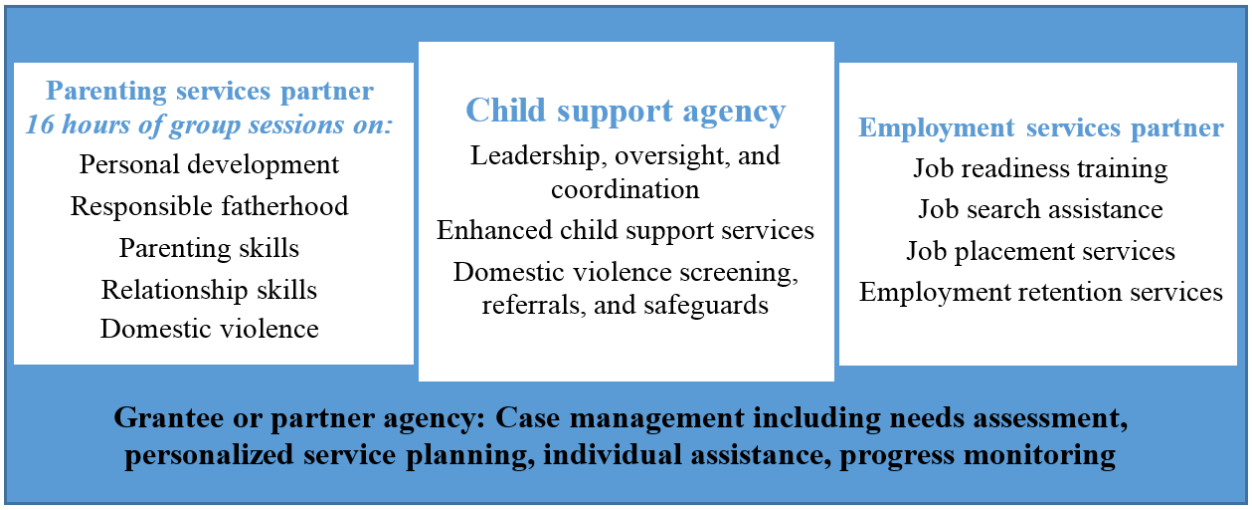
d. Fatherhood/parenting activities using peer support.

3. Grantees partner with other agencies that have core competencies in specific service areas; and

4. A domestic violence plan is followed.

These key elements are summarized below in Figure 2.1.

Figure 2.1. CSPED program model: Key elements



A. Child support-led

As described in the 2015 Interim CSPED Implementation Report (Paulsell et al., 2015), a key feature of CSPED differentiating it from earlier interventions was OCSE's expectation, described in the FOA (DHHS, 2012), that child support agencies lead each CSPED program. The CSPED grant announcement required grantees to be child support agencies. Past efforts to provide employment services to low-income noncustodial parents included child support agencies as partners, but did not require them to serve in the lead role. However, when child support agencies did serve as the lead, results had been more favorable. For example, for the *Parents' Fair Share* demonstration, the lead agency role was not specified in the project design. The child support agency was the local lead in two of the six demonstration sites, and these child support-led demonstrations were two of the three demonstration sites with significant impacts on child support payment rates (Doolittle et al., 1998). Given this, OCSE expected stronger child support outcomes to result from a child support-led structure for three reasons, as described the FOA: (1) child support agencies had access to the target population through the child support enforcement system; (2) child support agencies had the most to gain from CSPED's success,

because its own performance was tied to increased child support payments, the primary expected outcome; and (3) child support agencies had access to the data needed to assess the demonstration's effectiveness.

B. Core services provided to treatment group members

1. Case management services

The FOA (DHHS, 2012) described that "coordinating child support, employment, and fatherhood strategies through intensive case management is critical to the success of the project." It stated that case managers were to ensure that participants received the "right mix" of CSPED services to overcome barriers to program participation. As specified in the 2013 Key Elements memorandum (DHHS, 2013a), every individual assigned to the CSPED extra services group should have a case manager responsible for "assess[ing] the noncustodial parents' needs, develop[ing] personalized service plans, and provid[ing] individualized assistance to participants throughout their time with the program." Per the FOA, case managers were expected to work with the program's partners to assure that participants received the "right mix of services and monitor participant progress." Further, according to OCSE's 2013 Key Elements memorandum, case managers were expected to hold "the program and participant accountable for adhering to the program."

In the FOA (DHHS, 2012) and 2013 Key Elements memorandum (DHHS, 2013a), OCSE left to the discretion of grantees whether the case manager should be employed by the child support agency or a partner agency, but specified that grant funds should be used to pay for the position. OCSE also left to the discretion of grantees the specific location where the case manager would work, but the 2013 Key Elements memorandum encouraged grantees to locate case managers where the employment services would be offered.

2. Enhanced child support services

According to the FOA (DHHS, 2012), OCSE intended for enhanced child support services to promote reliable payment of current child support. In the 2013 Key Elements memorandum (DHHS, 2013a), OCSE specified that enhanced child support services must include: "expedited review and, if appropriate, adjustment of orders; child support enforcement strategies focused on steady, reliable payment of current support through wage withholding; and appropriate use of discretionary arrears-collection tools, including temporary suspension of these tools in order to facilitate regular payment of current support." In addition, OCSE encouraged, but did not require, that grantees compromise state-owed arrears in exchange for "successful program outcomes" (a definition of "successful program outcomes" was not provided). OCSE also specified in the memorandum that the agency "should anticipate that every individual assigned to extra services will receive these services," and that grantees "should employ a child support coordinator to administer these services."

3. Employment-oriented services

OCSE specified in the FOA (DHHS, 2012) that employment-oriented services are intended to help noncustodial parents obtain and keep stable employment. In the 2013 Key Elements memorandum (DHHS, 2013a), OCSE provided grantees with flexibility in providing employment services, in what format and dosage. However, at minimum, all grantees and partners were expected to provide job search assistance; job readiness training, such as pre-employment assessments, and resume and cover letter training; job placement services (including job development and ongoing engagement with employers); job retention services to both the noncustodial parent and employer; and rapid re-employment services immediately following job loss. OCSE specified that each individual randomly assigned to the extra services group should receive employment-oriented services, offered by either a "comprehensive fatherhood agency and/or a workforce development agency." OCSE stated that the agency did not "generally" expect child support agencies to provide these services.

OCSE also encouraged, but did not require, the following additional employment services:

1. Short-term job skills training directly related to employment;
2. Pre-employment assessment to facilitate job placement;
3. On-the-job training and associated costs;
4. Vocational educational training and associated costs;
5. Education directly related to employment and associated costs, or in the case of a noncustodial parent who has not received a high school diploma or a certificate of high school equivalency;
6. Work supports, such as transportation assistance, uniforms, emergency set asides, and assistance with childcare; and
7. Career ladder strategies, such as tiered employment that moves participants from one job to the next, each at a higher wage rate.

4. Fatherhood/parenting activities using peer support

Per the FOA (DHHS, 2012), CSPED parenting services are intended to "promote successful employment and child support outcomes by addressing the importance of support as a component of responsible parenting and effective co-parenting." OCSE specified in the 2013 Key Elements memorandum (DHHS, 2013a) that a parenting curriculum with peer support should be "offered to all participants, with the goal that everyone participates."[14] While a specific

[14]Seven grantees ultimately included female participants in the same classes as male participants; one grantee initially excluded female participants from parenting classes, but later changed their approach to include participants of both sexes. One grantee ran separate classes for female participants, using a separate curriculum. When this grantee did not have sufficient enrollment of female participants to run classes, fatherhood staff provided one-on-one meetings with female participants.

curriculum was not required, as specified in the 2013 Key Elements memorandum, parenting curricula were expected to include: "personal development, responsible fatherhood, parenting skills, relationship skills, and domestic violence." OCSE specified that all parenting curricula must be approved by OCSE prior to implementation, and that the parenting component of programs was to include 16 hours of instruction. OCSE left to the discretion of grantees which agency would provide the curriculum and scheduling of classes. Per the FOA, grantees were allowed to include "facilitated conversations" as a component of their service array; however, OCSE indicated that mediation and supervised visitation were outside of the scope of the agency's expectations for CSPED.

C. The role of partnerships

The 2013 Key Elements memorandum (DHHS, 2013a) laid out OCSE's expectations that grantees partner with other agencies and programs, and provide grant funding to partners in order to implement services. In the memorandum, OCSE explained that "experience shows that programs work best if each partner focuses upon their core competencies." OCSE specified that while grantees would work with multiple partners, grantees were expected to develop programs that fully integrated services "into a single package" for participants.

The 2013 Key Elements memorandum (DHHS, 2013a) described grantees as the fiscal agents of the grant, responsible for day-to-day program management and providing child support services. The memorandum stated that each child support agency needed to partner with community service providers for employment and parenting services; however, case management could be provided by the child support or a partner agency. In addition, OCSE required grantees to partner with domestic violence consultants to develop domestic violence plans for CSPED. These domestic violence plans included staff training, a process for screening CSPED participants, referrals resources for participants involved in domestic violence, and family violence safeguards (see discussion below).

D. Domestic violence plans

The 2013 Key Elements memorandum (DHHS, 2013a) required that grantees provide family violence safeguards in the course of providing CSPED services. These safeguards were to be administered in accordance with a domestic violence plan approved by OCSE prior to service delivery. OCSE required domestic violence plans to demonstrate ongoing relationships with domestic violence service providers intended to last throughout the demonstration period. OCSE required that these providers be able to treat perpetrators, as well as victims, of violence. OCSE also required that domestic violence plans include:

- A comprehensive response plan for disclosures of domestic violence;
- Plans for training staff working with participants; and
- Descriptions of safeguards for custodial parent information to protect the safety of custodial parents.

III. Program Development

Grantees responded to the FOA (DHHS, 2012) with applications describing their proposed approach. Grant applications described characteristics of the proposed grantee that would lead the demonstration; a proposed budget; and the foundations of plans for recruitment, leadership, and partnership. Applications included letters of support from proposed partners and community stakeholders. Applications also described the grantee's proposed approach to delivering case management, enhanced child support, employment, parenting services, and adherence to a domestic violence plan. OCSE competitively awarded grants to agencies in eight states in September of 2012.

As described in the 2015 Interim CSPED Implementation Report (Paulsell et al., 2015), the first year of the five-year grant period (October 2012 through September 2013) was a planning year when grantees formed required partnerships, developed service delivery plans, and refined eligibility criteria. (Information about eligibility criteria is included in Chapter 3.) A summary of CSPED program development activities follows.

- **Grantees identified implementation sites in their grant applications.**

Grantees identified implementation sites in their CSPED grant applications; two made changes during the planning year. Grantees considered a range of factors to make the selection. For example, some identified service areas in which staff had experience with similar initiatives. Others sought locations with strong buy-in from lead child support staff and judges. One sought to expand an existing initiative into new service areas, while another selected service areas with different characteristics to test the demonstration in a range of contexts. To make the selection, grantee leaders picked implementation sites based on their knowledge of local areas or through an application process. Early in the planning year, grantees examined their child support data to ensure that the selected sites had sufficient numbers of eligible noncustodial parents from which to recruit applicants.

- **Grantees implemented similar organizational and partnership structures to undertake the work of the grant.**

Across grantees, CSPED programs implemented organizational and partnership structures with common attributes. These structures reinforced the child support agency's central leadership role and facilitated the work of the grant. Each grantee designated an overall project lead, who was a Child Support Program Director or Manager. The project lead served as the main champion for CSPED within the grantee agency, and communicated policy set by OCSE to CSPED staff and partners. In the FOA (DHHS, 2012), OCSE required grantees to hire a project manager, tasked with ensuring successful execution of the program. All eight grantees designated a project manager. In some grantees, the project lead also functioned as the project manager; in others, a second individual was assigned these responsibilities. As specified by the FOA, the project manager oversaw day-to-day operations and managed partner relationships. Grantees with multiple implementation sites also assigned implementation site managers to oversee activities within each site.

CSPED project leads and managers oversaw the child support agency staff who worked on CSPED. They also communicated and coordinated with CSPED partners. Grantee leaders worked with CSPED partner agency directors to delineate roles and responsibilities through memoranda of understanding (MOUs), and developed communication strategies to facilitate the exchange of information across agencies.

Each CSPED partner agency had a director. This individual was responsible for overseeing CSPED services within the partner organization. This included responsibility for coordinating with the grantee and overseeing the work of frontline staff assigned to the project.

We provide additional information about grantee leadership structures, partnership arrangements, and communication practices in Chapter 4.

- **During the planning year, grantees formed partnerships with employment and parenting service providers and refined their service delivery plans.**

By design, CSPED required child support agencies to take the lead in establishing and managing an intervention with strong employment and parenting components provided by partner agencies. In the FOA (DHHS, 2012), OCSE described that grantees were to partner with other agencies possessing core competencies in employment and parenting services. OCSE provided examples of potential partners, and required that grantees demonstrate in their applications that partners and services would strengthen the program design and meet participant needs. OCSE required that applicants have a working relationship with proposed partners already, or could establish one quickly through "existing connections and agreements to work together." During the planning year, as directed by OCSE, grantees worked on establishing relationships with employment and parenting services providers. When possible, as described in the Interim Implementation Report (Paulsell et al., 2015), grantees partnered with organizations with whom they had preexisting relationships through other initiatives. For example, one grantee had relationships with its CSPED partners through participation in a county fatherhood coalition. However, others had to develop contractual relationships with organizations for the first time, either because the child support agency had not previously partnered to provide such services or because CSPED's expanded service offerings necessitated new partnerships.

Depending on the availability of potential partners with the required expertise, grantees partnered with one or more organizations to provide employment and parenting services. Across the 18 implementation sites, grantees partnered with 22 employment service providers. Twelve were nonprofits, such as Goodwill Industries; six were workforce boards or centers; and four were state or county agencies, such as a department of labor and workforce development. In sites with more than one provider, CSPED case managers typically directed participants to a provider depending on the participant's job readiness and training needs.

During the planning year, all grantees worked with their partners to further define their package of CSPED services consistent with OCSE requirements. Some elected to offer services in addition to the core services, such as financial literacy classes. In addition, grantees worked with OCSE and the Evaluation Team to develop enrollment and service delivery procedures that were well-aligned with the evaluation. To facilitate this process, during the planning year, the Evaluation Team held monthly conference calls with grantees and OCSE to discuss recruitment,

random assignment, and service delivery procedures. The Evaluation Team also visited each grantee during the planning year to help develop and clarify policies and procedures. These visits culminated in a memorandum that described each grantee's program, including its leadership, partnerships, and service model as well as the status of its domestic violence plan. It also described evaluation procedures and plans for recruitment and intake within the grantee, and delineated responsibilities between the grantee and the Evaluation Team. OCSE reviewed and approved the memorandum as prepared by the Evaluation Team prior to the launch of service delivery.

IV. Supports for Grantees

In addition to monthly planning calls and site visits, OCSE and the Evaluation Team provided grantees with ongoing technical support, training, and opportunities for dialogue throughout the demonstration period.

One forum for support was annual grantee meetings. OCSE hosted an annual two-day meeting for grantee and partner staff and the Evaluation Team in Washington, D.C. These grantee meetings began with a project kickoff meeting in 2012, and ended with a final meeting in 2017. During these annual meetings, OCSE informed grantees about managing the grant, answered questions from grantees, and hosted guest speakers from an array of backgrounds in order to support implementation efforts. For example, OCSE hosted presenters on topics such as procedural justice; culture and systems change; self-care; program sustainability; and federal resources for serving formerly incarcerated individuals. The Evaluation Team also participated in these annual meetings, by sharing information about upcoming tasks and activities related to the evaluation, as well as sharing preliminary findings with grantee staff. Grantee meetings also served as a forum for grantees and partners to talk with each other about challenges, successes, and implementation strategies. Each meeting included sessions in which grantees had the opportunity to discuss program operations in small groups. Grantees also presented information to each other about aspects of their programs and plans for sustaining their work after the end of the grant.

Additionally, after the Evaluation Team-led planning calls ended, OCSE conducted monthly phone calls separately with each grantee, in which the Evaluation Team participated, to discuss topics such as recruitment and enrollment, service delivery, and successes and challenges. The Evaluation Team provided reports on service delivery generated from GMIS to help facilitate these calls.

The Evaluation Team also provided training and support specifically related to tracking service data in GMIS. The Evaluation Team provided a two-day, in-person training for staff in each grantee prior to the start of intake within that grantee. Trainings included technical information on GMIS, information about the baseline survey and random assignment, role-playing the program intake process, and practice cases designed to expose staff to different aspects of GMIS. The Evaluation Team also assigned each grantee a liaison to field questions and technical issues that arose related to GMIS.

Finally, the Evaluation Team facilitated Learning Community exchanges for grantees. Learning Community meetings occurred monthly from January 2013 through 2015, then transitioned to bimonthly through the end of the demonstration. Grantee and partner staff were encouraged to attend the meetings, to which OCSE staff were also invited to attend. During the planning year, these meetings featured presentations from OCSE and the Evaluation Team on topics intended to help prepare grantees for the demonstration's launch, such as OCSE's expectations and guidance for each of the core service areas, use of incentives for CSPED participants, and evaluation-related issues. After CSPED services began, Learning Communities provided information and discussion on topics related to program implementation, such as participant recruitment, engagement and retention; tracking service data; and effective service delivery strategies. After each Learning Community, the Evaluation Team conducted a survey in which grantees and partners provided feedback on the session, as well as topics of interest for future Learning Community meetings.

V. Conclusion

CSPED grantees built their programs based on guidance provided by OCSE. This guidance included expectations about the core elements all grantees were to include in their CSPED programs through the FOA (DHHS, 2012) and subsequent memoranda, as well as information provided through regular meetings and trainings. Using this guidance, all grantees developed child support-led programs that funded partners to provide services within their domains of expertise. The core services included in the CSPED model were case management (provided through the child support agency or partner), enhanced child support services (provided through the child support agency), employment-oriented services (provided through a partner), and fatherhood services (provided through a partner). All CSPED programs were also required to screen participants for domestic violence, make appropriate referrals to partners, and provide safeguards for custodial parents. With their partnership structures in place and service plans developed, grantees set out to engage noncustodial parents in CSPED services. Chapter 3 describes the noncustodial parents eligible for the program, means of recruiting them, and processes for enrolling participants into program services.

Chapter 3. Participant Eligibility, Recruitment, and Enrollment

Key findings: Participant eligibility, recruitment, and enrollment

- Grantees used a combination of OCSE and site-specific criteria to determine CSPED eligibility.
- Grantees supplemented the core eligibility criteria provided by OCSE with additional criteria, leading to some variation within and across grantees.
- Child support staff made most of the referrals of potential participants to CSPED programs. Grantees also received referrals from community-based providers, the courts, and program participants.
- Site and Evaluation Team staff worked together to verify applicants' eligibility, obtain informed consent, administer a baseline survey, and perform random assignment.
- Meeting OCSE's goal of 1,500 study participants per grantee over three years was a challenge for grantees.

An early task of any new intervention is to develop effective strategies for reaching the target population. CSPED grantees faced challenges as they sought to reach the OCSE enrollment target of 1,500 participants. Grantees first needed to establish and refine criteria for deciding which noncustodial parents would be eligible for CSPED. Once eligibility criteria were defined, grantees had to identify and recruit noncustodial parents who were eligible for the study. However, high-needs populations with multiple barriers to participation, such as low-income noncustodial parents targeted by CSPED, are often difficult to reach (Bayley, Wallace, and Choudhry, 2009). As agencies responsible for enforcing child support orders, CSPED grantees faced the added challenge of gaining the target population's trust and convincing them that CSPED was a sincere offer of help. The evaluation also introduced recruitment challenges. Noncustodial parents had to take part in a lengthy baseline survey before random assignment. Moreover, to generate sufficient sample members for the CSPED evaluation's random assignment design, grantees were required to recruit twice as many noncustodial parents as they planned to serve, and study participants had only a 50-percent chance of receiving services. Though grantees overall attained 85 percent of OCSE's enrollment target, and two reached OCSE's goal, most grantees ultimately fell short of OCSE's target.

This chapter describes the strategies grantees and their partners developed to identify and recruit CSPED participants throughout the demonstration. The chapter first describes how programs defined eligibility for CSPED, and changes grantees made to these eligibility criteria throughout the demonstration. Next, it describes the referral sources CSPED grantees used to locate potentially eligible noncustodial parents, followed by a description of how grantees recruited CSPED participants throughout CSPED. Finally, the chapter discusses the characteristics of

participants enrolled into CSPED.[15] Data sources for the chapter include site visit interviews, grantee documentation, and baseline participant surveys.

I. Eligibility for CSPED Services

During intake, child support staff screened noncustodial parents for eligibility based on the grantee's established criteria. Some of the requirements reflected OCSE's general criteria, applicable to all grantees (Figure 3.1). Others were established by grantees specifically for

Figure 3.1. OCSE-provided eligibility criteria for enrollment in CSPED

OCSE required that noncustodial parents meet the following criteria to be eligible for CSPED enrollment:

- Have established paternity;
- Be enrolled in the IV-D program[a]; and
- Be either not regularly paying child support, or expected to have trouble making payments due to lack of regular employment.

OCSE also recommended that grantees use the following criteria:

- Have a Social Security number that appears valid;
- Have a valid address near enough to the employment services provider to attend services ("near" was defined by grantees);
- Have at least one open, non-interstate child support case with a current support order, or in the process of establishing a current support order;
- Be not meeting the full support order on an open, non-interstate case; be unemployed or underemployed and having difficulty making regular payments; have a zero or minimum order because of inability or pay; or be establishing a new current support order and at risk of falling behind due to lack of regular employment; and
- Be medically able to work.

Source: January 4, 2013, OCSE memo "Target Population for CSPED" (DHHS, 2013c)

[a]Child support cases are either served by a state agency (IV-D cases), or entered into privately (non-IV-D cases). IV-D cases are served by the state child support agency; the child support agency processes payments as well as provides locating services to find noncustodial parents in order to establish paternity or establish or enforce a child support obligation; enforces child support orders; and collects child support. For non-IV-D cases, the child support agency processes payments only and does not provide locating or enforcement services.

[15]A separate report providing detailed information about the demographic characteristics of CSPED participants will also be issued.

participants in their local sites. As a result, grantees all shared some common criteria, but defined key terms affecting eligibility and considered additional factors differently. This differentiation was made possible due to flexibility within OCSE's general criteria. The eligibility criteria used by each grantee, as well as changes grantees made to these criteria over time, is provided in Appendix A.

A. OCSE-established eligibility criteria

OCSE's eligibility criteria pertained to the noncustodial parent's child support case, as well as to the noncustodial parent's ability to obtain and maintain employment.

1. Child support-related criteria

OCSE gave grantees child support-related guidelines to determine whether a noncustodial parent was eligible for CSPED. First, OCSE required that noncustodial parents had established paternity. Next, OCSE required that noncustodial parents had at least one IV-D case; that is, at least one child support case in which a state agency provided child support services as directed by the state child support program authorized by Title IV-D of the Social Security Act.[16] Additionally, OCSE recommended that at least one of these IV-D cases be an open, non-interstate case with a current support order, or in the process of establishing a current support order [17] (DHHS, 2013b). Finally, OCSE recommended that for open, non-interstate cases, noncustodial parents: (1) should be behind on making regular child support payments, or; (2) should be expected to have trouble making regular payments in the future, as a result of unemployment or underemployment; or (3) should have a zero or minimum order due to inability to pay, or (4) should be in the process of establishing a new current support order and appear at risk of falling behind due to lack of regular employment. OCSE left to grantee discretion how to define being behind in making regular child support payments, and how to assess the potential for falling behind in the future.

2. Employment-related criteria

OCSE recommended that participants be able to work and participate in program services. Specifically, OCSE recommended that eligible noncustodial parents have a Social Security number that appeared valid, be medically able to work, and live close enough to the employment services provider to be able to participate in services. Grantees had discretion to define *medically able to work* and *close enough* to program services.

[16]Child support cases are either served by a state agency (IV-D cases), or entered into privately (non-IV-D cases). IV-D cases are served by the state child support agency; the child support agency processes payments, as well as provides locating services to find noncustodial parents, in order to establish paternity or establish or enforce a child support obligation; enforces child support orders; and collects child support. For non-IV-D cases, the child support agency processes payments only and does not provide locating or enforcement services.

[17]An interstate IV-D case is a child support case in which the noncustodial parent works or lives in a different state from the custodial parent and child.

B. Additional criteria

To comply with the human subjects research protocol approved by the Evaluation Team's Institutional Review Board (IRB), noncustodial parents had to be at least 18 years of age, and not incarcerated or on work release at the time of study enrollment.[18]

C. Eligibility criteria variation and modifications

OCSE's guidance provided a framework from which grantees developed criteria specific to their local contexts and needs. All grantees operationalized their own definitions of key terms provided in the OCSE guidance. Further, some grantees added to or modified OCSE's criteria. Some grantees needed to modify eligibility criteria throughout the course of the demonstration to combat challenges with recruitment and enrollment.

- **From the demonstration's outset, grantee interpretations of OCSE's eligibility criteria for CSPED varied.**

Grantees used the flexibility provided by OCSE to operationalize the eligibility criteria. One aspect of the criteria grantees customized was time thresholds. Though most grantees considered any noncustodial parent without a job at the day of intake as unemployed, at first, California required noncustodial parents to have been unemployed for 90 days before enrollment. On the other hand, Ohio required noncustodial parents to have been without a job for six months before enrolling.

Similarly, grantees used different definitions related to child support payments to determine eligibility. When intake began, four grantees—California, Colorado, Ohio, and South Carolina—specified a number of months noncustodial parents needed to have gone without making a child support payment to be eligible. Other grantees (Iowa and one Wisconsin implementation site) considered noncustodial parents eligible if they had not paid a certain percentage of their child support order in a given time period. Another grantee, Texas, considered as eligible noncustodial parents under contempt for failure to pay child support. The remaining grantees—Tennessee and the second Wisconsin implementation site—considered noncustodial parents who were unable to pay their support in a given month eligible.[19]

Grantees also defined proximity to employment services differently. While most grantees defined potential participants as "close enough" to services if they lived within the implementation county, Ohio, Iowa, and Colorado accepted noncustodial parents from outside the county if they had reliable transportation to services.

[18]While noncustodial parents could not be incarcerated at the time of intake, study participants could, and did, become incarcerated during the course of the evaluation. The Evaluation Team monitored release dates for incarcerated study participants. However, study participants did not take part in evaluation data collection activities, such as the follow-up survey, during periods of incarceration.

[19]With the exception of eligibility criteria in Wisconsin, this report shares findings at the grantee, rather than the implementation site, level.

- **Most grantees utilized the flexibility of OCSE's eligibility criteria or added eligibility criteria.**

Prior to enrollment, nearly all grantees used the flexibility of OCSE's eligibility criteria or added to the criteria provided by OCSE in some way. We summarize these criteria below in Table 3.1. Some of these changes expanded the pool of potential participants. For example, two grantees allowed noncustodial parents without a current order for support, but with a current order for past arrears, to enroll in CSPED. Half of the grantees allowed noncustodial parents with new establishment cases,[20] in addition to noncustodial parents with existing orders for support, to enroll in CSPED. Two grantees allowed noncustodial parents residing in the demonstration county, but with a child support case in an adjacent cooperating county, to enroll in CSPED. One grantee allowed noncustodial parents with $0 support orders, or an order temporarily reduced to $0 because of being temporarily unable to pay their obligation, to enroll. Other criteria restricted eligibility. Two grantees excluded participants who had participated in similar demonstration programs. One grantee excluded noncustodial parents enrolled full time in school at the time of enrollment.

[20] *Establishment* is defined by OCSE as "The process of determining legal paternity and/or obtaining a court or administrative order to put a child support obligation in place" (DHHS, 2013b).

Table 3.1. Grantee-developed additional eligibility criteria for enrollment in CSPED

Grantee	Allowed IV-D cases from adjacent counties	Allowed arrears-only cases	Allowed $0 order cases	Allowed establishment cases	Excluded full-time students	Excluded NCPs for prior program participation
California	X					
Colorado				X	X	X
Iowa				X[a]		X
Ohio			X	X[a]		
South Carolina	X	X[b]				
Tennessee						
Texas		X[c]		X		
Wisconsin						

[a]If the NCP was unemployed.
[b]Allowed on a case-by-case basis; added in January 2016 (after commencement of random assignment).
[c]If the NCP faced contempt for nonpayment of arrears.

- **Some grantees made changes to their eligibility criteria after enrollment began.**

To increase the pool of eligible CSPED applicants, some grantees expanded their eligibility criteria after initial implementation. For example, California stopped requiring noncustodial parents to have been without a job for 90 days, and started accepting noncustodial parents without a job on enrollment day. Meanwhile, Ohio reduced the timeframe for unemployment from six months to three months.

To expand eligibility, some grantees also changed criteria about missed child support payments. Ohio reduced the number of days that noncustodial parents needed to be behind on child support payments from 90 to 30 days. Similarly, South Carolina started allowing noncustodial parents who had not made a full payment in the previous 90 days, instead of limiting enrollment to those who had not made any payment in the 90 days prior to enrollment.

II. CSPED Recruitment

Using these eligibility criteria, grantees set out to find and recruit eligible noncustodial parents. Grantees reached potentially eligible participants through referrals from people and systems with access to them, as well as direct means of recruitment. Recruiting a sufficient number of participants to meet OCSE enrollment targets was a key challenge identified by grantees throughout the demonstration period, and affected the number of participants grantees enrolled in the demonstration. Grantees refined their outreach approaches during the first demonstration year, and some continued to make adjustments throughout the demonstration. At the outset of the demonstration, grantees were challenged with identifying strategies that reached and resonated with the target population. Later in the demonstration, improved labor market conditions made it harder for some grantees to recruit enough eligible participants having a hard time finding work on their own (see grantee-specific unemployment rates provided in Appendix A). Adjustments

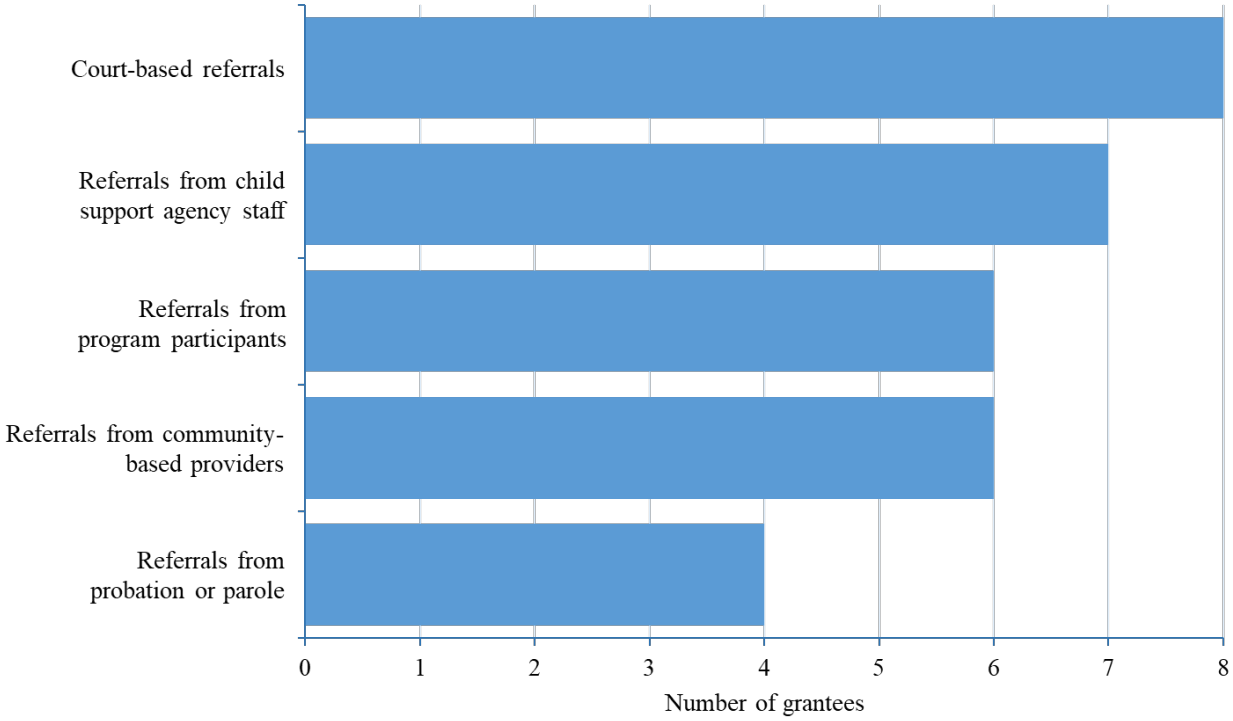
generally involved moving from passive to proactive recruitment strategies, and expanding referral sources.

A. Referral sources

While grantees used a range of sources to generate CSPED referrals, ultimately, the most important referral source was staff within the child support agency (Figure 3.2). Grantees reported that child support staff, including enforcement workers, receptionists, attorneys, administrative clerks, and other office staff made most of the referrals. Grantees reported that as the demonstration progressed, program participants also became an important referral source. Grantees also received referrals from sources outside of the child support program. These referrals came from community-based providers such as human service agencies, and parole and probation officers. While all grantees received court referrals to varying degrees, two grantees, Texas and South Carolina, relied heavily on court-based referrals, including court-ordered participation in Texas.[21] Information on referral sources within grantees is provided in Appendix A.

[21]In Texas, child support staff reviewed upcoming contempt and establishment dockets to identify noncustodial parents potentially eligible for the evaluation. After confirming initial eligibility, child support staff would re-screen the noncustodial parents who attended court as expected to confirm that their circumstances had not changed in such a way that caused them to become ineligible. For example, child support staff confirmed that the noncustodial parent remained medically able and legally eligible to work in the United States.

Figure 3.2. Sources of referrals to CSPED programs



- **Ultimately, grantees found child support staff to be the most important referral source for CSPED.**

At full implementation, most grantees described referrals from their child support staff as their most effective referral source. Consistent with OCSE's expectations at the outset of the grant, child support staff had ready access to noncustodial parents through interactions about their child support order. This existing relationship gave child support staff a way to reach noncustodial parents, and also provided a starting point for discussing the benefits CSPED could potentially have for the noncustodial parent's child support case. Child support staff became especially important as unemployment rates dropped later in the enrollment period; staff were able to help determine which noncustodial parents on their caseloads were still in need of work.

- **Grantees found that CSPED participants became an important referral source, especially as programs reached full implementation.**

Grantees found that when participants told other noncustodial parents about the services they received through CSPED, potential participants viewed the program as legitimate and relevant to their own situations. Some grantees reported that as participants' families and friends learned about the services available through the program, they also spread information to others who might benefit from it.

- **When grantees obtained buy-in from court staff, these relationships resulted in referrals and supported delivery of enhanced child support services.**

Grantees that built strong relationships with court staff found that having the support of judges and attorneys helped them to recruit and serve CSPED participants. Courts played an active and crucial role in CSPED in many grantees. Court staff helped refer participants to CSPED programs in all eight grantees, to varying degrees. While some grantees initially struggled to get buy-in from court staff, they reported that helping judges and staff see the benefits of CSPED brought these staff on board. One project manager noted, "[Judges] are tired of seeing the same people over and over. The same stories over and over. A guy gets up and says, 'I can't pay.' Now the judge has to ask, 'What am I going to do today? What tools do I have to address this?' Well, this is a way to help these people not come back to your court." In some grantees, courts also ensured that CSPED cases were treated differently from other child support cases through special dockets for CSPED participants.

> *[Judges] are tired of seeing the same people over and over. The same stories over and over. A guy gets up and says, 'I can't pay.' Now the judge has to ask, 'What am I going to do today? What tools do I have to address this?' Well, this is a way to help these people not come back to your court.*
>
> —CSPED project manager

- **Child support staff attitudes about CSPED initially hindered referrals in some grantees.**

Though child support staff proved to be the greatest source of referrals for most grantees, some grantees initially struggled to obtain referrals from their child support staff. Grantees identified two challenges, particularly early in the demonstration, hampering referrals from their child support staff. The first was that some child support staff disagreed with CSPED's new approach to providing services to noncustodial parents, believing that child support agencies should focus only on enforcement.

> *It was harder [early on] to get child support staff to send over referrals, because staff did not have faith in the program. They did not see the program as a resource.*
>
> —Child support supervisor

Additionally, some child support staff felt that making referrals to CSPED was outside of the scope of their job duties. Grantees reported that some case managers struggling with already large caseloads thought CSPED referrals represented "extra" work. This was particularly the case early on in the demonstration, when child support staff had yet to see examples on their own caseloads of participants helped through CSPED. One child support supervisor stated, "It was harder [early on] to get child support staff to send over referrals, because staff did not have faith in the program. They did not see the program as a resource."

- **Many grantees used incentives to boost referrals from child support staff.**

Some grantees sought to increase child support staff buy-in and promote referrals by providing incentives for referrals.[22] Grantees encouraged staff to recruit participants through lotteries and prize drawings, giving away money and gift cards, arranging activities and parties, providing food for staff, awarding flexible hours, and publicly recognizing staff who met recruitment goals.

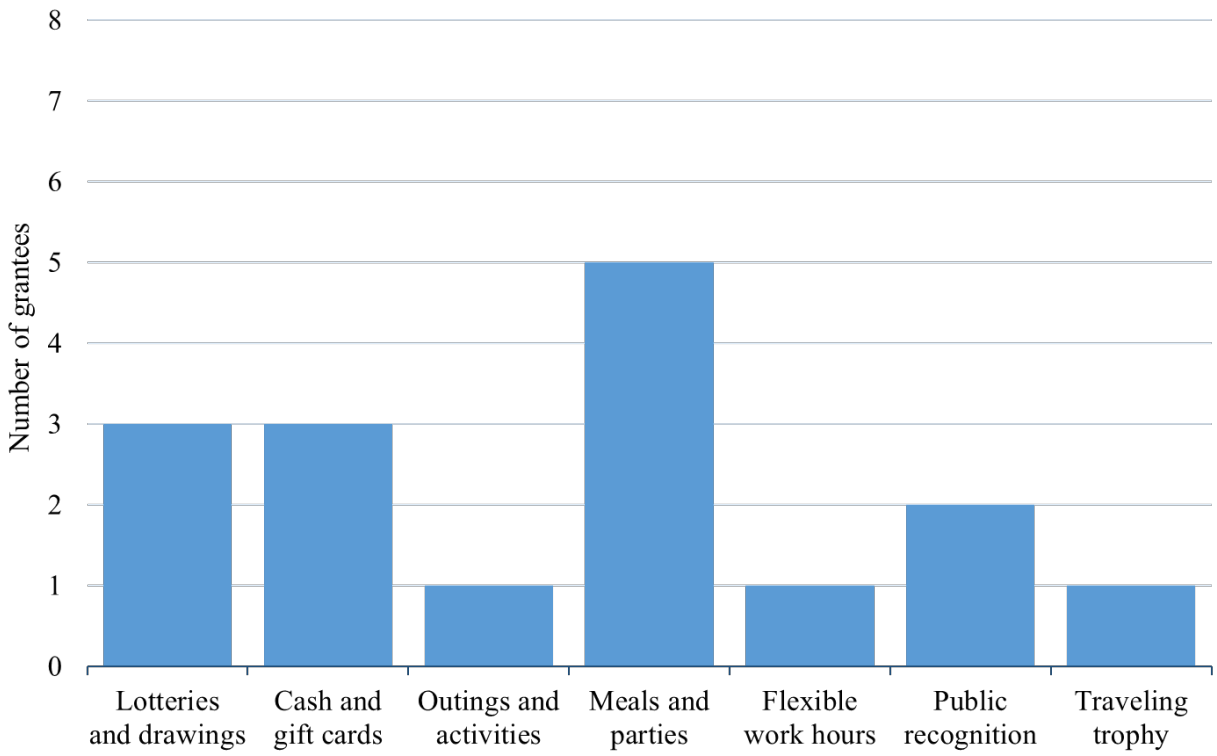
Use of these incentive strategies varied across time. Some CSPED leaders found it helpful to use a variety of schemes to appeal to staff with different preferences, and shifted those that grew "stale." Several grantees found that organizing staff into teams to generate friendly competition for the highest rates of high-quality referrals successfully led to increases in referrals. Other grantees found that setting office-wide goals with shared rewards, such as parties with food, helped increase referrals.

Grantees also described several challenges related to incentives for staff. One project staff member wanted to use incentives to boost referrals from child support staff, but encountered resistance from the county's IV-D director. The IV-D director felt that referrals to the program should be included in child support workers' regular duties, and therefore should not require an incentive. Staff members in another grantee described that while child support workers were initially enthusiastic about the promise of receiving lunches as an incentive, the project provided lunches much later and less frequently than expected, causing the incentives to be ineffective from their perspective.

Figure 3.3 summarizes the incentives for staff used by grantees during the demonstration.

[22]These incentives, which were minimal in value and included such items as $25 gift cards, were available only to child support staff who were not involved in study intake. Grantees were prohibited from providing incentives to staff with intake responsibilities.

Figure 3.3. Incentives for staff as a referral strategy

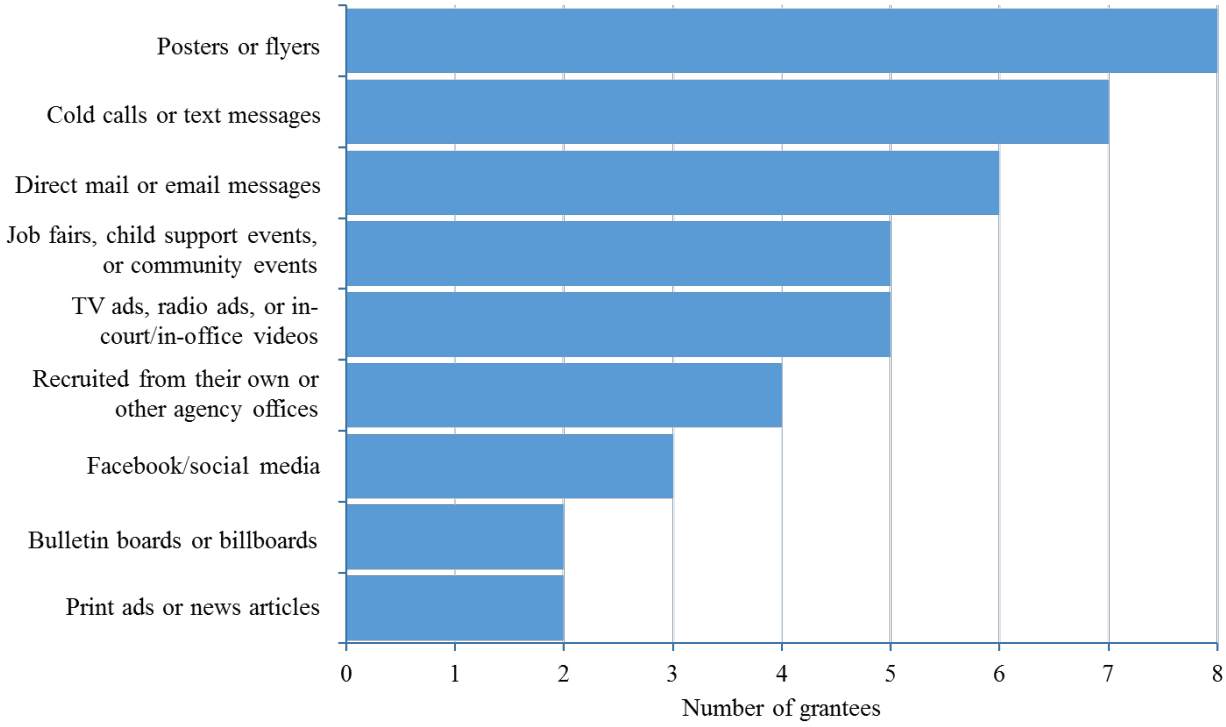


B. Recruitment strategies

Grantees also used their project staff to directly recruit noncustodial parents into CSPED using various strategies. These strategies are reflected in Figure 3.4. Staff hired to work specifically on CSPED used child support reports to identify potentially eligible noncustodial parents, whom they attempted to recruit by phone calls and mailings. Grantees also found attending community events and using social media to be particularly effective strategies. In addition, one grantee noted that advertising program services both in English and Spanish was critical to effectively recruiting participants. Grantees also noted that highlighting program benefits, like state-owed arrears compromise, work supports, and program incentives, helped to recruit participants into the program.

Some grantees also provided incentives to enroll in CSPED. Two grantees removed driver's license suspensions for 30 days for all noncustodial parents who enrolled in the study, regardless of the outcome of random assignment. One grantee provided a $10 gift card for coming into the office to hear about the program, which was separate from the $10 gift card provided by the evaluation for completing the baseline survey.

Figure 3.4. Recruitment strategies



- **Grantees broadened their recruitment approaches to boost enrollment numbers.**

Grantees that expected to recruit most participants through a single or few modes found that this strategy did not yield sufficient enrollments to achieve OCSE's targets. For example, grantees that planned to rely heavily or exclusively on child support enforcement dockets found that this strategy alone did not yield sufficient enrollments, particularly because noncustodial parents who appeared eligible for program services frequently did not appear in court, and therefore could not be enrolled. Court dockets did not always include enough eligible noncustodial parents to meet CSPED enrollment expectations; in addition, in one grantee, judges sometimes reset cases for a future date, rather than ordering CSPED enrollment. In response, one grantee added docket dates and expanded efforts to include establishment dockets, and another grantee expanded efforts to engage in recruitment outside of court.

Grantees also broadened recruitment efforts by engaging with new people and agencies, and sharing information about CSPED in new settings. Some grantees built relationships with staff in the criminal justice system, including court staff, attorneys, and parole and probation officers. Some grantees found that advertising the program in new venues, such as community-based programs and businesses, helped recruitment efforts. Child support staff in other grantees started attending community-based events likely to attract the target population, such as job fairs and family-friendly community activities, and recruiting from offices of other agencies, such as probation or parole.

Additionally, grantees that planned to recruit mainly through passive recruitment strategies found that they needed to engage potential participants more proactively throughout the course of the grant. For example, at the outset of the demonstration, some grantees thought most of their participants would be walk-ins; others expected to receive a substantial response to mailings sent by the child support agency. However, neither of these strategies yielded the expected response. These grantees shifted focus to other recruitment sources, such as heavier reliance on child support staff for referrals.

Some grantees found that they needed to get more child support staff involved in recruitment. California, for example, created a team of eight full-time recruiters by re-assigning child support agency staff, after struggling with enrollment throughout the demonstration's first year. Other grantees hired new staff to support recruitment efforts, or freed up case manager time from other case management tasks. For example, Ohio hired a recruitment specialist to engage in these efforts. Other grantees looked to child support enforcement workers to make more referrals, or set weekly or monthly referral targets. One grantee had child support workers reach out to potential participants on their regular caseloads using targeted lists based on a predictive model that indicated which participants were most likely to respond to recruitment and engage in services.

- **External constraints contributed to recruitment challenges.**

Though all grantees encountered challenges as they strove to achieve OCSE's recruitment target, external constraints presented unique challenges for staff in five grantees. Three grantees—Iowa, Ohio, and California—recruited from single implementation sites, rather than multiple sites. Two of these grantees had among the lowest IV-D caseloads within the implementation sites, relative to other CSPED grantees (see Table 3.2). Another grantee, South Carolina, began recruiting participants approximately eight months later than other grantees, due to child support agency leadership changes during the planning period. Finally, Texas, which recruited primarily from contempt dockets, encountered challenges related to contempt filings for a period lasting several months. These external constraints contributed to difficulties meeting enrollment targets in all five of these grantees, which reached between 63 percent and 89 percent of OCSE's 1,500-participant enrollment target.

Table 3.2. CSPED grantee caseload sizes and total CSPED enrollment

Grantee	IV-D caseload in implementation sites as of October 2013[a]	Total CSPED participant enrollment (October 2013–September 2016)[b]
California	30,082	1,330
Colorado[c]	48,259	1,500
Iowa	43,570	1,273
Ohio	30,548	1,019
South Carolina	46,625	950
Tennessee	169,560	1,510
Texas	45,146	1,163
Wisconsin	25,944	1,428
Total (all grantees)	439,764	10,173

Source: See Appendix A.
[a]This column reflects the number of IV-D *cases* within the implementation sites, rather than the number of NCPs eligible for enrollment within implementation sites. NCPs may have more than one case.
[b]This column reflects the number of NCP participants enrolled into CSPED across all implementation sites within the grantee. Each NCP participant had one or more IV-D cases.
[c]Excludes Boulder County, which was later dropped from the Evaluation.

- **Child support's negative "reputation" among participants was also a recruitment challenge, especially early on.**

Some noncustodial parents had negative perceptions of child support agencies. Grantees employed a number of strategies to overcome these perceptions and encourage participation in CSPED. Some grantees sought to portray child support in a new light, such as having child support staff sit in an office accessible to the public, rather than behind locked doors; other grantees started sending recruitment letters in envelopes without the child support agency's logo to prevent the letter from being misidentified as a bill for child support.

> *You have to have a partner who can get outside of the traditional realm of child support. Someone who can provide these services and create this trusting environment and help build that bridge to child support… Though child support has an equal amount of expertise on that side, it is great to have someone on this side because there are a lot of guys who will call here that would NEVER call child support.*
>
> —Employment and parenting partner

Others leveraged partner agencies, of which participants often had a more favorable view prior to enrollment. These strategies included having the employment partner agency director share information about CSPED to potential program participants waiting to attend court hearings, attending partner agency and other community events to gain visibility within the community, and having partner agency staff accompany the child support worker to court to facilitate a "warm handoff." In a warm handoff, one CSPED staff member would personally accompany a CSPED participant to meet another staff member and facilitate an introduction immediately following recruitment.

- **Evaluation requirements also presented challenges for recruiting participants and reaching enrollment targets.**

As participants in a rigorous, randomized controlled evaluation, CSPED grantees needed to adhere to requirements of the evaluation for recruiting participants. Some of these requirements introduced recruitment challenges. First, as described in Chapter 1, half of CSPED participants were randomly assigned to receive CSPED services, with the other half receiving regular services. Grantees found that some potential participants resisted taking the time to go into the child support office, or go through the effort of the random assignment process, when they had only a 50-percent chance to receive CSPED services. Additionally, random assignment and intake often lasted an hour or longer. Grantees found that some participants had difficulty with the time required to complete this process.

III. CSPED Enrollment

After noncustodial parents were recruited, intake staff within each grantee followed standardized procedures established by the Evaluation Team for enrolling participants into CSPED. These steps included obtaining informed consent, completion of a baseline survey, additional verification of eligibility, and assignment-specific processes depending on whether a noncustodial parent was assigned to extra services or regular services.

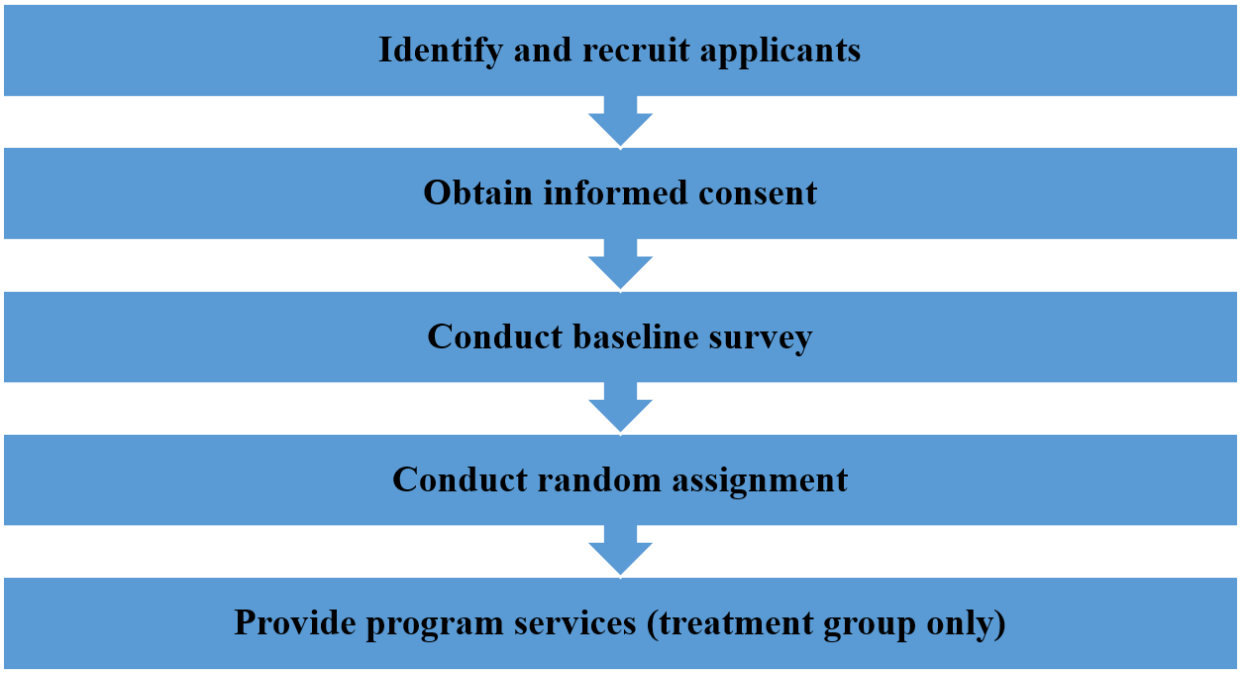
Through this enrollment process, grantees reached 85 percent of the 12,000 participant enrollment target established by OCSE, with enrollment totals varying from 63 percent to 101 percent across grantees. This variation reflects, in part, external constraints that over half of the grantees faced, as well as challenges related to obtaining referrals.

A. Enrollment procedures

Most grantees used the same set of CSPED enrollment procedures. In all grantees, intake workers determined eligibility, obtained informed consent from noncustodial parents prior to enrollment, and facilitated baseline interviews prior to random assignment. Intake staff administered in a standardized manner scripts created by the Evaluation Team, consistent with guidance from the IRB.[23] We summarize enrollment procedures below in Figure 3.5.

[23]Because the Texas grantee enrolled participants in their CSPED program through a mandatory process, the Evaluation Team separated enrollment in the CSPED evaluation from enrollment in program services, in order to ensure that participant enrollment in the evaluation remained voluntary.

Figure 3.5. CSPED enrollment procedures



After establishing eligibility, intake workers—staff specifically trained in enrollment processes and certified by the UW–Madison IRB to engage in research-related activities—initiated enrollment. First, the intake worker verified that the noncustodial parent had not already been randomly assigned into CSPED, in their site or any other site, using GMIS, which performed a duplicate check across all sites. Intake workers needed to investigate and resolve potential duplicates before enrolling the noncustodial parent.

Next, the intake worker read aloud an approved and standardized script describing the program, study, and random assignment process to the noncustodial parent. If the noncustodial parent wished to continue, the intake worker moved the noncustodial parent to a private space and initiated a phone call to the UW Survey Center, which collected all baseline survey data over the telephone. Intake workers identified themselves, the site from which they were calling, and the sex of the noncustodial parent.[24] They then handed the phone over to the noncustodial parent for baseline survey completion. The telephone interviewer administered informed consent, a process that lasted approximately nine minutes. The interviewer read from a script to provide information about the CSPED evaluation and the rights of participants.

[24]Baseline survey question wording was tailored to the sex of the noncustodial parent.

If the noncustodial parent provided the Evaluation Team interviewer with verbal consent to enroll in the CSPED study,[25] the interviewer administered the baseline survey, which averaged 43 minutes.[26] The interview included questions on the participant's family, child support order, employment history, and well-being. If the noncustodial parent did not provide consent to enroll in the CSPED study, the interviewer terminated the call and the individual did not move forward in the enrollment process.

Following survey completion, the intake worker provided the noncustodial parent with a $10 gift card, and initiated random assignment within GMIS. GMIS then performed a second duplicate check, using the Social Security number as provided in the baseline survey by the respondent. If the case was not a duplicate, GMIS then randomly assigned noncustodial parents to either the extra services group or the regular services group. GMIS used an algorithm to randomly assign blocks of cases within grantees, to ensure an even distribution of extra and regular services study participants within, as well as across, grantees.

The final step in the enrollment process was determined by the outcome of random assignment. For those participants assigned to the control group, or "regular services," intake workers provided information about resources available within the community. However, as noted above, several programs provided control group participants with services typically reserved for the treatment group ("extra services") as incentive for enrolling into the program, such as releasing holds on driver's licenses or short-term suspension of enforcement actions, and other enrollment incentives. In these instances, such programs initiated those services.

For participants assigned to extra services, intake workers typically engaged participants in their first service contact immediately following intake. Grantee staff then initiated extra services as planned by their agency, and initiated referrals to CSPED partner agencies and other community resources.

B. Participant characteristics and enrollment levels

Grantees enrolled 10,173 study participants into the CSPED evaluation. Though 10,173 study participants provided consent and enrolled in CSPED, 12 study participants were excluded from

[25]One grantee, Texas, utilized a modified enrollment procedure to accommodate the grantee's unique courtroom intake process. Like noncustodial parents in all other grantees, Texas noncustodial parents were allowed to decide if they wanted to participate in the baseline survey for enrollment into the CSPED evaluation. In all grantees other than Texas, completion of the survey was a requirement for random assignment, and noncustodial parents were aware that upon completion, they would be assigned to a CSPED services group or a business-as-usual services group. In Texas, however, noncustodial parents who declined participation in the demonstration were still randomly assigned to receive CSPED services or receive business-as-usual services as a "non-study" participant excluded from the CSPED evaluation. Noncustodial parents in Texas were not aware that a random assignment mechanism placed them in a CSPED services group or a business-as-usual services group. This process happened behind the scenes; judges set conditions of orders based on the outcome of random assignment.

[26]Actual completion time varied substantially across participants, due to differences in family structures. Additionally, the survey administered to noncustodial parents in Texas was limited to a subset of questions asked to participants in all other grantees. This Texas version of the survey averaged 16 minutes for completion.

the final analysis due to subsequent determination of ineligibility. The final evaluation analysis sample consists of 10,161 study participants.

We describe self-reported demographic characteristics of the participants across all grantees who enrolled in CSPED in Table 3.3.[27] Generally, CSPED participants were males who had low levels of educational attainment and employment, and low marriage rates. On average, participants were 35 years old. Approximately 26 percent had less than a high school diploma, 43 percent had a high school diploma or GED and no further education, and only 3 percent had a four-year college degree. Only 14 percent of CSPED participants were currently married; 52 percent had never been married. About 22 percent were Hispanic or Latino, 40 percent were (non-Hispanic) black or African American, and 33 percent were (non-Hispanic) white. Slightly over one-half had worked for pay in any job in the 30 days prior to enrollment. Among those who worked in the 30 days prior to enrollment, their average monthly earnings were $769, below the poverty threshold for a single person. Almost 70 percent of participants had been convicted of a crime. While the majority of participants (52 percent) paid at least some rent, nearly 30 percent did not pay any rent and 2 percent lived in a shelter, on the streets, in an abandoned building, or in a car. We provide characteristics of study participants within each grantee in Appendix A.

[27]Detailed information on participant characteristics across a broader array of baseline domains are described in the CSPED Baseline Characteristics Report.

Table 3.3. CSPED study participant characteristics across all eight grantees (*N* = 10,161)

Age (average)	34.9
Sex (male) (%)	89.9
Number of biological children under age 18 (average)	2.5
Number of partners with whom has a biological child under age 18 (average)[a]	1.8
Educational attainment (highest) (%)	
Did not complete high school or GED	25.7
High school diploma or GED	42.8
Some college, associate's degree, or vocational degree	28.5
Bachelor's degree or higher	3.0
Race and Hispanic ethnicity (%)	
White (non-Hispanic)	33.0
Black or African American (non-Hispanic)	39.9
American Indian/Alaska Native	1.2
Asian	0.6
Native Hawaiian/Pacific Islander	0.4
Multiple races	3.3
Hispanic or Latino (of any race)	21.7
Ever convicted of a crime[b] **(%)**	68.2
Any paid work in the past 30 days (%)	55.2
Average monthly earnings (of those who worked for pay in the past 30 days) ($)	769
Current marital status (%)	
Married	13.6
Never married	52.4
Divorced	25.0
Widowed	0.4
Separated	8.7
Current housing situation[c] **(%)**	
Own/mortgage	4.2
Rent	30.8
Pay some of the rent	21.1
Live rent free	29.3
Live in a shelter, on the streets, in an abandoned building, or in a car	1.9
Other	12.7

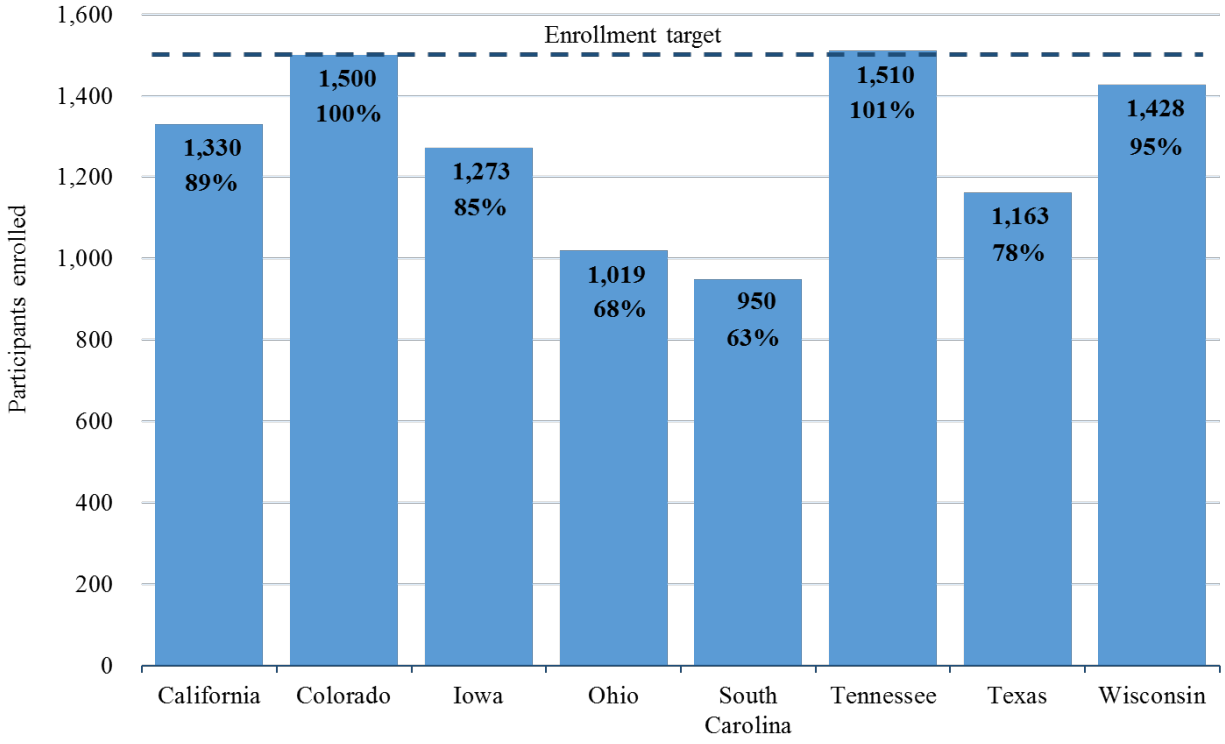
Note: Due to rounding, percentages may not always appear to add up to 100%.
[a]Excludes Texas. *N* = 8,875
[b]Excludes Texas. *N* = 8,975
[c]Excludes Texas. *N* = 8,995

- **Grantees achieved 85 percent of planned enrollment, ranging from 63 percent to 101 percent.**

Three grantees reached 95 percent or more of their enrollment target (Colorado, Tennessee, and Wisconsin), as shown in Figure 3.6. These three grantees had multiple counties involved in their demonstrations. The other two grantees with multiple counties either started late (South Carolina) or ran into external problems with regard to court filings (Texas). These external factors contributed to lower levels of enrollment, with South Carolina reaching 63 percent and Texas reaching 78 percent of their enrollment targets. The final three grantees operated in only one county each, as planned in their initial grant application, which also made it difficult for them to reach the OCSE target of 1,500 enrollees. They reached 68 percent (Ohio), 85 percent (Iowa), and 89 percent (California) of their enrollment targets.

We provide information on grantee-specific quarterly enrollment levels in Appendix A: Grantee Profiles.

Figure 3.6. Final CSPED enrollment by grantee and percent of target attained



IV. Conclusion

A key task for CSPED grantees was to identify, recruit, and enroll eligible noncustodial parents. To increase enrollment, grantees expanded eligibility, used new referral sources, and tried new recruitment strategies. Grantees found broadening recruitment strategies to include multiple sources, and drawing more heavily on referrals from staff and participants, to be the most effective for boosting enrollments. Grantees experienced difficulty meeting enrollment targets due to challenges in generating referrals, and, for most grantees, external constraints, including delayed program launch, issues with court filings, and a limited base from which to recruit due to operating in only one county. In spite of these challenges, grantees in total enrolled 85 percent of OCSE's enrollment target, with five of eight grantees meeting or exceeding this level.

Chapter 4. Leadership, Staffing, and Collaborations

Key findings: CSPED leadership, staffing, and collaborations

- The child support agencies involved in CSPED provided consistent leadership throughout the demonstration period, which facilitated project cohesion.
- Staffing structures remained generally consistent throughout the demonstration period, though some grantees created new positions to address workload challenges.
- All grantees reported turnover in frontline staff. Grantees attributed this turnover to new employment opportunities, heavy workloads, and service delivery challenges.
- Grantees reported that staff turnover sometimes interfered with consistent service delivery.
- Staff reported a high level of satisfaction with the supervision and training they received, and identified additional training needs.
- The area in which the most staff thought they needed additional training was employment-related services for participants.
- Collaboration between grantees and partners allowed each partner to provide services within their area of expertise.
- Staff perceptions of the value of working collaboratively increased with time.
- Regular communication, in-person meetings, and co-location were perceived by staff as effective collaboration strategies.

This chapter describes the leadership and staffing strategies implemented by grantees, as well as successes and challenges related to leadership and staffing; staff experiences with training and supervision; and finally, communication and collaboration strategies used by grantees to facilitate the work of the grant, with an emphasis on successful strategies and changes grantees made over time. Data sources for the chapter include site visit interviews, grantee documentation, and staff surveys.

I. Leadership and Staffing

In order to execute the grant, CSPED grantees implemented leadership and staffing structures consistent with the FOA (DHHS, 2012). These structures reinforced the child support agency's central leadership role and facilitated the work of the grant. While leadership and staffing structures remained consistent throughout the grant, many grantees found it necessary to add new frontline staff and roles, in order to implement the project. This section describes these staffing structures over time, as well as grantee strategies for managing frontline staff turnover.

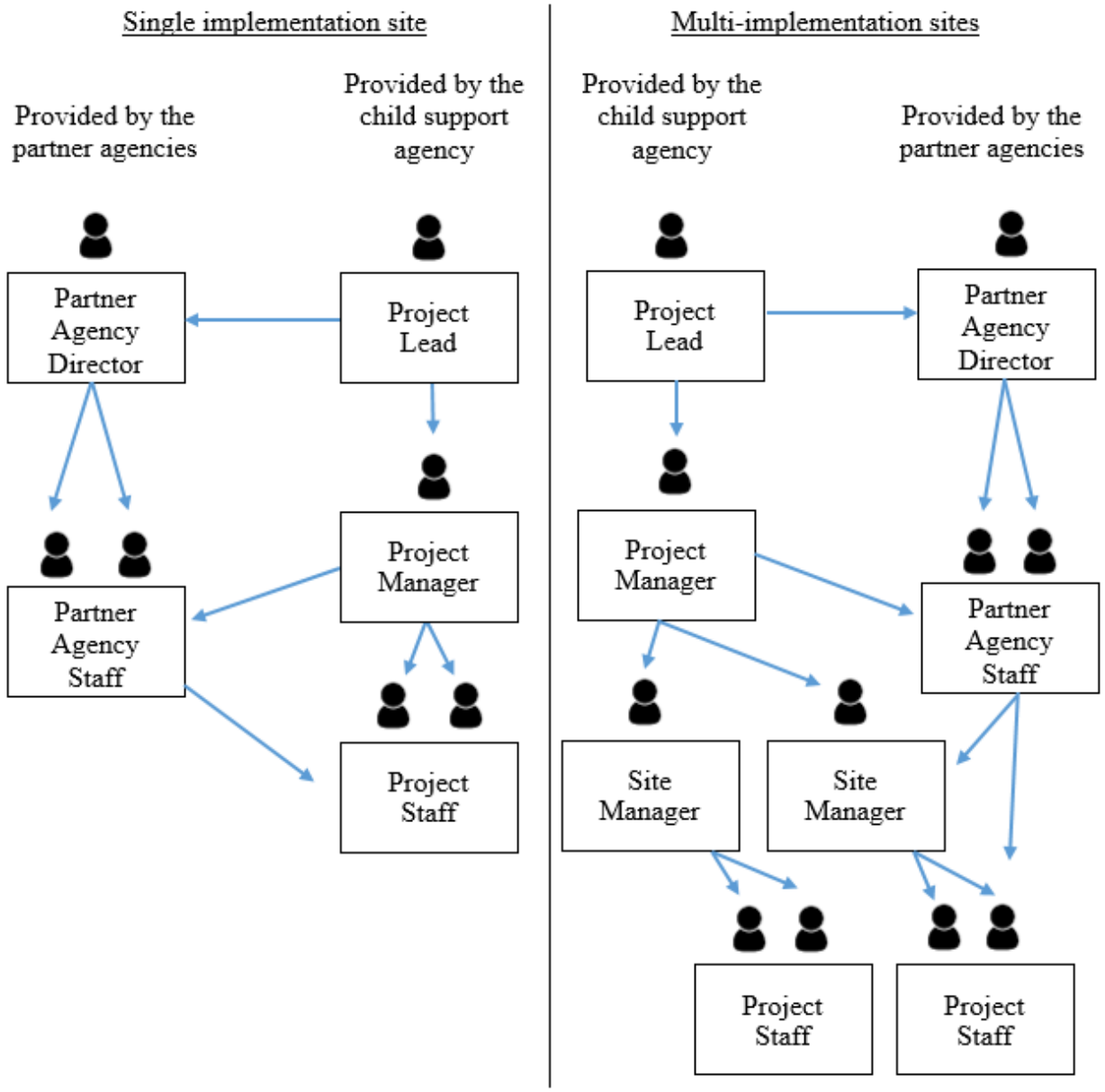
A. Leadership

The FOA (DHHS, 2012) required that the child support agency provide leadership for CSPED. In response, each grantee designated an overall project lead, who was a Child Support Program Director or Manager. The project lead served as the main champion for CSPED within the grantee agency, and communicated policy set by OCSE to CSPED staff and partners. In some sites, the project lead also functioned as the project manager; in others, a second individual was assigned these responsibilities. The project manager, which was a position required by the FOA, was responsible for overseeing day-to-day operations and managing partner relationships. The five grantees with multiple implementation sites—Colorado, South Carolina, Tennessee, Texas, and Wisconsin—also assigned implementation site managers, who reported to a project manager or project lead and oversaw activities and partners at the site.

B. Staffing structures

All CSPED grantees adopted a similar project management structure. The child support agency had the following roles: the project lead, the project manager (if different from the lead), site managers (if it was a multi-site grantee), and project staff. Each partner agency also had an agency director and agency staff. The project lead worked with the partner agency directors, the project manager, and child support agency staff. The project manager (or site managers) ran the day-to-day operations of the grant and communicated with partner staff. The frontline project staff also communicated with the frontline partner staff. Overall staffing structures and project leadership generally remained consistent within grantees throughout the demonstration (Figure 4.1).

Figure 4.1. Typical project management structures adopted, by grantees



Grantees used three main staffing models to provide child support services to participants. In the first model, implemented by three grantees, child support case workers were fully dedicated to CSPED, and spent all of their time working with CSPED participants. These child support workers provided case management services and child support services. In the second model, implemented by two grantees, child support workers split their time between CSPED and non-CSPED cases, but were responsible for providing child support services to all participants enrolled in CSPED. Under the third model, implemented by one grantee, CSPED participants

stayed on their regular child support enforcement worker's caseload, and the case manager communicated with child support staff about the participant's child support service needs. In the remaining two grantees, which had multiple implementation sites, each site applied combinations of the above-described three models.

Staffing models within partner agencies also differed. Employment partners in two grantees assigned staff to work exclusively with CSPED participants, with employment case managers either providing the bulk of employment-related services themselves, or working with other employment staff, such as job developers, to provide employment services. Employment case managers in the rest of the grantees continued to perform their regular job duties, and serve clients for other programs, while also providing CSPED services. In contrast, all parenting facilitators had other responsibilities outside of their CSPED duties, including facilitating other types of parenting classes or providing counseling services outside of CSPED.

- **Grantees maintained their overall leadership and staffing structures throughout the demonstration period. They also hired additional staff and created new positions in response to workload needs.**

Overall, grantees maintained the organizational structures they instituted at the start of the grant throughout the demonstration period. However, seven grantees reported that they needed to add staff, increase staffing hours, or reallocate staff time after implementing CSPED, in order to recruit participants, maintain participant engagement, or provide services effectively. These needs stemmed in part from grantee efforts to meet OCSE's enrollment targets. Additionally, as the demonstration progressed, case managers had more participants on their caseloads, making it more difficult to provide the same level of services for all participants.

> *We could do more if we had more individuals who could review the cases, just a more detailed review. Because a lot of times, we depend on the party to contact us, whereas if we had more time, we could be more proactive… You could do more intense case management.*
>
> —CSPED project manager

To address these needs, grantees and partner agencies hired additional staff for existing roles, created new positions, and leveraged agency staff not hired specifically for CSPED. These additional staff helped to ease the burden on CSPED staff. For example, California established a team of eight dedicated recruiters in response to recruitment challenges. California also started with one part-time employment case manager, but added a second part-time case manager to help with workload, and another part-time administrative data clerk to help manage case files, schedule appointments for participants, and enter data. These staff members increased and decreased their hours spent on CSPED, as demand for their services fluctuated. In each implementation site, South Carolina's outreach coordinators, who provided participants with transportation for services and job interviews and re-engaged participants who stopped taking part in services, increased their hours on CSPED to facilitate service delivery. In several grantees, including South Carolina and Tennessee, partner agencies managed finite resources by involving administrative assistants in tasks, such as providing reminder calls, managing incentives, and tracking data in GMIS, in order to help case managers manage

workloads. Overall, grantees that hired or leveraged additional staff reported that the added staff helped to facilitate the work of the grant.

In grantees where the team felt understaffed, workers believed that hiring additional staff would have helped them provide higher quality and more proactive services. For instance, one CSPED project manager explained, "We could do more if we had more individuals who could review the cases, just a more detailed review. Because a lot of times, we depend on the party to contact us, whereas if we had more time, we could be more proactive… You could do more intense case management." Another staff member reported that her program was consistently understaffed, because their agency was unable to hire as many case managers as specified in the grant, which put "too much burden on the project manager to cover recruitment and case management when case managers were out." Insufficient staffing ultimately hindered this grantee's ability to effectively recruit participants.

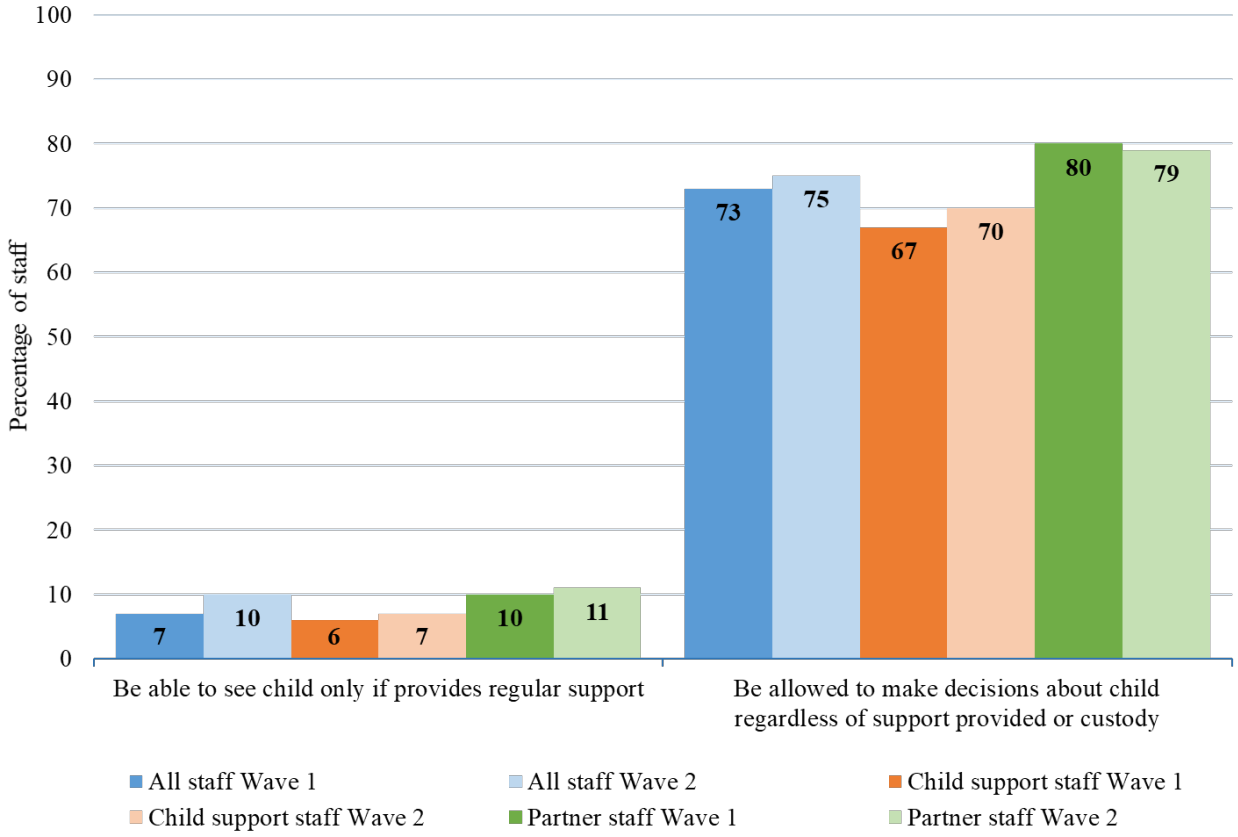
C. Staff selection

The Interim CSPED Implementation Report noted that to select CSPED staff, leaders sought candidates who were familiar with the child support system and target population, had specialized knowledge and skills, supported the demonstration's goals, and showed interest in helping noncustodial parents. These selection criteria largely remained the same throughout the demonstration. Several CSPED project managers indicated that as the demonstration continued, they used the opportunity to hire child support staff who did not have "an enforcement mindset" to interact with CSPED participants. Instead, they sought to hire individuals who took a "social work perspective," because they felt these staff were invested in providing supportive services consistent with the CSPED model.

Based on staff survey responses,[28] grantees and partners successfully selected staff who wanted to help participants in their roles as noncustodial parents. Across both staff survey time periods (also called w*aves*), almost three-quarters of staff indicated that fathers should be able to help make decisions about their children, regardless of living arrangements or whether they provided child support (Figure 4.2). Additionally, across both staff surveys, fewer than 10 percent of staff reported that they agreed or strongly agreed that a father living apart from his children should be able to see his child only if he provides regular financial support.

[28]For the first staff survey, across all grantees, 139 of 159 staff responded to the survey, for a response rate of 87 percent. For the second staff survey, across all grantees, 131 of 156 staff responded, for a response rate of 84 percent.

Figure 4.2. Staff perceptions on the role of fathers living apart from children



Grantee and partner staff also shared perspectives on the surveys consistent with CSPED's goals. More than 95 percent felt it was appropriate for child support to help noncustodial parents access employment services, and nearly 100 percent found it appropriate to help noncustodial parents access parenting services (Figure 4.3).

Figure 4.3. Staff perceptions on the role of child support agencies

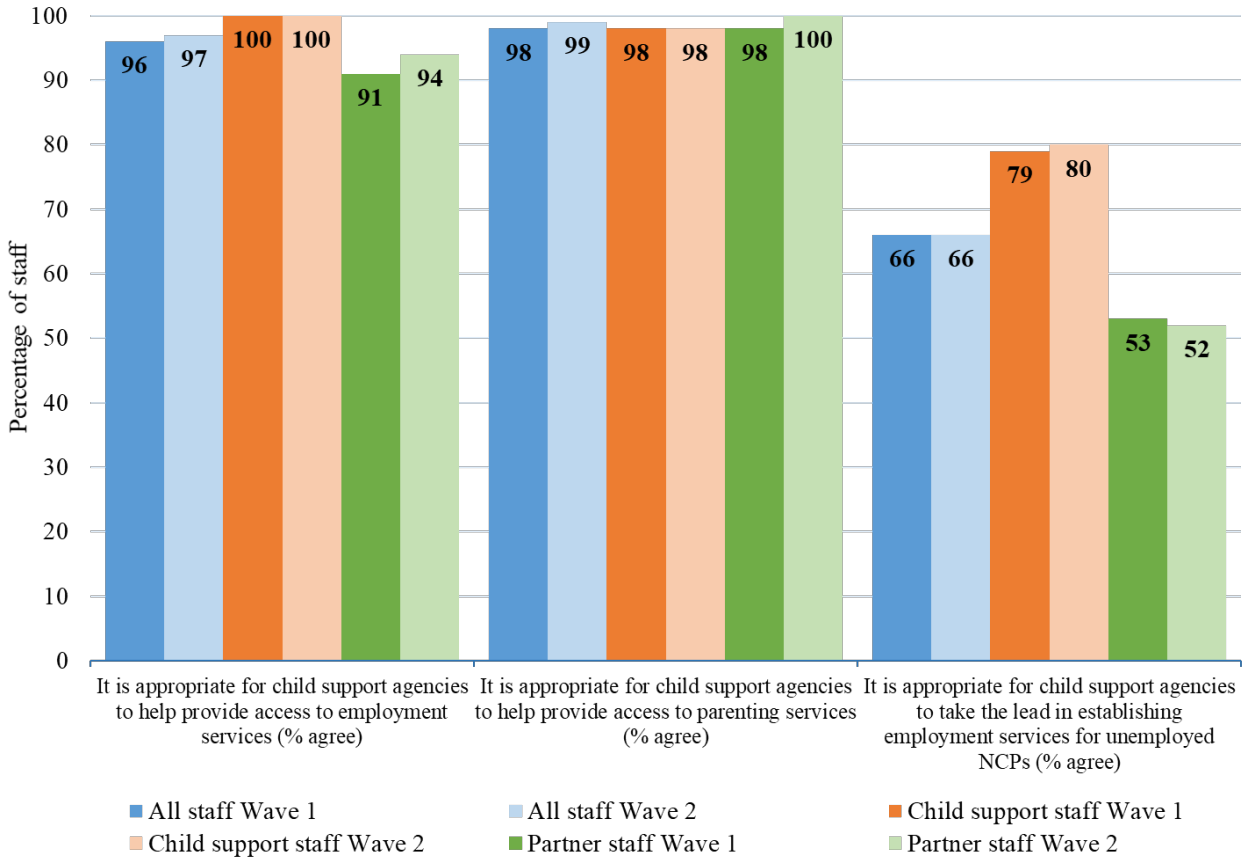


Table 4.1 summarizes staff characteristics across both waves of the staff survey. Across both waves, child support agency staff were mostly female and mostly white (non-Hispanic), and partner agency staff were mostly male and predominantly black (non-Hispanic). Roughly one-third of staff had some college or an associate's degree, one-third had earned a bachelor's degree, and one-third (at Wave 1) and one-quarter (at Wave 2) had earned higher than a bachelor's degree. Across waves, partner staff were more likely than child support staff to hold more than a bachelor's degree. On average, child support staff had been employed by their agency for nine years at the time of the second survey wave, and partner agency staff had been employed by their agency for six years. Staff who had experience providing services within the core CSPED domains had between five and 12 years of experience doing so, across both survey waves.

Table 4.1. CSPED staff characteristics

Staff characteristics	Child support staff		Partner staff		All staff	
	Wave 1	Wave 2	Wave 1	Wave 2	Wave 1	Wave 2
Gender (%)						
Male	25	20	56	63	41	43
Female	75	80	44	37	60	57
Race and ethnicity (%)						
Hispanic	6	11	9	11	8	11
Black, Non-Hispanic	22	25	60	52	41	39
White, Non-Hispanic	67	64	28	33	48	48
Other, including multiracial	6	5	2	6	4	6
Education (%)						
High school diploma or equivalency	7	5	4	6	5	6
Some college, associate's degree, or certificate	39	43	24	21	32	31
Bachelor's degree	33	38	28	39	31	38
More than bachelor's degree	21	14	44	34	32	24
Average length of employment with current employer (years)	8	9	5	6	6	8
Experience providing case management (%)	59	59	66	61	63	60
Mean years for those with experience	8	11	5	7	6	9
Experience providing child support services (%)	68	56	9	1	38	29
Mean years for those with experience	12	11	5	5	11	10
Experience providing parenting education (%)	27	24	54	47	41	37
Mean years for those with experience	8	6	9	9	9	8
Experience providing employment services (%)	23	28	80	64	52	52
Mean years for those with experience	7	7	11	10	10	9
Sample size	**54–57**	**49–56**	**54–61**	**60–66**	**108–118**	**109–122**

Note: Due to rounding, percentages may not always add up to 100%. Sample sizes presented as ranges due to item nonresponse.

D. Staff caseloads

Staff caseloads grew as grantees reached full implementation. In the first staff survey, child support agency staff reported having an average of 164 individuals on their caseload, including CSPED and non-CSPED cases. Partner agency staff reported an average of 24 participants. At full implementation, the average caseload size increased to 188 clients for child support staff and 65 individuals for partner agency staff, as shown in Table 4.2.

Although partner agency staff reported, on average, smaller caseloads than child support agency staff, they were more likely to report working more hours on CSPED than they were paid. Forty-six percent of partner staff and 15 percent of child support staff reported working more hours on

CSPED than they were paid. As also shown in Table 4.2, both partner and child support staff who spent more time than they were paid reported spending an additional six hours a week, on average.

Table 4.2. Staff employment arrangements at full implementation[a]

	Child support staff	Partner staff	All staff
Current employment status (%)			
Permanent or regular full time	82	87	85
Permanent or regular part time	5	5	5
Temporary full time	9	0	4
Temporary part time	0	5	3
Other	4	3	3
Amount of time paid to work on CSPED demonstration in a typical week (average hours per staff member)	30	25	27
Percent of staff who reported working more hours on CSPED than they were paid	15	46	32
Amount of time spent working on CSPED outside of paid time (average hours per staff member, among those who reported working more time than they were paid to work)	6	6	6
Number of clients currently on caseload (average per staff member)	188	65	123
Percentage of caseload participating in CSPED program (average percent per staff member)	66	65	65
Sample size	56	63	119

[a]Questions regarding current employment status, amount of time paid to work on CSPED, and amount of time spent working on CSPED outside of paid time were added to the second staff survey and not administered at the time of the first staff survey.

- **Several CSPED leaders reported that heavy workloads, coupled with challenges of serving high-needs participants, contributed to feelings of frustration and stress among some staff.**

Several CSPED project managers reported that understaffing and caseloads containing a large proportion of high-needs cases at times contributed to feelings of frustration and stress among their CSPED staff. For instance, one project manager stated, "[The CSPED case manager] is very, very overwhelmed and frustrated because she's got really tough, challenging cases. The regular IV-D child support case manager typically has a caseload of about 1,100 cases, with 25 percent to 35 percent of those cases being classified as high-needs cases. However, for [the CSPED case manager], all of the cases are high-needs cases. Cases that are calling all the time,

that are asking about reviews, where there are estranged relationships, and parties are at odds with one another. These are needy cases." Another project manager explained that as a result of turnover within partner agencies, CSPED child support staff had to take on responsibilities typically held by employment partners for a prolonged period. The project manager described this "double duty" as a "very negative" experience for these staff, and stated that it caused them a great deal of stress. Additionally, a CSPED site manager reported feeling unable to take vacations since her back-up intake worker quit, because she felt such a great sense of responsibility to CSPED participants. She described this loss as stressful, because it made it more difficult to take days off as a measure to protect against burnout.

E. Turnover in key staffing positions

While CSPED leadership and staffing structures remained generally consistent throughout the grant, staff within frontline roles changed as the result of turnover. CSPED grantees experienced turnover in both child support and partner agencies.

All grantees experienced turnover in at least one position responsible for providing services to CSPED grantees or overseeing the day-to-day operations. For example, among staff who had intake responsibilities, 39 of 114 staff members (34 percent) turned over prior to the end of study enrollment. Staff with intake responsibilities spent an average of 22 months on CSPED, including those who left prior to the end of the demonstration and those who joined after the start of the demonstration. Across grantees, the turnover rate for intake staff ranged from a low of 21 percent in South Carolina, to a high of 40 percent in Tennessee and Texas.

Seven grantees experienced multiple staff changes throughout the demonstration period, within the same role or across roles. For example, in one grantee, the employment partner had to replace the CSPED employment case manager four times during the demonstration. Six grantees reported that transitions to new opportunities or higher paying roles contributed to turnover. Frontline staff turnover led to changes in personnel as well as temporary shifts in responsibilities. For instance, half of grantees reported that staff had to serve in multiple roles until replacements could be hired. Staff explained that these types of changes to the staffing structure occurred out of necessity, but often negatively impacted participants, because staff members were "stretched thin," and, as one agency partner explained, "clients got lost." Some staff noted that this process was often disruptive for participants and placed staff "under significant pressure." One case manager noted, "It just puts more on our plates. Our task is supposed to be to provide case management and provide resources for our guys. And [now] we're trying to do that and get them employed." In another grantee, due to turnover, one staff member had to serve as the site manager, employment case manager, and job developer for a prolonged period.

- **Grantees reported that turnover sometimes impeded their ability to implement CSPED services as intended.**

Grantees described several challenges related to turnover among staff in frontline CSPED roles. First, a lack of knowledge of CSPED processes and goals among new hires caused programs to lose some continuity. For instance, several grantees were temporarily unable to conduct intakes, which contributed to struggles meeting OCSE's enrollment targets. Some grantees were unable

to provide certain services, such as parenting classes, for a month or more as a result of turnover. Others managed to continue providing services, but could not always maintain the same level of service intensity, which caused some participants to have difficulty accessing services or receiving adequate support. Staff explained that the disruption in services sometimes negatively affected participant experiences, and contributed to participants disengaging from the program. Additionally, grantees reported that when turnover resulted in an interruption in services, this gap negatively affected coordination between agencies. For example, one project manager described that following a lengthy gap in the employment case manager role, the employment partner "forgot" their role in the demonstration and stopped actively trying to maintain participant engagement. Another project manager found that staff who came on board due to turnover lacked clarity about program goals, leading to lack of coordinated efforts.

- **Grantees also found some positive aspects of turnover.**

Despite the challenges frequently associated with turnover, a number of grantees and partners noted that turnover gave them the opportunity to hire staff whose perspectives aligned with the goals of CSPED into roles that interacted with CSPED participants. New frontline staff hired into CSPED roles contributed fresh and innovative ideas once onboard, such as customizing services to better meet the needs of participants and developing innovative ways to monitor progress in the program. Another grantee found that turnover led to a positive shift in their staffing structure, because after their CSPED site manager left, they moved from having all activities under one person to spreading out responsibility of oversight and coordination across multiple people. This helped ensure that the program spread institutional knowledge across staff, which helped to buffer the effects of turnover.

II. Staff Supervision and Training

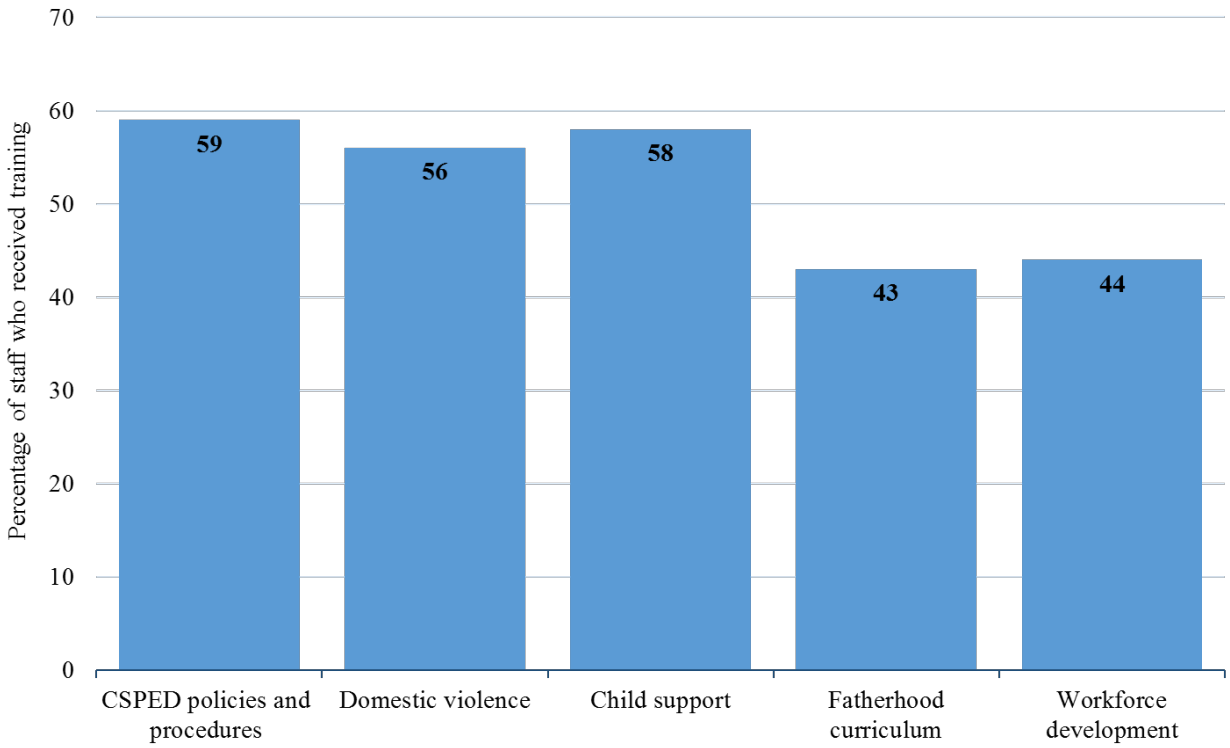
CSPED grantees provided supervisory support and training to orient staff to their new roles, assist them in implementing the demonstration, and help them navigate implementation hurdles as they arose.

- **Staff reported high levels of satisfaction with supervision, training, and support across time.**

Across grantees, child support agencies and each partner agency provided supervision for their own employees. At full implementation, 66 percent of CSPED staff reported having one-on-one meetings with their supervisor at least monthly. On staff surveys, CSPED staff reported a high level of satisfaction with supervision. Across both waves of surveys, over 70 percent of staff reported that their supervisor had reasonable expectations, provided help, was available when needed, and encouraged creative solutions.

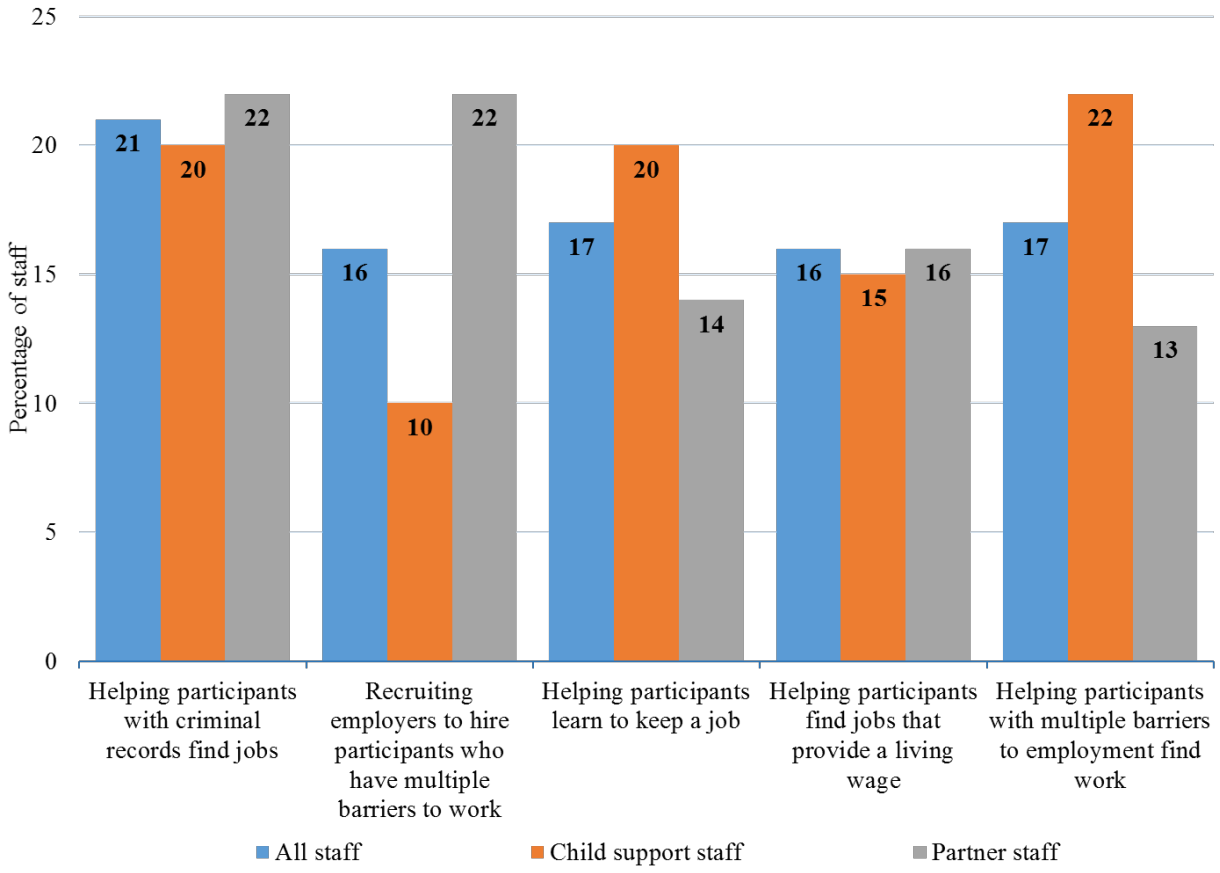
Additionally, over 90 percent of CSPED staff reported receiving training in the 12 months prior to the survey during both the first wave (96 percent) and second wave (93 percent) of staff surveys. More than half of staff reported receiving training in CSPED policies and procedures, domestic violence, and child support in the 12 months prior to the survey (Figure 4.4). Contentment with trainings remained high over time, with about three out of four staff reporting that the training they received was either very helpful or extremely helpful.

Figure 4.4. Topic areas on which CSPED staff received training in the past 12 months at full implementation



Training prepared staff for their CSPED role overall. Consistent with the first wave of survey data, at full implementation, the most frequently mentioned training needs by both child support and partner agency staff were related to helping participants find employment. These included helping participants with criminal records to find jobs (21 percent of staff), recruiting employers to hire participants with multiple barriers to work (16 percent of staff), helping participants learn to keep jobs (17 percent of staff), helping participants find jobs that provide a living wage (16 percent of staff), and helping participants with multiple barriers to employment obtain work (17 percent of staff). Figure 4.5 summarizes these training needs.

Figure 4.5. Top five training needs reported by CSPED grantee and partner staff at full implementation



III. Working with Partners

As a multipartner, multicomponent initiative, CSPED required a high level of coordination and communication among staff to operate smoothly. CSPED grantees and partners implemented a range of strategies to facilitate coordination and communication, which evolved as the demonstration proceeded.

- **To facilitate communication and collaboration among CSPED partners, grantees and partners held frequent in-person meetings.**

All grantees reported having regular, in-person meetings to discuss internal issues, enrollment and engagement, participants' needs, best practices, and implementation challenges. For grantees with multiple implementation sites, these meetings happened both across and within sites. Grantees reported that the frequency of meetings varied depending on which staff were involved in the meetings. For instance, frontline staff often reported meeting weekly, and in some cases, daily, to discuss cases, while managers reported needing to meet less often. Overall, however, for

most grantees, meetings were needed less frequently at full implementation than early on in the demonstration. Many grantees transitioned from weekly and monthly CSPED meetings with partners to monthly and quarterly meetings. On the other hand, some grantees noted that informal communication, such as in-person and phone conversations, increased throughout the demonstration.

Grantees and partners used standing meetings to share information about participants and discuss cases. Staff found meetings helpful for gaining a more complete understanding of participants' circumstances. Partner staff learned details about participants' barriers to employment in the course of interactions with participants that child support did not yet know, and vice versa. For example, a job developer in one grantee learned that a participant was registered as a sex offender, but child support was not aware of this status. This allowed the team to make a plan to comply with state law and help the participant obtain an appropriate job. As the demonstration proceeded, grantees that initially limited meetings to certain types of staff found it useful to incorporate additional partners in meetings. For example, one grantee began including the parenting facilitator in meetings between child support and employment staff to incorporate their perspective on participant needs and barriers. As a child support agency director stated, "You can't control the entire process and be effective when you've got other partners and resources. Then we moved in that direction, of leveraging everyone's skills and talents and not the skills and talents of one."

> *You can't control the entire process and be effective when you've got other partners and resources.*
>
> —Child support director

- **Beyond in-person meetings, staff communicated informally about participants' needs and progress.**

CSPED staff reported frequent informal communication by telephone, email, or in person. Staff in most sites reported nearly daily communication between staff by telephone and email, particularly between child support and employment staff. As formal meetings decreased in frequency across time, informal phone and email communication increased, particularly when staff were co-located across agencies. At full implementation, 34 percent of staff reported calling or meeting with other CSPED staff daily to coordinate services, an increase from 21 percent at the time of the first staff survey.

- **Staff used GMIS to track participation and communicate about participants.**

Staff in every grantee reported using GMIS to monitor enrollment and participation, to varying extents. This tracking allowed grantees and site managers to gauge enrollment and participation trends, and identify participants who were not attending services. Many staff also reported using GMIS to communicate changes and participant issues to other staff and partners, such as whether participants attended group sessions and appointments or obtained jobs. Some grantees used other management information systems within their agencies, and relied more on those systems than GMIS for tracking and communication.

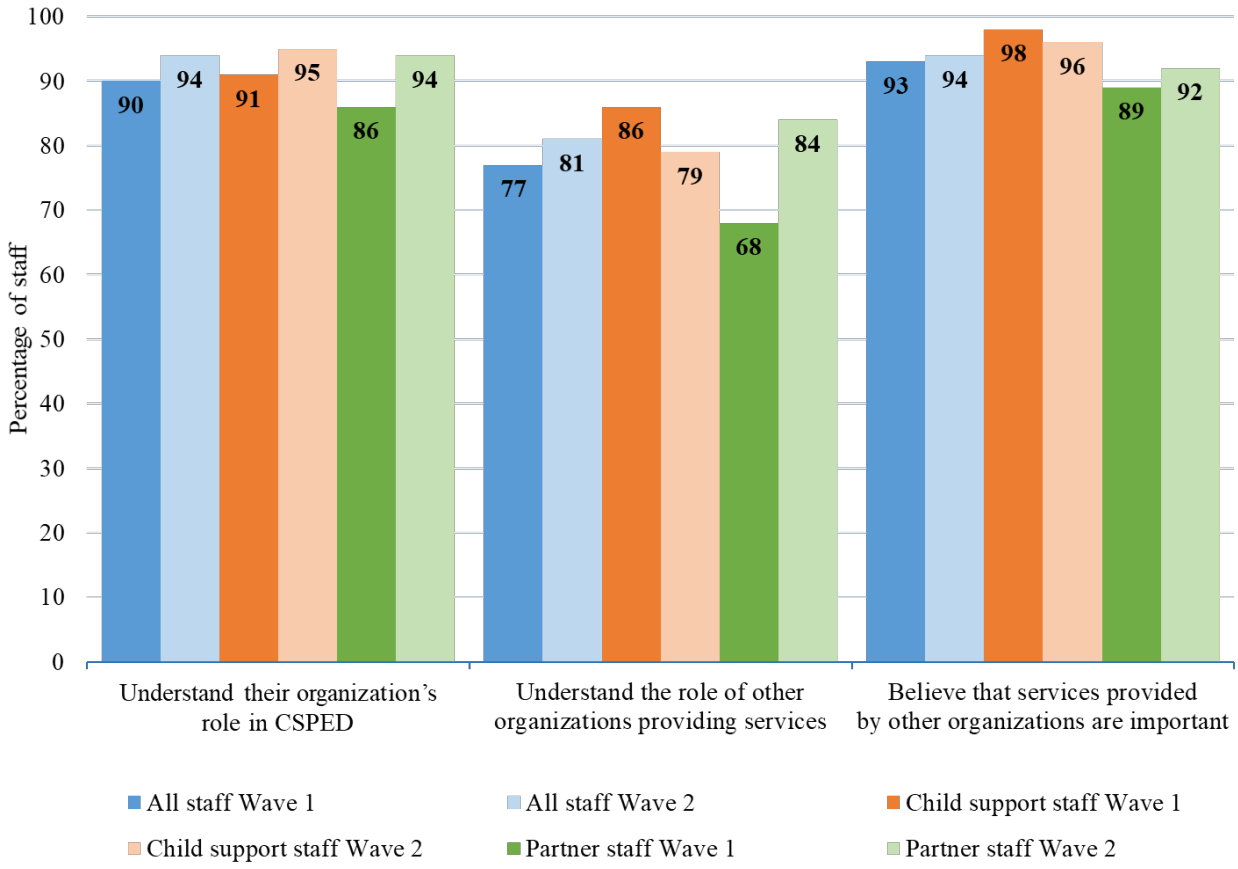
- **CSPED staff emphasized the importance of developing trusting relationships with partners based on mutual understanding.**

While most partnerships formed during the CSPED demonstration were new, five grantees had partnered with at least one partner agency previously. In these cases, grantees and partners expressed that they were more efficient, because they already had relationships and structures in place. One partner agency director stated that having a trusting relationship prior to the grant aided in the delivery of services. When describing what he referred to as "inherent trust," the agency director stated the following: "I feel that they have really let us do our job. They haven't stepped on our toes; they haven't limited us; they don't try to get into our day-to-day function. There really seemed to be a lot of trust. 'We're hearing what you are saying and we trust that you will bring it to the table.'" Despite not having partnered prior to the demonstration, the rest of the grantees and partner agencies, for the most part, expressed that they were also able to develop strong and trusting relationships. This was indicated by a staff member, who said, "I think that as time went [on] we became a more efficient machine, because we worked so closely and tightly together."

> *I feel that they have really let us do our job. They haven't stepped on our toes; they haven't limited us; they don't try to get into our day-to-day function. There really seemed to be a lot of trust. 'We're hearing what you are saying and we trust that you will bring it to the table.'*
>
> —Partner agency director

Staff and partners had a clear sense of roles and responsibilities for CSPED, and viewed the services provided by partners as valuable. Staff understanding of their own agency's role increased from 90 percent to 94 percent between staff survey waves, and staff understanding of the role of other partners increased from 77 percent to 81 percent between waves. Across waves, about 90 percent of staff and partners reported that the services provided by their CSPED partners were valuable (Figure 4.6). Staff and partners reported that frequent communication across CSPED partners, as well as clear direction from project and agency leaders, helped facilitate a clear understanding of roles and expectations.

Figure 4.6. CSPED staff perceptions of the roles and value of partners

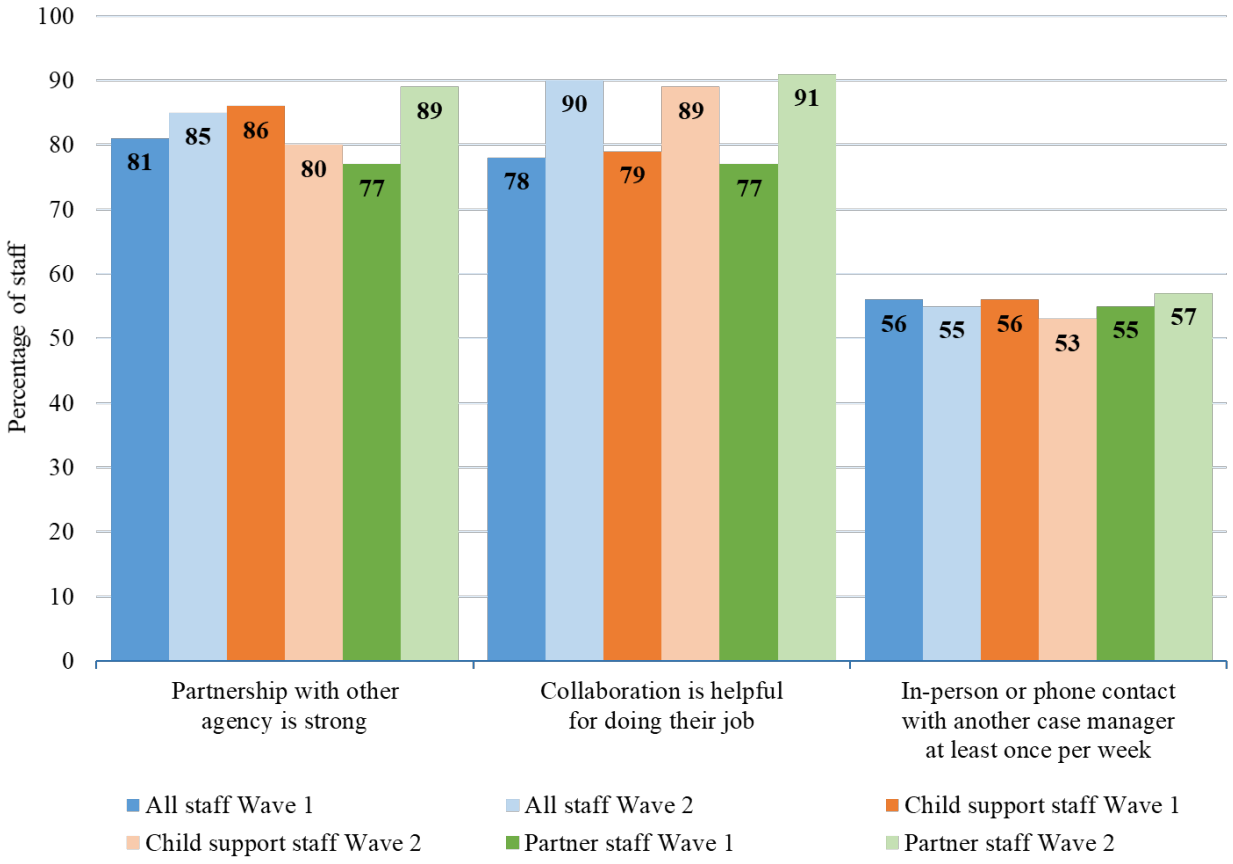


Staff perceptions of partnership strength remained high over time, and staff perceptions about the effectiveness of partnerships increased over time. About 80 percent of staff and partners viewed their relationships with other CSPED partners as very or extremely strong at the time of both surveys.[29] Staff perceptions about the value of working collaboratively increased from 79 percent to 89 percent (child support staff) and from 77 percent to 91 percent (partner staff) between staff survey waves (Figure 4.7). Grantees and partners underscored the value of coordinating across agencies. A child support worker explained, "The areas with the greatest success have been the areas on which the whole team collaborates."

> *The areas with t greatest success have been the areas on which the whole team collaborates.*
>
> —Child support worker

[29]Assessed strength varied by grantee and partner agencies. While the perceived strength of partnerships increased for partner staff between the first and second waves of the survey, the perceived strength of partnerships declined slightly over time for grantee staff.

Figure 4.7. CSPED staff perceptions of contact and collaboration among CSPED partners



Despite reporting many benefits of working collaboratively, some grantees reported occasionally encountering challenges related to shared goals and communication as they worked together.

Some grantees and partners reported occasional difficulty coordinating and collaborating with one another. Given that grantee and partner agencies had distinct missions and goals, some CSPED staff expressed difficulty aligning their expectations for service provision and outcomes with their partners' visions. For instance, one fatherhood coordinator attributed some of the coordination challenges to differing institutional priorities. He observed, "Whereas child support is focused on obtaining sufficient enrollment numbers, and the [partner agency director] worries about the financial aspects of the work of the grant, fatherhood is focused on 'good dads'… we're not looking at the business piece of this." A CSPED project director explained that following turnover within CSPED partners, new staff members did not always understand the goals of CSPED, requiring explanation and discussion to help align their views. A partner agency director described initial differences in goals for participants with child support agency leadership, but explained that following leadership changes within child support and discussions with new leaders, their visions for CSPED ultimately aligned.

Grantees that reported overcoming differences in goals described doing so by increasing communication between the partners. Specifically, they talked through their expectations and developed coordinated approaches to service delivery. Aligning expectations, building stronger relationships and trust between partners, and monitoring practices over time allowed staff to work more efficiently together, while also exerting autonomy in their own domains. Staff expressed that they were able to maintain communication over time by instituting and sustaining standing, in-person meetings, which provided a forum for staff to discuss issues and differences in perspectives.

Staff and partners reported generally positive experiences with communication, and staff in several grantees cited communication and openness among staff as strengths of their program. However, in a few instances, some staff members experienced communication difficulties, which challenged other aspects of collaboration. For example, in two grantees, project staff struggled to obtain information from fatherhood facilitators about which participants had missed fatherhood classes, making it difficult to know which participants required follow-up. Staff in three grantees described sometimes struggling to reach fatherhood facilitators, who often had responsibilities outside the grant and off-site from their agencies. Staff in one grantee reported difficulty obtaining information from child support staff about the status of order modifications. Another grantee described that initially child support received too many "noncritical" emails from partner agencies and had to develop a system to limit email correspondences, as not to overwhelm the child support case manager.

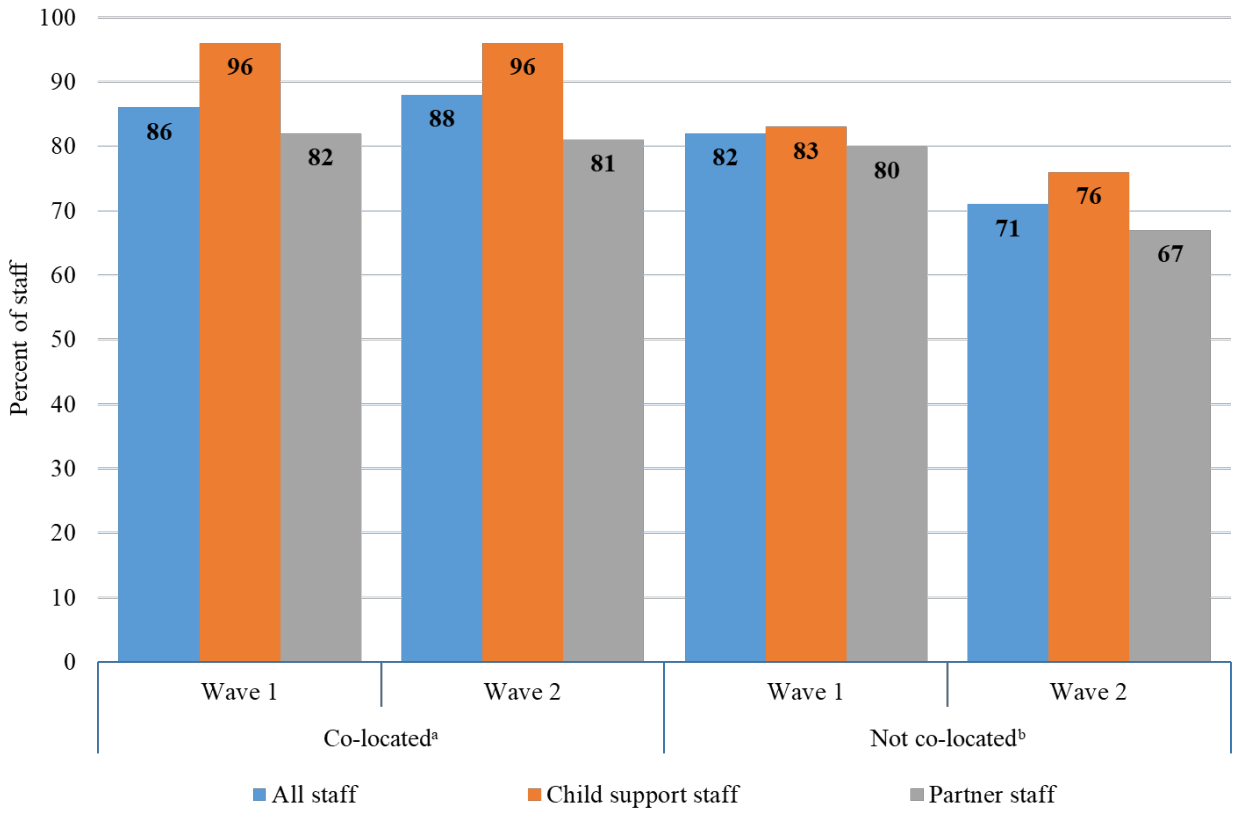
Despite the reason for the communication challenges, all grantees agreed that developing strong communication practices at the onset of the demonstration, and monitoring and adjusting communication practices throughout the demonstration, was imperative for a successful collaboration. Grantees perceived regular phone and email communication, in-person meetings, and co-location as effective strategies.

- **According to grantees, co-location was an important facilitator of integrated service provision.**

Most CSPED grantees were at least partially co-located, with two or more participating agencies providing services to participants in the same place. Specific co-location arrangements varied across grantees. In two grantees, Tennessee and California, no CSPED providers were co-located. Two grantees, Colorado and Wisconsin, had some fully co-located implementation sites, with all three partners in the same building. In the rest of the grantees, employment and fatherhood services were provided in the same location, with child support services provided in a separate location. However, while they were not co-located, child support staff in three of these grantees attended intakes and orientations with partners in order to present a unified team to participants at the outset of a participant's experience.

On both waves of the staff surveys, nearly 90 percent of staff who worked in co-located environments reported that co-location helped them to do their jobs. One employment partner described co-location as "the biggest advantage we have on the program." Additionally, 71 percent of non-co-located staff indicated that being co-located would have helped them to do their jobs. The percentage of staff who reported that co-location helped them to do their jobs (for co-located staff) or would have helped them (for staff not co-located) quite a bit or a very great deal are summarized below in Figure 4.8.

Figure 4.8. CSPED grantee and partner staff perceptions about co-location



[a]The survey question asked whether co-location with other partners *helps* provide CSPED services.
[b]The survey question asked whether co-location with other partners *would help* provide CSPED services.

CSPED staff found that full or partial co-location helped to facilitate frequent communication between team members, particularly with respect to the ongoing needs of participants. Co-location also helped to integrate services across agencies. One CSPED site manager reported "constant interaction" as a result of co-location. Co-location helped staff keep abreast of who was receiving what services and who needed additional support, and allowed information to be shared in real-time. In the absence of co-location, grantees sometimes struggled to monitor participant engagement in services and communicate a consistent message to CSPED participants about CSPED requirements and expectations. As one CSPED site manager

described, "I listened to [non-co-located grantees] and they were having difficulty, because they didn't know… if [participants] went to fatherhood or whatever… I want to know if my people are here and if they do what they say they will do."

Additionally, grantees reported that co-location helped them provide a direct connection from one partner to another. In some regards, this benefit for co-location was practical; for example, co-location helped overcome barriers to participants traveling from one agency to another. Staff in three grantees cited issues, such as lack of transportation between one partner agency and another. Co-location was especially important for participants who relied on the bus, who lived far from services, and who experienced transportation challenges.

Staff also described that co-location helped them to leverage positive relationships between a staff member and participant with other providers. Staff in several grantees described walking participants from their office following an initial meeting to the office of a co-located partner to make a "warm handoff," or a facilitated in-person introduction, to another staff member. Co-location helped facilitate engagement and present a cohesive, integrated team to participants. As one co-located project manager explained, "The [noncustodial parent] knows all three partners are there. All three partners are talking… and physically handing off the person from one partner to another says, and it's explicitly stated, 'We're talking; we're here to help; here are your responsibilities.' And each of those three partners reiterates it at that moment, which makes an impression. You're not being ignored and you are not slipping through the cracks."

Child support staff also felt that co-location made it easier for them to learn about the different services partner agencies provide and the resources that are available in the community. This allowed them to better leverage all possible resources.

Finally, grantees found that having services in the same building helped child support workers with an enforcement mindset witness participant efforts to engage in services. Seeing noncustodial parents in a new light helped facilitate culture change within child support staff, and helped increase referrals from child support staff to the program.

IV. Conclusion

As described in the FOA (DHHS, 2012), OCSE intended for CSPED programs to be led by child support agencies, and implemented through partnerships with parenting and employment agencies. Partnerships helped facilitate the work of the grant by allowing each partner to focus on its area of expertise. At times, some staff were challenged with communication difficulties and differences in goals. Overall, however, CSPED grantee and partner staff perceived their partnerships, as well as their communication, as strong and valuable.

While the leadership and overall staffing structures used to undertake the work of the grant remained generally stable, grantees experienced changes in the individual staff members serving in roles as a result of turnover. Though turnover in some cases presented the opportunity to change staff culture, grantees experienced turnover as generally disruptive to providing services.

Grantees built upon these service delivery structures to develop and implement services for CSPED participants. Chapter 5 describes the types of services grantees and partners worked together to provide to CSPED participants.

Chapter 5. Service Delivery and Engagement

Key findings: Service delivery and engagement

- Grantees provided services in four core areas: case management, child support, employment, and parenting. They also provided domestic violence screening and made related referrals.
- Grantees adapted service delivery strategies to align with local contexts and participant needs.
- Many participants had complex needs and barriers to employment, including criminal backgrounds and limited or no work histories.
- Keeping participants engaged was a challenge throughout the demonstration. Grantees used a broad range of strategies to promote engagement, including team-based case reviews, warm handoffs to partners, shared case management approaches, incentives, and work supports.
- Staff identified regular communication, co-location, committed staff members, and strong relationships between staff members and participants as facilitators of service delivery.
- Staff identified participant service needs that were generally outside of the scope of CSPED and therefore could not be addressed using grant funds: help with parenting time, housing assistance, substance abuse and mental health treatment, subsidized employment, and reinstatement of a driver's license suspended for reasons other than failure to pay child support.

Well-implemented programs are more likely to lead to successful outcomes than those that are plagued by serious implementation problems (DuBois et al., 2002; Smith et al., 2006; Wilson, Lipsey, and Derzon, 2003). For instance, Durlak and DuPre's (2008) meta-analysis of over 500 interventions concluded that programs that were carefully implemented achieved effect sizes at least two to three times higher than programs that experienced significant implementation challenges.

This chapter provides information about the services provided in four core service areas: case management, child support, employment, and parenting. It describes service delivery and challenges faced, as well as changes grantees made during the demonstration period. It also describes strategies grantees used to engage participants in services. Data sources for this chapter include site visit interviews, grantee documentation, and GMIS data.

I. Case Management

As required by OCSE, grantees assigned at least one case manager to each extra services participant. Grantees adopted case management staffing models to suit their particular situation, taking into account the strengths of their own and their partner's staff.

- **In most grantees, child support workers provided primary case management services; in three grantees, partner staff were primarily responsible for case management. All grantees offered a similar set of case management services, which were provided to clients based on their individual needs.**

The grantees took one of two approaches to case management provision:

- In California, Colorado, Iowa, Ohio, Tennessee, and one of the Wisconsin sites, child support staff, or staff hired by the child support agency specifically to provide case management services, provided primary case management services.[30]

- In Texas, South Carolina, and the second Wisconsin site, case management services were provided primarily by staff of the partner agency that also provided employment and fatherhood services. These case managers worked closely with child support case managers on issues such as participant re-engagement and child support issues.

Despite these differences in their approaches, grantees offered a similar array of case management services at full implementation. These services included, as specified by OCSE, intake and needs assessments and individualized assistance, as well as benefit eligibility assessments, court-related activities, personalized services plans, participant progress monitoring, and referrals to other services. CSPED staff reported that case managers provided intake and needs assessments, individualized assistance, participant progress monitoring, and personalized service plans broadly across participants. Court-related activities, referrals to other services, and benefit eligibility assessments were used as needed for a subset of participants. (For a brief description of each of the case management services, see Appendix C. For a detailed list of the case management available through each grantee, see Appendix A.)

[30]The primary case manager was responsible for overall case management; participants also worked with an employment case manager who performed case management specifically for employment.

- **Child support agencies needed to adopt a customer-focused approach in order to deliver supportive case management services.**

Historically, child support agencies have acted primarily as enforcement agencies. Implementing CSPED required child support agencies to approach service delivery in a new, customer-focused manner. This required case managers to shift from an enforcement-oriented perspective to an approach involving intensive guidance and follow-up. Staff in half of grantees described that it took time for some staff assigned to CSPED to adjust to this new case management approach. One grantee reported that during this time of adjustment, case management services were provided less intensively than intended.

> *When you come from the other side of child support, [taking this] kind of approach to case management, I think is just new. Even though it is still case management, it is just more personalized. It's not just trying to collect money; it's about trying to build a relationship with these people.*
>
> —CSPED project manager

To help staff adapt to this new model of service delivery, grantee leadership identified and engaged in the program current child support staff who already had, or were receptive to, a more client-centered approach to delivering child support services. They also hired new staff whose views towards providing client-centered services aligned with OCSE's expectations for CSPED. Grantee leadership also provided training and shared information about expectations during supervision. Particularly early on in the grant, some project leaders participated in case management staffing meetings to provide input on appropriate services and case management approaches.

- **Complex participant needs, coupled with large caseloads, contributed to case management challenges, particularly when it came to participant engagement.**

CSPED case managers were responsible for monitoring participants' engagement in services. As described by staff in interviews, case managers faced challenges engaging participants in services. Additionally, two-thirds of CSPED staff at the time of the first staff survey, and one-half of staff at the time of the second staff survey, indicated that their CSPED program experienced difficulty engaging participants in CSPED services. As described in Chapter 4, increasingly large caseloads made it difficult for case managers to spend as much time on intensive case management and engagement as they wanted. Grantees also reported that many participants faced multiple serious challenges, including homelessness, mental health issues, substance abuse problems, criminal records (including being on probation or parole), literacy problems, and a lack of transportation. As described by staff during interviews, case managers often needed to address issues outside of the scope of CSPED before participants were able to engage in the services provided.

To address the multiple needs of CSPED participants, case management staff assisted participants with applications for public assistance and housing; identified additional community resources; and provided gift cards for food, gas vouchers, and bus passes. When describing how she engaged participants, one CSPED case manager explained, "My strategy is to meet them at their needs," by providing referrals to programs such as Temporary Assistance for Needy Families (TANF) and Supplemental Nutrition Assistance Program (SNAP). Another grantee

helped participants fill out applications for programs, such as SNAP and TANF, and made same-day appointments with those agencies for participants to determine eligibility.

Case managers also made referrals to a host of agencies and programs, including homeless shelters and homeless hotlines, food pantries, children services, mental health providers, drug and alcohol treatment facilities, domestic violence prevention programs, anger management classes, and more. The extent to which staff reported that their CSPED programs provided referrals to other community agencies successfully increased as the demonstration progressed; 57 percent of staff reported that their grantee provided referrals "very" or "extremely" successfully at the time of the first staff survey, compared to 66 percent at the time of the second staff survey.

- **To overcome challenges with participant engagement, case managers used strategies such as team-based case reviews, warm handoffs to partners, and shared case management approaches.**

CSPED case managers found that when they met with employment and parenting staff to perform case-by-case reviews, they were better able to identify and address participant needs. Some grantees found that these efficiencies in information sharing afforded case managers more time to engage in additional outreach to clients, such as sending letters and making telephone calls. The approach also helped them to document concerns and engagement issues across providers.

Some grantees used warm handoffs to other service providers, after finding that simply making a referral to a partner for a participant without facilitating direct contact led to participants "dropping off" between service providers. Grantees who took this approach found it to be very beneficial, especially when they were able to provide a warm handoff on the same day as another appointment. One staff member noted that warm handoffs also helped to increase coordination between grantee and partner agency staff, and showed participants that the program operated as one cohesive unit.

To varying degrees, in all grantees, child support staff and staff from one or more partner agencies met together with participants to present a "united front," which helped facilitate engagement. For example, staff in six grantees described that child support staff joined employment and parenting staff at initial orientation meetings, or partner staff joined child support staff for participant intakes. Staff in six grantees reported that child support staff joined graduations from group classes, or presented information about child support within parenting classes. This helped to demonstrate to participants that case managers, like employment and parenting partners, shared a common goal of helping and supporting participants. This approach had the added benefit of helping ensure that all partners heard the same information as presented to participants, which reduced ambiguity if participants had questions about directions or instructions. Additionally, this approach provided opportunities for staff to exchange information informally about participant progress or case management needs.

II. Enhanced Child Support Services

- **CSPED grantees offered a similar set of child support services, which were individualized depending on the participant's situation.**

As described in Chapter 4, child support staff worked with CSPED participants to provide enhanced child support services. In all but two grantees, participants' cases were re-assigned to a child support worker dedicated to CSPED, and this worker provided enhanced child support services. In the other two grantees, because the participant's case was not reassigned, a CSPED case manager coordinated enhanced child support services with the participant's regular child support worker.

Figure 5.1 reflects the range of services available at full implementation. Most of these services were required by OCSE as part of the package of enhanced child support services to be made available to all CSPED participants. For example, grantees were expected to review all CSPED participants' child support orders in an expedited manner to assess whether an order modification should be initiated, and to initiate one if appropriate. All grantees offered both of these services—expedited order review and order modification.

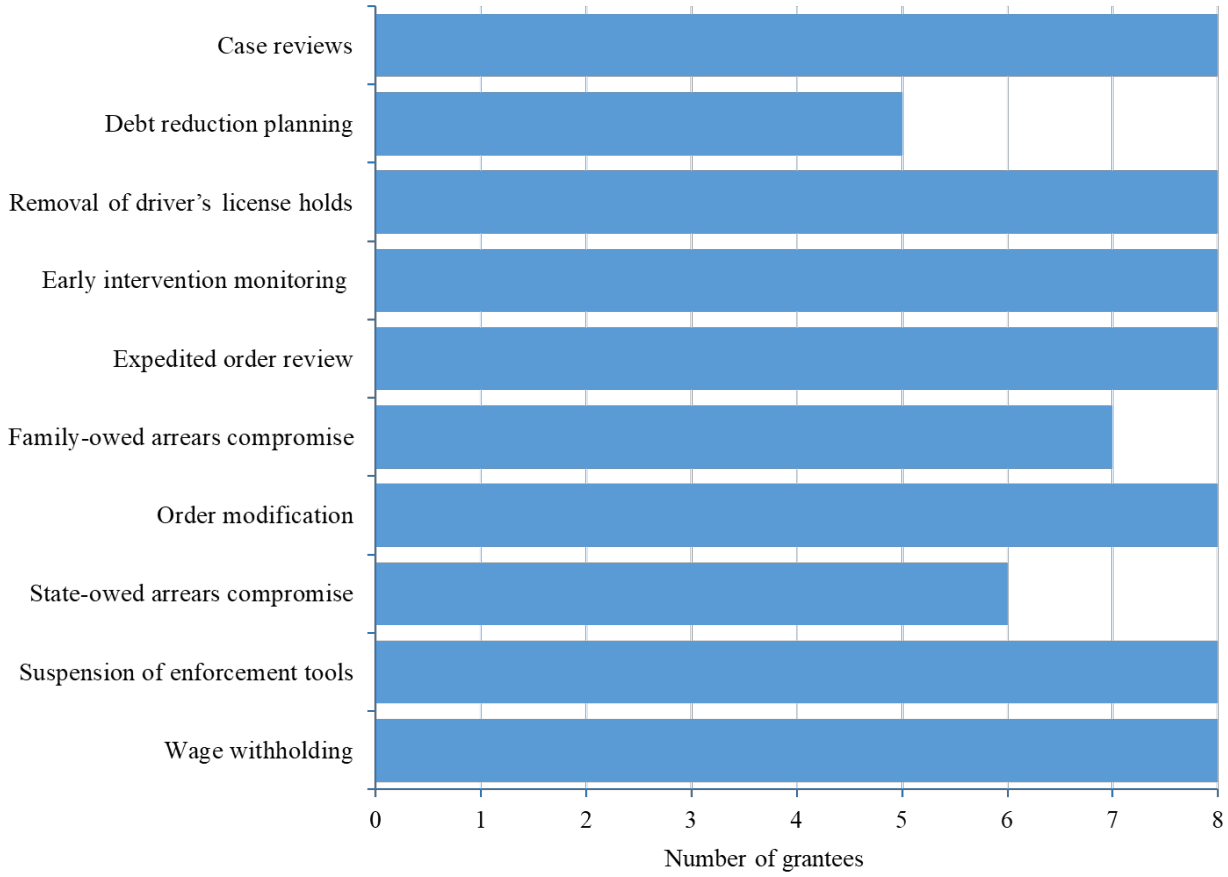
As Figure 5.1 also shows, all grantees were able to remove driver's license suspensions for CSPED participants if the child support agency had suspended the license for failure to pay child support. However, clearing a child support hold on a license did not automatically result in license reinstatement. For participants whose driver's license suspension was also tied to a failure to pay fines, the suspension remained in place until payment of fines and, typically, an additional fee for the reinstatement itself. Because of this, some grantees went further than simply removing the driver's license suspension and helped CSPED participants take the steps necessary to reinstate their driver's license.

Three of the enhanced child support services that were not universally available had to do with debt management. Six grantees were able to offer state-owed arrears compromise; seven were able to offer family-owed arrears compromise; and five offered debt-reduction planning. Arrears compromise programs operated by CSPED grantees are discussed further below.

Similar to case management services, not all participants received all enhanced child support services. Staff tailored services based on participants' individual circumstances. For example, all grantees included order modification in their array of child support services. However, a modification occurred only if certain thresholds established by the state were met, and if the CSPED staff member decided to proceed with requesting the modification.

It is also worth noting that enhanced child support services were intended to be provided to CSPED participants who were actively engaged in the CSPED program. If a CSPED participant stopped engaging in the program, grantees were expected to discontinue the enhanced child support services and re-initiate enforcement actions until the participant re-engaged.

Figure 5.1. Enhanced child support services available at full implementation



- **Timing of the removal of a driver's license hold, as well as the extent to which grantees helped overcome issues related to license reinstatement, varied across grantees.**

Although all grantees planned to release driver's license suspensions for CSPED participants, the timing of this service varied among grantees. Five grantees released driver's license holds for all participants at enrollment; the other three did so after the participant engaged in services. As an example, one grantee began using the release of driver's license holds as a tool to keep participants engaged in services. Instead of releasing the hold right away, staff reported that they waited several weeks to assess participants' level of engagement before releasing it.

In addition, as noted above, some grantees went beyond revoking driver's licenses suspensions and helped CSPED participants reinstate their driver's licenses. Some grantees used grant funds to pay for the reinstatement fee for CSPED participants. In one implementation site, after clearing the child support hold, staff referred participants to a program in the community that provided financial assistance with motor vehicle fines that impeded license reinstatement.

Three grantees also reported challenges related to ensuring driver's license suspensions were lifted. Staff in one grantee described difficulties keeping license holds suspended in their automated system. In this grantee, license holds automatically reactivated after 45 days, and staff had to manually deactivate them every 45 days. Staff indicated that due to high caseloads for CSPED child support staff and having fewer child support staff on the project than expected, participants sometimes had holds re-imposed due to staff forgetting to clear the hold on a regular basis. In contrast, staff in two other grantees reported that child support staff sometimes forgot to reinstate holds on driver's licenses when participants stopped engaging in services, as intended by their CSPED program's design.

- **Grantees reported challenges providing order modifications.**

OCSE required grantees to provide expedited order reviews and, when, appropriate, modifications. While nearly all grantees did not experience issues with expedited order reviews, one grantee reported challenges expediting order reviews in one site. This site relied on the courts for reviews, and court processes took longer than the grantee expected.

With regard to modifications, some grantees noted that many CSPED participants were not eligible for a modification because they did not meet the threshold requirements for a modification. Each state establishes a percentage amount that an order must change before an order can be modified. These thresholds vary, with one grantee requiring a 50-percent change in a parent's net income to qualify for a modification. (See Appendix A for each grantee's modification threshold requirements.) Moreover, some of the states that participated in CSPED had a policy that an order could not fall below an order that would be established based on a full-time minimum wage income, even if a noncustodial parent is unemployed. Some grantees noted that many CSPED participants already had orders at this minimum level and thus were not eligible for a modification.

Further, for participants for whom a modification was possible, many grantees encountered challenges with expediting modifications. Although most grantees reported that they strove to expedite modifications for participants, staff in half the grantees reported that modifications did not occur as quickly as they hoped. Staff cited several reasons for challenges with the time it took to process modifications. Two grantees cited high staff caseloads. Two grantees described challenges related to not having a dedicated case manager for CSPED cases. In one of these grantees, counter to plans, there was not a dedicated child support caseworker in the office to process requests for modifications and answer questions. Staff in this grantee reported that some modifications took over a year to be processed.

For grantees without a dedicated CSPED child support worker who could process modifications, lack of buy-in among regular child support workers presented unique challenges. Obtaining buy-in from these workers was important to order modifications because grantees depended on non-CSPED child support workers to complete this task. However, in these grantees, CSPED staff reported that attitudes among the broader child support staff were mixed. From the perspective of CSPED staff, when non-CSPED child support workers did not see processing modifications for CSPED participants as a priority, or viewed CSPED as an additional burden to their already heavy caseload, lack of buy-in meant that modifications were not expedited as intended. A site manager explained that CSPED staff who depended on non-CSPED child support workers to

perform modifications had a tough role, because they ran the risk of over-promising participants with changes that they could not actually control. In one grantee, CSPED staff experienced challenges due to non-CSPED child support staff using imputed wages rather than actual wages to set the order amount, as the program intended. CSPED staff in this grantee reported that this sometimes resulted in orders going up, rather than being modified downward. Staff reported this experience as frustrating for themselves and for participants. As one site manager explained, "And for the ones who are really trying, those are the ones where I get really upset. Because I feel like, they are still getting kicked when they really are putting forth an effort."

Despite these challenges with modifications, the extent to which staff reported that their CSPED programs provided enhanced child support services successfully increased as the demonstration progressed. Sixty-one percent of staff reported that their grantee provided enhanced child support services "very" or "extremely" successfully at the time of the first staff survey, compared to 72 percent at the time of the second staff survey.

- **Six of eight grantees used their ability to compromise state-owed arrears to engage participants in program services by tying it to milestones within the program.**

Six of the eight grantees planned for and provided compromise of state-owed arrears to reduce unpaid child support owed to the state, such as arrears accrued for TANF and Medicaid birth costs. One grantee, Colorado, was able to provide state-owed arrears compromise in all implementation sites except one. As intended by OCSE, state-owed arrears compromise was typically tied to achieving CSPED milestones, such as consistently participating in services, obtaining employment, retaining employment for specified amounts of time, and making consistent child support payments. Often, arrears were compromised incrementally, and the percentage of arrears compromised varied by grantee (Figure 5.2).

In addition, seven of the eight grantees planned for and made available family-owed arrears compromise, or assistance given to a participant to reduce unpaid child support owed to the custodial parent. In all grantees that offered this service, it was provided only at the request of the custodial parent, and the service was provided in the same manner for business-as-usual child support cases as for CSPED participants. For more information on the specific enhanced services each grantee provided, see Appendix A: Grantee Profiles.

Figure 5.2. State-owed arrears compromise packages, by grantee

California	• 5% off state-owed arrears balance after developing and signing an employment plan with the employment provider • 5% off balance once the employment provider determined that the participant was job ready • 10% off balance after maintaining employment for 90 days • 90% off the remaining balance after the participant paid their current support order and arrears order for at least 6 months
Colorado[a]	• Once a participant became employed, state-owed arrears were forgiven at a rate of 10% per month, for up to 50% of participants' arrears in some implementation sites and up to 100% in other sites
Iowa	• Compromise of state-owed arrears was provided on a sliding scale (based on the percentage of the current obligation paid) upon making scheduled child support payments via income withholding order • Arrears compromise was assessed at 6th and 12th months of program participation; participants were eligible for forgiveness of up to 100% of assigned arrears
Ohio	• $2,500 off balance upon completion of 4-week job readiness and parenting classes • $2,500 off balance per child support case, after making six consecutive months of child support payments
South Carolina	• $500 off balance after meeting program requirements for 90 days • $1,000 off balance after meeting program requirements for 6 months • $3,750 off balance after meeting program requirements for a full year
Wisconsin	• $500 off balance after maintaining employment for one month • $750 off balance after 3 months of employment • $1,000 off balance after 6 months of employment • $2,000 off balance after 1 year of employment

[a]State-owed arrears compromise was not implemented in one of the implementation sites.

- **All grantees identified a need for parenting time assistance among CSPED participants, and staff in seven grantees identified a need for legal assistance; these services were not a part of the core CSPED model.**

CSPED staff stated that participants also needed access and visitation services, mediation services, and legal assistance. These services were not a part of the CSPED design. However, four grantees reported being able to provide help beyond referrals to help address unmet mediation, parenting time, or legal needs. For example, in one grantee, staff formed a relationship with Legal Aid and the state Bar Association to help with unmet mediation and legal needs, and the Bar Association provided weekly pro se[31] legal clinics free of charge at the employment agency and other locations. Partner agency staff in one grantee helped participants complete pro se requests for parenting time. Staff in two grantees made available mediation services for CSPED participants and custodial parents; another grantee referred participants to the parenting partner and covered the cost of mediation. In other grantees, child support and partner staff referred participants to access and visitation hotlines, or mediation services available through non-CSPED providers.

> *I'm paying my child support, I'm working, but I can't see my child. Therefore, all of this other stuff that I am doing, it doesn't mean anything. Because I feel disrespected as a parent, as a father.*
>
> —The viewpoint of a participant, as reported by a child support staff member

Grantees that were unable to address these needs found the lack of services to be an impediment sometimes to service engagement and successful outcomes. Grantees described that noncustodial parents often found it unfair that they were unable to see their child, and not being able to see their children led some noncustodial parents to be unwilling to pay support or engage in services. One child support staff member stated most participants need help with parenting time. Without it, they feel as though, "I'm paying my child support, I'm working, but I can't see my child. Therefore, all of this other stuff that I am doing, it doesn't mean anything. Because I feel disrespected as a parent, as a father."

[31]When a party represents himself in a legal matter, rather than being represented by a lawyer (DHHS, 2013b).

- **Most enhanced child support services provided to CSPED participants were not available in the business-as-usual environment.** [32]

On staff surveys, only 13 percent of respondents described assistance with enhanced child support procedures, including reviewing and modifying child support order, modifying arrears collection, and suspending enforcement tools, as "very" or "extremely" easy to access; 35 percent of respondents characterized these services as "not at all" easy for noncustodial parents to access outside of CSPED.[33]

Order reviews are not typically initiated by the child support agency in the business-as-usual environment; they tend to occur if requested by a custodial or noncustodial parent. Order modifications only occur if a review indicates a modification is necessary in both the business-as-usual environment and for CSPED participants. Therefore, because OCSE directed grantees to review orders for all CSPED participants upon enrollment, one would expect order modifications to be more common among CSPED participants than in the business-as-usual environment.

Staff in seven grantees described that, throughout the demonstration period, their child support agency as a whole began shifting away from traditional enforcement approaches to what grantees labeled as client-centered or family-centered approaches. Several grantees described that traditional enforcement remedies, such as license suspension and contempt actions, became viewed agency-wide as ineffective strategies for obtaining regular child support payments. From the perspective of staff in these grantees, CSPED facilitated or exacerbated changes to business-as-usual child support services. Therefore, it is possible that some noncustodial parents in the business-as-usual environment, including those in the control group, may have received CSPED-like services in these grantees.

III. Employment Services

Grantees implemented employment services by partnering with workforce agencies or fatherhood agencies that provided comprehensive employment services.[34] These partners offered an array of employment services at full implementation to participants as reflected in Figure 5.3. These included the services required by OCSE, as well as additional services. (For an overview of employment services offered in each grantee, see Appendix A.). Not all participants received

[32]Information about receipt of child support and other services was gathered from CSPED treatment and control group members as part of the CSPED follow-up survey. Findings will be included in the CSPED Impact Report.

[33]These questions were asked on the first wave of the staff survey only.

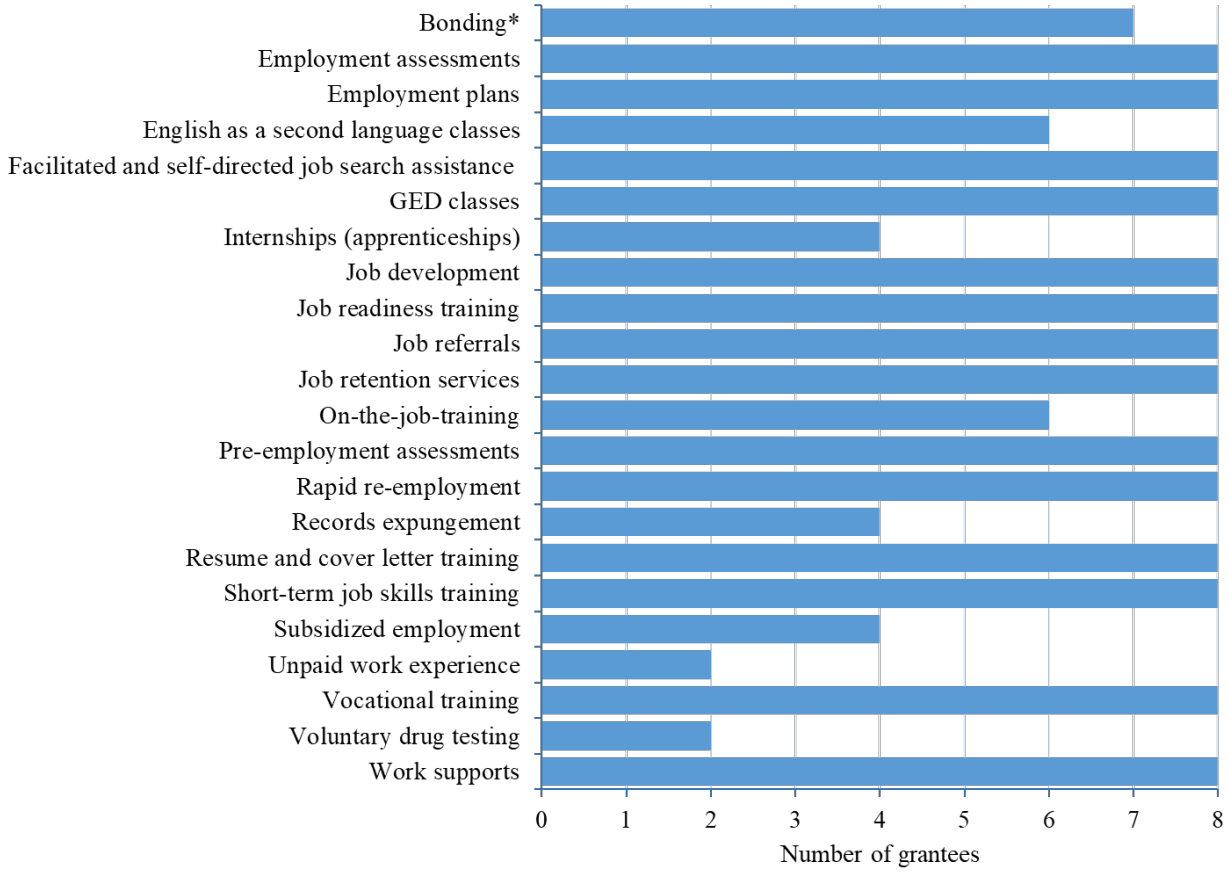
[34]There were two exceptions. In one grantee, site managers employed by the child support agency temporarily stepped in to provide employment case management, and in some instances, job development, due to turnover in the employment agency. In another grantee, a case manager within one implementation site temporarily provided employment services; subsequently, this responsibility was transferred back to the employment partner.

all employment services. Programs tailored service delivery to the individual needs and interests of CSPED participants.

- **Employment partners assigned to each CSPED participant an employment case manager who was expected to deliver a tailored set of employment services based on each participant's unique situation.**

In each grantee, participants were assigned an employment case manager. In some grantees, this employment case manager also functioned as a job developer, tasked with identifying and facilitating employment opportunities for participants. In other grantees, employment partner agencies designated specific job developer staff to work with all CSPED participants. In others, participants were referred to a unit of job developers within the employment agency, responsible for identifying employment opportunities for all clients served by the employment provider.

Figure 5.3. CSPED employment services available at full implementation



*Of the grantees in which bonding was available, most provided information and education to participants rather than facilitating the bonding process. Two grantees emphasized and facilitated the bonding process as a component of employment services.

- **Employment partners reported that a lack of participant engagement presented a significant challenge for providing employment services.**

All grantees and partner agencies experienced struggles with participant engagement, including getting participants to go to the initial orientation sessions, show up for scheduled appointments, follow up with employers, and be engaged in the full range of services available to them. CSPED staff provided several explanations for this.

First, many partner agencies reported that having the child support agency as the lead agency created some challenges at the outset of a participant's experience. Some participants had negative experiences with child support agencies in the past, which caused participants to sometimes be suspicious of the program and reluctant to engage in services. Consequently, employment partners described in interviews that they invested a substantial amount of effort in the beginning of their relationships with participants in order to help establish participant trust. To establish rapport, many employment partners stated that they "put most of their handholding" at the front end of the process; they made phone calls prior to meetings and workshops, and followed up if participants missed sessions or were not engaged in services. Most grantees also frontloaded services, such as group-based orientations and job readiness classes, in part to set habits of participation and engagement early on. Once partner agencies were able to build rapport with participants, they were able to help bridge the gap between participants and child support agency staff.

Second, employment staff also found that some participants did not believe that they needed help finding work or services, or they did not fully understand the services available to them. In these cases, it was difficult for CSPED staff to engage participants. One staff member expressed, "If participants engage in services, the program usually works for them. The issue is getting participants to the program and helping them understand that the goal is to help them. They seem to get excited about it [at enrollment] and then life happens in between." Another explained, "Some [participants] are very earnest and want to abide by the program. Others just come in to see what they can get for free." Some grantees were challenged with participants seeking only the opportunity to have their license reinstated, and in one grantee, case managers found that participants did not fully understand program requirements at the time of enrollment. This grantee used strategies, such as providing instructions and contact information verbally and in writing, to reinforce key messages to address this challenge, with what case managers perceived as mixed success.

> *If participants engage in services, the program usually works for them. The issue is getting participants to the program and helping them understand that the goal is to help them. They seem to get excited about it [at enrollment] and then life happens in between.*
>
> —Employment provider

Third, employment partners also explained that some participants lacked motivation to take advantage of employment services. As an example, one of the employment providers noticed, "The biggest challenge is convincing participants to take the employment component of the program seriously and to make employment a priority." When discussing participants' lack of motivation, he stated, "It's more than just getting a job. It's the idea in your head that, you know, I have family to support. I have obligations. My children are depending on me… A lot of these guys have never had that explained to them, someone to say, you know, you've got to get up. I know you might be sleepy. You might not be feeling well. You just started the job, you can't call in. That sense of responsibility—that has been the biggest challenge."

> *It's more than just getting a job. It's the idea in your head that, you know, I have family to support. I have obligations. My children are depending on me… A lot of these guys have never had that explained to them, someone to say, you know, you've got to get up. I know you might be sleepy. You might not be feeling well. You just started the job, you can't call in. That sense of responsibility—that has been the biggest challenge.*
>
> —Employment provider

Fourth, grantees also reported that participants often found it challenging to engage in job training programs because they needed to work for money to meet expenses in the short-term. Although core services—such as job search assistance, job readiness training, pre-employment and employment assessments, resume and cover letter training, job development services, job retention services, rapid re-employment, employment planning and work supports—were provided broadly to participants across grantees, other services were not. For example, short-term job training, on-the-job training, vocational training, subsidized employment, internships, unpaid work experience, bonding, and voluntary drug testing were rarely provided across most grantees who planned for these services. Many grantees reported that low levels of service provision was often due to a lack of uptake by participants. One employment staff member explained, "Part of the problem with [job training] is that people have to survive. And so it's hard for them and their family to go back to school if they are paying their child support, paying their rent, and everything else."

- **Most participants faced multiple barriers to employment, some of which, such as lack of affordable housing and lack of transportation infrastructure, were outside of the scope of CSPED services.**

Barriers to finding and keeping employment included low levels of education, mental health issues, substance abuse, sporadic work histories, limited computer skills, and physical and emotional barriers to employment. Staff also identified these barriers as obstacles to receiving and providing services.

Additionally, staff in all grantees reported that a lack of housing or lack of reliable transportation presented barriers to engaging in program services, or finding and keeping employment, for some participants. Grantees tried a range of strategies to address housing-related barriers, but most were unable to identify solutions to overcome this challenge. For instance, one employment partner used grant funds to pay rent for participants on the verge of eviction, as well as cell

phone and other bills that could potentially interfere with participants obtaining and maintaining a job. Other grantees helped participants sign up for Section 8 waiting lists, but the lists had wait periods of several years. Others made referrals to local housing authorities or other agencies that provided housing assistance.

With regards to transportation-related barriers, grantees and partners explained that many participants experienced barriers such as not having a valid driver's license, a car, or money for gas. Moreover, some cities in which programs were located are spread out, without affordable housing located near agency locations, which required some participants to travel far distances to engage in services and take advantage of employment opportunities. While all grantees had bus vouchers or gas cards as work supports, some cities did not have reliable transportation options, and buses tend to have limited hours during evenings and weekends when many of the employed participants worked. Staff in three grantees reported occasional difficulty obtaining more gas cards and bus vouchers when participants needed them. Staff in two grantees attributed these difficulties to challenges with internal purchasing processes.

- **Staff identified a participant's criminal background as a substantial barrier to employment.**

All grantees described that participants' criminal backgrounds presented barriers to obtaining employment. Participants' criminal histories ranged from petty misdemeanors to serious violent crimes; grantees reported that participants with felony records typically had more than one felony conviction. One grantee observed that as the CSPED program progressed, a larger percentage of their referrals were for individuals with more serious criminal histories.

> *Many employers are not willing to hire people with criminal backgrounds, and the jobs that are available to people with backgrounds are so low-paying, participants feel like it isn't worthwhile to work.*
>
> —Employment provider

Staff generally found that employers did not want to hire people who had committed certain crimes, and participants with multiple felonies were especially difficult to place. One employment provider explained, "Many employers are not willing to hire people with criminal backgrounds, and the jobs that are available to people with backgrounds are so low-paying, participants feel like it isn't worthwhile to work." As a result, while some employment service providers were able to find participants a job, it was not always the job the participants wanted or expected. For example, one project manager described hearing from employment staff that some participants have unrealistic expectations and are unwilling to settle for a minimum wage job. A project manager in a different grantee described that some participants get discouraged after learning that they cannot be employed in certain fields due to having a criminal record.

To address participants' criminal histories, employment providers talked with participants about how to explain their background to an employer. All employment partners focused on this as part of their job readiness services. For example, employment partner staff in Ohio implemented a multipronged approach to assisting individuals with criminal backgrounds. They worked with employers to understand their position on criminal backgrounds and background check processes to avoid investing time pursuing unproductive leads. Simultaneously, the job readiness instructor

helped participants answer application questions related to criminal background and discuss past offenses with employers. They also provided expungement clinics for participants, and all participants were eligible for a Certificate of Qualification for Employment (CQE); however, staff reported that participants rarely obtained the CQE due to program restrictions.[35]

Five grantees also provided or referred participants for expungement services. The extent of these services varied. In one grantee, case managers provided participants with information about the steps to request the expungement and assisted with paperwork when asked. Another grantee provided expungement clinics and paid a community legal aid provider to facilitate clinic sessions. In a third grantee, parenting partners developed a relationship with the local Solicitor's Office to prioritize expungements for CSPED participants and for convictions eligible for expungement during initial assessments.

Additionally, employment staff in several grantees taught participants how to use the federal bonding program as a selling point for themselves during the application and interviewing process. Some grantees also encouraged clients to be "realistic" about employment prospects. For example, one staff member explained that he encouraged participants with multiple felonies to seek out self-employment or to go to barber school rather than seeking certain jobs that would be difficult to obtain on account of their criminal record.

- **In spite of these challenges, grantees identified strategies that helped overcome barriers to obtaining employment and facilitated participant engagement.**

Staff stated that the relationships employment agencies had with employers were critical for getting participants employed. Child support staff described that these relationships helped participants get jobs who otherwise would have had a much harder time finding work, because employers trusted the recommendations of the employment agency staff. For example, one project manager described the relationships employment agency staff had built with employers and the trust cultivated over time through successful placements as the most important factor for helping participants find work within the grantee. The project manager explained that the grantee's employment partners spend time making sure that the participant will be a good fit for the job by getting to know the employer, as well as the participant. The project manager elaborated, "Some of the guys have done a really good job as far as working there, and now that's given the employers to have the wherewithal to say, 'Oh, I got two individuals from [the partner agency]. Do you all have anyone else that meets this criteria for this specific job?' So that's worked out well."

Employment partners, for their part, also emphasized the importance of building strong relationships with employers. One employment partner agency director explained that having good relationships with employers helped them to understand what the employer was looking for in potential hires, and what restrictions employers had on criminal backgrounds. This helped the agency to avoid wasting time on placements that would not be a good fit based on the needs and interests of the participant, or when the employer was unlikely to consider certain participants because of a criminal background issue. Employment partners in two grantees described that

[35]Ohio Department of Rehabilitation & Correction: http://drc.ohio.gov/cqe.

having relationships with employers helped them to understand employers' future hiring needs, which aided them to identify training opportunities that could facilitate participants to be in such jobs when they became available.

Both employment and child support staff also reported that job development helped to engage participants and keep them motivated while they looked for a job. Employment staff also emphasized the importance of job retention services, which assisted in keeping participants employed. Employment staff were available to assist participants if they ran into trouble on their job or needed help navigating their new work environment. One employment partner agency director explained the benefits of job retention services as, "You're going to have someone in your corner for six months to make sure you maintain that attachment to your job. If there's any issues on your job, anything that you need to talk through with someone, that's what we're here for. So call [the case managers], don't quit a job before you have another job, that sort of thing." Staff perceptions of the success with which their programs provided these services improved slightly as the demonstration progressed. At the time of the first staff survey, 51 percent of staff reported that their CSPED program provided job placement services "very" or "extremely" successfully, and 48 percent of staff reported that their CSPED program provided job retention services "very" or "extremely" successfully. By the time of the second staff survey, staff perceptions of successful delivery increased to 58 percent for job placement and 50 percent for job retention services.

Additionally, CSPED staff explained that having employment staff who were flexible and able to "meet participants where they're at" allowed participants to make the best use of CSPED. For instance, by offering employment-related workshops at different times of the day and offering one-on-one services, employment partners were able to overcome participation barriers due to the timing of classes.

Further, employment partners and grantee staff reported that having employment coordinators who demonstrated a commitment to the goals of CSPED, who had experience providing employment services, or who were described as passionate, motivated, caring, and kind, was essential for providing services effectively. One project manager described, "It's the passionate [employment] case managers. Every single person that said they got something out of [the program], it was because of the person they worked with, not because of the services they received. They talk about the services—the services are great—but, it always comes back to that one individual who helped them. That is the number one thing." One employment partner stated that it is important for participants to know how committed CSPED is to helping them. She explained that she tells participants, "We're going to wrap ourselves around you until you get that job. We'll take you where you need to go." This encouraged participants to take "a leap of faith" and fully engage in services.

Staff reported that communication and coordination across grantee and partner staff also helped to facilitate employment services by improving information available to staff. Grantees and partners described that frequent meetings, informal communication, and team-based case staffing

between frontline grantee and partner staff gave them an opportunity to share information about participant needs. As described in Chapter 4, co-location helped facilitate coordinated service delivery by reducing barriers to communication between staff members. As one project manager, whose staff were co-located with the employment partner, described, "We'll talk about [noncustodial parents], and talk it out together, try to figure out the best plan of action together for the person. Each coming from a different perspective, we're trying to find, 'What is the best solution here?' It's nice to be able to do that because you might have somebody come in who needs some help right now. And we're both here so we can do that." Staff also identified warm handoffs from intake staff to employment partners as an important coordination strategy for providing employment services. As one project manager, whose child support staff conducted intakes in the same place as employment staff, said, "[The warm handoff] gives a huge advantage. When you can walk that individual right down the hall, instead of saying, 'Oh, you need to report over there the next day or what have you'… they are right there; they can meet the individual; and they can actually do a portion of that [employment] intake there that day."

> *It's the passionate [employment] case managers. Every single person that said they got something out of [the program], it was because of the person they worked with, not because of the services they received. They talk about the services; the services are great. But, it always comes back to that one individual who helped them; that is the number one thing.*
>
> —Project manager

Finally, employment partners found that incentives and work supports helped to provide employment services by facilitating participant uptake of services. Staff found that many participants were motivated by their ability to reduce their state-owed arrears and the opportunity to get their driver's license, as well as their professional licenses, reinstated. They also described that the employment-related incentives and work supports provided, such as interview clothes, bus passes, gas vouchers, and assistance with work-related supplies, were tangible goods that participants could use to obtain employment right away.

- **CSPED staff reported that employment services in the "business-as-usual" environment were less intensive and not accompanied by case management, incentives, or work supports.**

In all grantees, members of the regular services group had access to employment services through providers of Workforce Innovation Opportunity Act (WIOA) services in their community. These services focus on self-directed job search using computers and databases provided by WIOA, and classes on resume writing and job readiness. All grantees also had other employment providers in their community or the CSPED employment partners had a more narrow range of employment services available to the general public.

Although WIOA services were available in every grantee community, one-quarter of CSPED staff described access to job search and job readiness services in their community as "not at all" easy, while another one-quarter described it as "very" or "extremely" easy. Job placement and retention services were viewed as even less available in the community. One-third of CSPED staff reported that these services were "not at all" easy to access in their community; 10 percent

said they were "very" or "extremely" easy to access. Further, grantee staff said in interviews that employment services available to regular services members were less intensive than the services provided through CSPED. They felt that regular services participants were less likely to seek out and maintain these services on their own without the incentives, case management, and intensive follow up generally available through CSPED. Staff also noted that some workforce programs in the community had enrollment limitations that would have kept CSPED participants from participating.

IV. Parenting Services

All grantees partnered with another agency to provide parenting services.[36] In two grantees, the employment provider also provided parenting services; the rest partnered with a standalone parenting or human services agency, or an independent fatherhood facilitator.

- **The grantees used different models for providing parenting services. Programs varied according to service provider type, curriculum used, number of session hours required, and service provision strategies.**

Parenting service partners used a range of curricula for the parenting groups (see Table 5.1). Topics included parenting responsibilities and skills, the importance of establishing and maintaining a co-parenting relationship with the custodial parent, and the importance of parental involvement in children's lives. Most focused primarily on men in their roles as fathers. Two used a gender-neutral parenting curriculum, while one grantee offered an alternative parenting curriculum for female participants. All parenting curricula were approved by OCSE prior to implementation.

[36]In one implementation site, a child support staff member provided parenting services for a period of time, but were ultimately returned to being under the purview of the fatherhood partner agency.

Table 5.1. CSPED parenting curricula

		Population Served	
Grantee	Curriculum	Fathers	Mothers
California	On My Shoulders	X	X
Colorado, Tennessee	Nurturing Fathers	X	X
Iowa	Growing Great Kids		X
Iowa	Quenching the Father Thirst	X	
Ohio, Tennessee	24/7 Dads	X	X
South Carolina	Responsible Fatherhood	X	X
Tennessee	Dads Make a Difference	X	X
Texas, Wisconsin	Parent, Employment, Education and Responsibility (PEER)	X	X

Other differences across the grantees included:

- Scheduling—Two grantees front-loaded the 16 hours of group sessions into the first several weeks of CSPED enrollment, prior to when most participants obtained employment. Five grantees met with participants over 7 to 13 weeks. For a period of time, one parenting partner offered the curriculum on two consecutive Saturdays, each lasting eight hours. Two grantees offered multiple group sessions at different times each week and allowed participants to attend any session; the rest offered one time choice per session.

- Duration—Six of eight grantees delivered curricula administered over 16 or more hours; two grantees delivered curricula lasting 10.5 to 14 hours.

- Location—Two grantees offered integrated parenting and job readiness groups, by having job readiness and parenting groups on different days, either at the same time or during different time blocks on the same day. Six grantees co-located parenting services with employment services, or employment and child support services, to facilitate engagement.

- Group assignment—Two grantees ran groups that were open entry, open exit; new participants could join existing groups soon after enrollment, but membership changed each week. The rest used a cohort model in which the same participants attended the workshop series together. One grantee changed from a cohort model to an open entry model midway through the demonstration to give participants more flexibility in scheduling. Another switched from open enrollment to a cohort model to improve group cohesion.

- **Grantees had difficulty getting participants to attend parenting classes.**

Across grantees, CSPED programs experienced challenges with participant engagement in parenting classes. Staff described a broad range of reasons for this lack of engagement. All grantees noted that some participants had difficulty attending classes due to other commitments. Staff in all grantees also found that some participants who were already working, or who found work while in the program, encountered conflicts between the timing of parenting classes and their work schedules. As a child support-led, employment-focused demonstration, CSPED held obtaining and keeping employment as central to program goals. Though programs wanted and encouraged participants to attend parenting classes, when participants had conflicts between parenting classes and working, programs and participants prioritized employment due to the primacy of child support payment goals to the demonstration.

For parenting facilitators, the relative priority of parenting classes was at times a source of frustration. One parenting provider felt that parenting services within the grantee were perceived by participants as "optional," and another described them as "important, but not mandatory." These providers felt that this prioritization contributed to participants with employment constraints, as well as participants with low motivation, skipping classes when they had conflicts or they did not "feel like going."

Childcare responsibilities and transportation also presented barriers for some participants to attending parenting classes. Staff mentioned that some participants had caretaking responsibilities for children, which at times conflicted with parenting class schedules.

Staff mentioned transportation as a barrier for some participants with limited public transportation options. For example, parenting providers in one grantee described that the last bus picked up outside the parenting agency before the end of class, causing participants to need to find a ride home instead of relying on public transit.

Staff in half of grantees also raised the issue of the amount of time it took for participants to complete parenting classes as a challenge. Staff described that in the span of a 12- to 16-week course, "life happens," causing participants to sometimes need to miss classes. As one parenting facilitator described, "Getting guys to be consistent has been frustrating. Maybe it's a little unreasonable to expect a guy to come every week for six months. But there is just so much information, and you know, if they would just take advantage of it, I believe it would benefit them in the long run." Similarly, some grantees found that delays between the time of a participant's enrollment and the start of the next parenting cohort contributed to engagement challenges.

In addition, staff in three grantees mentioned that some participants did not enjoy the idea or experience of being in a class, either generally or specifically about fatherhood. Two parenting facilitators mentioned that some participants found classes that focused on issues other than parenting, such as the financial aspects of raising a child, less engaging. Another parenting facilitator noted that some participants served by the program did not enjoy the experience of being in school, and associated sitting in a parenting class with that prior experience. Additionally, one site manager described that some participants felt defensive about the classes,

because they feel that having to go to a class about parenting implies that they do not know how to be a parent, or are not good parents.

- **Most grantees experienced turnover in the parenting partner role, which exacerbated engagement challenges.**

Five grantees experienced turnover in their parenting facilitator role. All grantees described challenges associated with these changes. For example, four grantees experienced temporary gaps or disruptions in service provision. Two grantees noted that each instance of turnover led to the curriculum being delivered differently, though the curriculum itself was unchanged. This was mostly due to the learning curve new facilitators experienced when they had to learn how to teach a curriculum they were unfamiliar with.

In addition to turnover in the parenting facilitator role, three grantees experienced a change in the parenting partner agency, which was uniquely disruptive to service provision. One grantee was able to identify and partner with a new provider quickly; however, two grantees were not able to offer classes for months at a time until a new partnership could be identified and formalized. When classes resumed, one parenting agency noted that their referrals never picked up back to their original level, and another parenting agency noticed a difference in their ability to coordinate with the child support agency.

- **Grantees tried to increase attendance in parenting activities using a variety of strategies.**

To address challenges related to attendance, grantees modified their service delivery plans in several ways. Six grantees added or expanded the availability of individualized make-up sessions for participants who missed group parenting classes. These sessions generally consisted of reviewing the parenting curriculum missed by the participant. To accommodate this, one grantee increased the parenting facilitator's paid hours on the project to include time for individualized services, in addition to group classes. One grantee began to set aside time once per week specifically for individualized meetings with participants. The main reason participants missed group parenting classes was to accommodate their scheduling conflicts. However, parenting facilitators noted that individualized sessions worked out better for some participants who struggled to share their feelings and discuss the challenges they faced during group sessions. Fatherhood facilitators also noted that participants sometimes approached them for one-on-one services to seek advice on individual issues or obtain referrals for parenting time assistance, mental health services, or housing assistance.

Engaging in the parenting curriculum through individual services was not without consequences. Individual meetings with parenting facilitators did not provide opportunities for peer support to the same extent as group sessions. Participants described the opportunity to hear from other parents in similar circumstances as positive, therapeutic, and "the best part of the class" (Paulsell et al., 2015, p. 55). Similarly, parenting staff described the peer support component of parenting classes as an important facilitator of participant engagement. They pointed out that participants looked forward to helping and being helped by their peers. They also noted that group sessions allowed participants to build relationships that could provide support beyond the classroom. One partner agency director stated, "It really helps when the other guys say, 'You know, I wasn't

feeling well, but I got up and went to work anyways.' You know what I'm saying? Those kinds of things really help, that peer support. The staff, we can preach to them all day long, but hearing from their peers makes a difference."

Some parenting providers also implemented changes to the scheduling, including the frequency with which classes were offered, as well as the length of sessions in an effort to improve attendance. Half of grantees described that they modified their parenting class schedules so that participants could attend one of several time slots. Two also shortened the amount of time it took to complete the curriculum. For instance, one grantee switched from a 3-week-long curriculum schedule to a 2-week schedule, while another parenting provider started allowing participants to attend two sessions per week to complete the fatherhood curriculum more quickly. The shorter window of time helped to ensure that participants made it through the program, especially since many participants failed to complete parenting programs in their entirety due to finding employment.

> *It really helps when the other guys say, 'You know, I wasn't feeling well, but I got up and went to work anyways.' You know what I'm saying? Those kinds of things really help, that peer support. The staff, we can preach to them all day long, but hearing from their peers makes a difference.*
>
> —Partner agency director

Many parenting facilitators also started making telephone calls prior to classes to encourage participants to attend, and making follow-up calls to participants who did not show up to class when expected. Parenting providers found this to be an effective strategy for increasing attendance. One parenting facilitator described that frequent contact with participants also helped to keep them engaged in fatherhood services. He explained, "I call twice a week. I call them the day of class, and I call as a reminder [a day or two before the class]. So when I do call, there are a couple of them that don't even say hello. They just say, "I'll be there." Parenting providers in two grantees engaged the help of administrative assistants within their offices to place reminder calls ahead of parenting sessions or make follow-up calls afterwards if participants did not attend classes as expected.

Parenting partners also sought to reduce barriers to engagement related to childcare responsibilities. Parenting providers in two grantees allowed children to attend parenting classes with the participant, so that lack of child care would not prevent a participant from attending class.

Parenting providers in several grantees also modified their incentive packages as a way to increase participation. One grantee shifted from providing one large incentive after completion of all parenting classes to providing smaller incentives after completing several classes to incentivize participants to keep going with the classes. A parenting provider in another grantee began providing small token incentives on an ad-hoc basis, such as candy, to acknowledge individuals for actively participating in classes.

Parenting providers reported that providing food at group sessions and offering parent-child activities also facilitated engagement. Most parenting partners provided snacks or meals regularly; those who did so generally found that offering food created a more inviting atmosphere and helped encourage attendance. One grantee formed a relationship with a local sporting venue that provided annual father-child activities, and secured spots for some CSPED participants and their children each year. Another offered periodic "pizza and games" events for noncustodial parents and their children. Others used parent-child activities as incentives for achieving program milestones, allowing the parent to select an activity to engage in with their child. Consistent with these modifications to improve engagement as the demonstration went on, staff's perceptions of the program's success in implementing parenting services increased. Whereas 62 percent of staff reported at the time of the first staff survey that their program provided parenting education "very" or "extremely" successfully, this proportion increased to 75 percent by the time of the second staff survey.

- **When grantees were successful in engaging participants in parenting services, staff most often attributed this success to the strength and consistency of parenting facilitators.**

Grantees with consistent parenting facilitators found that this consistency enabled the participants to build trusting relationships with parenting staff, as well as the parenting staff to witness participant progress, which strengthened their dedication and commitment to the goals of CSPED. One parenting facilitator explained, "Our heart is really put into it. You get to know the [participants] and know about their families and how it all started. You can't help but want to help them and share all of this knowledge that is in the curriculum with them." Given the level of dedication that comes with having the same parenting facilitators, another parenting provider summarized, "I really think the key to this is being consistent and having the same people."

> *I really think the key to this is being consistent and having the same people.*
>
> —Parenting provider

But beyond having a consistent facilitator across grantees and parenting agencies, staff agreed that having *strong* parenting facilitators was a key element to successfully delivering parenting services. Staff described strong facilitators as individuals who were passionate, committed, personable, empathic, compassionate, patient, kind, had the ability to be both serious and fun, and who were knowledgeable of participants' needs, community resources, and CSPED services. Staff also highlighted the need for facilitators to be "down to earth" and accessible to participants. Facilitators themselves found it useful not only to show interest in participants' lives, but also share aspects of their own lives; this helped to gain participants' trust. For example, most facilitators had children, and several were noncustodial parents who had personally interacted with the child support agency as fathers. Facilitators found that sharing struggles they had with their own children, as well as past challenges with the child support program, helped them relate to and establish credibility with participants.

- **Parenting services were available in the business-as-usual environment in six of eight grantees; across these grantees, staff perceived that uptake among control group members was low.**

Staff in six of eight grantees reported that parenting classes were available through the CSPED partner using the same curriculum as CSPED, or through other community providers. However, staff thought voluntary uptake in parenting services among control group members was low. On staff surveys, 17 percent of respondents described these services as "very" or "extremely" easy to access independently for control group members; 25 percent described parenting classes as "not at all easy" for control group members to access on their own.

V. Domestic Violence Services

OCSE required CSPED grantees to work with domestic violence consultants to develop a domestic violence plan. The goal of this plan, as described in the FOA (DHHS, 2012), was to promote safe service delivery and provide effective referrals for perpetrators and victims of domestic violence.

OCSE reviewed and approved each grantee's domestic violence plan prior to the start of random assignment with each grantee. Domestic violence plans included procedures for domestic violence screening for CSPED participants, protocols for responding to disclosures of domestic violence, and a plan for training all program staff who provided service to CSPED participants. The domestic violence plans also identified service providers for victims and perpetrators of domestic violence, and delineated processes for making referrals to these providers. Finally, domestic violence plans included a description of the steps the grantee would take to keep custodial parent information confidential for safety.

- **All grantees developed and followed domestic violence screening and referral policies.**

Consistent with grantee plans, partner staff received training on domestic violence protocols along with grantee staff prior to the start of service delivery within grantees. Domestic violence training lasted three to four hours in six grantees, and several days in two grantees.

As directed by OCSE, all grantees developed processes for domestic violence screening. Three grantees screened all potential participants prior to random assignment. In these grantees, child support intake staff conducted the screening. The rest of the grantees screened only noncustodial parents assigned to receive CSPED extra services following random assignment. In these grantees, intake staff or partner staff conducted screenings; for example, one grantee's fatherhood facilitator, who had a social work background, conducted domestic violence screenings at initial orientation.

Seven grantees used a formal screening tool, and one grantee used the agency's normal processes for identifying domestic violence. All grantees also checked child support records or criminal background databases for past domestic violence incidents. In addition to screening at the outset of a participant's time in CSPED, all grantees developed processes for partners to follow in instances when participants disclosed domestic violence during the course of service delivery.

Grantees took similar action following identification of domestic violence issues, with a few variations according to the grantee's policies and the participant's circumstances. Grantees made referrals to community partners for domestic violence services. As one project manager described, "It was always planned that way. We recognized that we were not the experts [on domestic violence]." In all grantees, if participants were identified as victims of domestic violence, they were provided with a referral to a local domestic violence partner. Participation in services for victims was voluntary in all grantees.

If a participant was identified as a perpetrator of domestic violence, all grantees provided referrals to services for perpetrators. In addition to making a referral, one grantee's project manager reviewed all domestic violence screeners, and, when domestic violence issues were identified, consulted with the grantee's domestic violence provider. If the domestic violence provider felt that a participant should attend services for perpetrators, the participant was required to comply with these services in order to receive other CSPED services. In this grantee, the program covered the cost of perpetrator services.

All grantee screening processes included safeguards for custodial parent personal information, and safety processes in instances when custodial and noncustodial parents could potentially be served together. For example, the two grantees that offered mediation services did not provide these services when safety issues were present.

- **All grantees planned to provide information about domestic violence in parenting classes.**

All grantees submitted parenting curricula to OCSE that included domestic violence-related topics. Topics varied across grantees, but included subjects such as healthy communication, healthy co-parenting relationships, and breaking intergenerational cycles of family violence. If participants disclosed domestic violence to a partner during or following a class, the partner followed the grantee's referral processes.

- **Staff perceived domestic violence services as challenging to access outside of CSPED. Half of staff thought these services were implemented successfully within the program.**

On staff surveys, only 21 percent of staff described domestic violence services as "very" or "extremely" easy for control group members to access on their own. Fifty-nine percent described these services as "not at all" or "a little" easy for control group members to access.

While staff perceived these services as difficult to access outside of CSPED, staff identified domestic violence service as an area of difficulty within CSPED programs as well. In interviews, staff in four grantees described resources for perpetrators as limited when not accompanied by a court order for participation; staff in two grantees noted that private counseling or other fee-for-service options were cost-prohibitive for some perpetrators of domestic violence. At the time of the first staff survey, 20 percent of staff members reported that their grantee did not provide services for domestic violence prevention or treatment at all, and only 44 percent described their grantee as providing these services "very" or "extremely" successfully. By the time of the second staff survey, only 6 percent of staff reported that their grantee did not provide these services, and

50 percent described their grantee as providing these services "very" or "extremely" successfully.

VI. Service Gaps

During site visits, staff identified several gaps in services needed to help participants obtain employment and meet their child support obligations. The most pressing needs identified were: services to help participants obtain parenting time with their children; substance abuse treatment and mental health services; subsidized employment opportunities; and services to help participants reinstate or obtain their driver's license.

- **Many participants faced challenges accessing their children, yet only two grantees were able to offer direct assistance in this area.**

According to child support staff and parenting providers, many participants had difficulty gaining access to their children because of a poor or nonexistent co-parenting relationship with the custodial parent. As a result, all grantees wanted to provide assistance to participants with gaining access to their children, but resources for providing help were limited.

Two grantees were able to provide direct assistance with parenting time orders. Colorado received a separate grant for parenting time assistance. Through the grant, mediators provided on-site assistance with parenting time orders to CSPED participants twice per week in three of the implementation sites. The fourth site contracted separately with a mediator. In South Carolina, parenting providers were able to implement robust assistance with parenting time orders. Partner staff in this grantee assisted participants with locating, completing, and notarizing the required paperwork, and employed a lawyer who could help staff when questions about visitation arose. This grantee also provided additional guidance on filing pro se, and developed for the general public a series of online videos about access and visitation, which provide a step-by-step walkthrough of each applicable form. Partners in South Carolina also provided mediation services for CSPED and non-CSPED participants. Four other grantees were able to make referrals to court facilitators, state access and visitation hotlines, or pro bono or low cost legal services for help with access and visitation.

While they did not provide direct services, three additional grantees were able to make referrals for mediation services, when communication issues got in the way of custodial and noncustodial parents arriving at a parenting time agreement. In Ohio, the grantee made referrals to the parenting partner for mediation services, and the grantee covered the cost of mediation. Grantees generally reported that take-up of mediation services was low. Two grantees described mediation services as cost-prohibitive for most participants. Another grantee cited lack of trust of the child support agency as a reason that participants were unlikely to seek out referrals for mediation. Additionally, even when there was not a cost associated with services, grantees reported that many participants did not think that the custodial parent would agree to attend mediation. In two grantees, parenting facilitators tried to help participants informally with visitation issues.

- **Housing instability created challenges to participating in services, and obtaining and maintaining employment.**

Grantees reported that many participants faced housing instability, barriers to obtaining their own housing, or in some cases, homelessness. As described in Chapter 3, only 4 percent of CSPED participants owned their home. Half rented or paid part of the rent for their apartment; almost a third lived with another person without paying rent; and 2 percent reported being currently homeless. Grantees described that housing issues presented barriers to program participation and employment. While staff attempted to assist participants with housing instability, most staff struggled to identify short- and long-term solutions to deal with housing issues among participants.

- **Substance abuse and mental health interfered with employment for some participants.**

Staff reported that substance abuse and mental health services available in the community were not readily accessible to CSPED participants due to lack of transportation, waiting lists, eligibility restrictions, lack of funding to purchase the services, or bureaucratic barriers. In some grantees, staff felt that services were available, but participants did not access them.

- **Some employment staff wanted more subsidized employment options for participants with substantial barriers to employment.**

Many participants faced substantial barriers to employment, such as serious felony convictions, and weak or nonexistent work histories. Employment staff in three grantees described that some participants could benefit from subsidized employment to help them establish a work history and track record with an employer, which could eventually lead to an unsubsidized job. One job developer said, "If we could offer work experience or a subsidized program, it would be a lot easier to get these people hired. Companies find that appealing. Generally, if a company has a subsidized worker and they are doing well, they will usually try to hire that individual." Two CSPED grantees offered subsidized employment as part of their employment services; two other grantees referred CSPED participants to other programs that provided subsidized employment. Although four grantees had access to subsidized employment, few CSPED participants received this service.

- **Even after removal of a child support hold or suspension, reinstating or obtaining a driver's license remained a challenge for some participants.**

Grantee staff reported that many participants had other fines and sanctions on their driver's licenses, in addition to restrictions due to failure to pay child support. Others had not had a license in several years and thus needed to start the application process anew. As a result, participants could not obtain a driver's license even after child support restrictions were lifted. This created a barrier to employment, especially in communities with weak public transportation systems.

- **Staff reported that participants needed personal financial management education, as well as bank accounts.**

During interviews, half of grantees identified financial education needs for participants, describing that some participants lacked information or previous education in personal financial management. Some participants also struggled to obtain bank accounts, due to issues such as overdrawing accounts in the past. Most grantees lacked robust community referral sources to help with these challenges. Most grantees did not provide financial literacy education, or provided very limited assistance to a small number of participants. However, two grantees, Iowa and South Carolina, included standalone financial literacy modules in their service plans to address this need. These were treated as required modules for participants, who received incentives for completion. Both grantees provided these services in a group format. South Carolina's curriculum consisted of 14 hours of programming, and Iowa's curriculum consisted of eight hours of programming.

VII. Conclusion

CSPED grantees encountered many challenges implementing CSPED services, ranging from staffing constraints and complex participant needs, to challenges with maintaining engagement. The strategies used by grantees to overcome these challenges, as well as the service packages grantees ultimately provided to participants, varied across grantees. Given this variation in service delivery models, it is reasonable to expect variation in the services ultimately provided by grantees. The dosage, mode, and distribution of program services taken up by participants are explored in Chapter 6.

Chapter 6: Services Received

Key findings: Services received

- Nearly all CSPED participants received at least one core service. Sixty-eight percent received at least one service in all four core service areas.
- Participants received most services during their first six months of CSPED enrollment. Nearly all services were provided in the first 12 months.
- On average, participants received about 22 hours of CSPED services, ranging from an average of 14 to 37 hours across grantees.
- The division of time across service categories, average hours per service category, and mode of service delivery varied across grantees.
- All grantees used referrals to external programs to address needs outside the scope of CSPED.
- All grantees provided work supports to overcome barriers to employment and incentives for meeting program milestones. The extent to which grantees provided these resources varied.
- On average, participants received nearly 10 hours of employment services, more than any other CSPED service.

In order to understand the extent to which participants received CSPED services within and across grantees, tracking information about the amount, type, and delivery method of program services is crucial. This chapter focuses primarily on services provided to the 5,086 CSPED participants in each of the four core CSPED services: case management, employment, parenting education, and enhanced child support services. It also describes participant engagement in other types of services that grantees included in their programs, including domestic violence services, financial literacy education, and assistance with parenting time. Finally, it discusses the use of incentives and work supports to facilitate engagement, and referrals to connect participants to services outside of the scope of CSPED. In contrast to the interim implementation report, which focused on service delivery in the initial months of the program to its earliest participants, this chapter is based on data gathered about service delivery across the full implementation period for all program participants. Data sources for this chapter include site visit interviews and data from the GMIS system.

I. Tracking Service Data

In order to capture data on services received by CSPED participants throughout the demonstration, staff from all grantee and partner agencies recorded information about services provided into a web-based GMIS, which was developed specifically for CSPED. Staff manually

entered information about services provided to program participants into the system as they delivered them. Information included individual contacts, group-based services, incentives and work supports, and referrals to other community service providers. Staff were encouraged, though not required, to enter data into GMIS daily, or on an ongoing basis while they provided services. Some grantees, particularly those who used other systems to track service data, entered data less frequently. To varying degrees, all CSPED grantees were required to use systems outside of GMIS to track service data related to child support and other services provided, in order to meet agency-level reporting requirements.

At the outset of the demonstration, all grantee and partner staff were provided with two days of in-person training on how to use GMIS by Evaluation Team trainers. In addition, the Evaluation Team provided grantees with online training resources and training manuals to train those staff who were hired after these initial trainings were provided. Grantee staff, and not the Evaluation Team, were responsible for training any new staff members on the system.

Entry of data into GMIS depended on CSPED staff, and, as such, these data have limitations. Although CSPED staff were strongly encouraged to enter data into GMIS on a regular basis by the Evaluation Team and OCSE, there were no penalties or incentives provided to CSPED staff for entering data into GMIS. The Evaluation Team performed data reviews with grantees over the telephone in the months following random assignment, OCSE reviewed GMIS data with CSPED staff on monthly calls, and supervisors were able to review data entry activity and case notes within GMIS for their assigned staff. However, the Evaluation Team did not formally audit the data entered into GMIS against other case files or records.

Across grantees, grantee and partner staff generally reported in interviews that GMIS was easy to use and helpful for communicating about the work of the grant. CSPED staff indicated that during particularly busy times, or periods of turnover, grantees and partners sometimes got behind on entering data into GMIS. Staff indicated that this caused delays in data entry, and occasionally, other project staff had to go back to case records or other data systems to gather and enter data for other staff members. However, in site visit interviews, staff in all grantees reported that from their perspective, it appeared that most staff entered data consistently and accurately most of the time. Across all grantees, staff and partners reported receiving the message from project leaders and site staff that tracking all service data was important to the success of CSPED.

II. CSPED Service Receipt

The section that follows explores the types of services participants received; service dosage, or amount of services provided to participants; and the allocation of service hours across service areas. It includes service data across the participant's entire time in CSPED, regardless of their actual date of enrollment. This means that the time period of potential exposure to program services was greatest for those enrolled early on in the demonstration.

A. Receipt of any core service

As described in Chapter 5, grantee and partner staff provided four core services to CSPED participants: case management, enhanced child support services, employment services, and parenting services. Nearly all participants received at least one core service through CSPED. Receipt of any service within core service areas differed, with the smallest proportion of participants engaging in any parenting services.

- **When individual, as well as group, services are considered, nearly all CSPED participants received at least one case management, enhanced child support, and employment service. Sixty-nine percent received at least one parenting service.**

Grantee and partner staff provided core services in two formats (also called modes): on an individual basis or in group settings. On average, nearly all participants received at least one case management, enhanced child support, and employment service on an individual basis; 53 percent received an individual parenting service. In contrast, about half of the participants received enhanced child support, employment, and parenting services in a group format, but no one received case management in this format. There was, however, variation across grantees, both by service type and mode of delivery, as reflected in Table 6.1.

Table 6.1. Overall service engagement (*n* = 5,086)

Core service	Received any service (%)	Received at least one individual contact (%)	Attended at least one group session (%)
Case management (all)	**99**	**99**	**0**
California	100	100	0
Colorado	95	95	0
Iowa	100	100	0
Ohio	100	100	0
South Carolina	95	95	0
Tennessee	100	100	0
Texas	98	98	0
Wisconsin	100	100	0
Enhanced child support (all)	**98**	**98**	**52**
California	100	100	29
Colorado	94	93	45
Iowa	100	100	92
Ohio	100	100	76
South Carolina	99	99	56
Tennessee	100	100	60
Texas	95	95	5
Wisconsin	100	100	51
Employment (all)	**94**	**93**	**52**
California	99	99	49
Colorado	97	97	16
Iowa	96	95	93
Ohio	100	100	80
South Carolina	82	72	70
Tennessee	97	95	61
Texas	86	86	5
Wisconsin	95	95	62
Parenting (all)	**69**	**53**	**54**
California	51	48	29
Colorado	86	80	63
Iowa	94	63	93
Ohio	77	41	76
South Carolina	83	71	69
Tennessee	77	48	60
Texas	7	3	5
Wisconsin	71	60	50
Any core service (all)	**100**[a]	**100**[a]	**61**
California	100	100	58
Colorado	99	99	54
Iowa	100	100	93
Ohio	100	100	82
South Carolina	100	100	76
Tennessee	100	100	60
Texas	98	98	5
Wisconsin	100	100	64

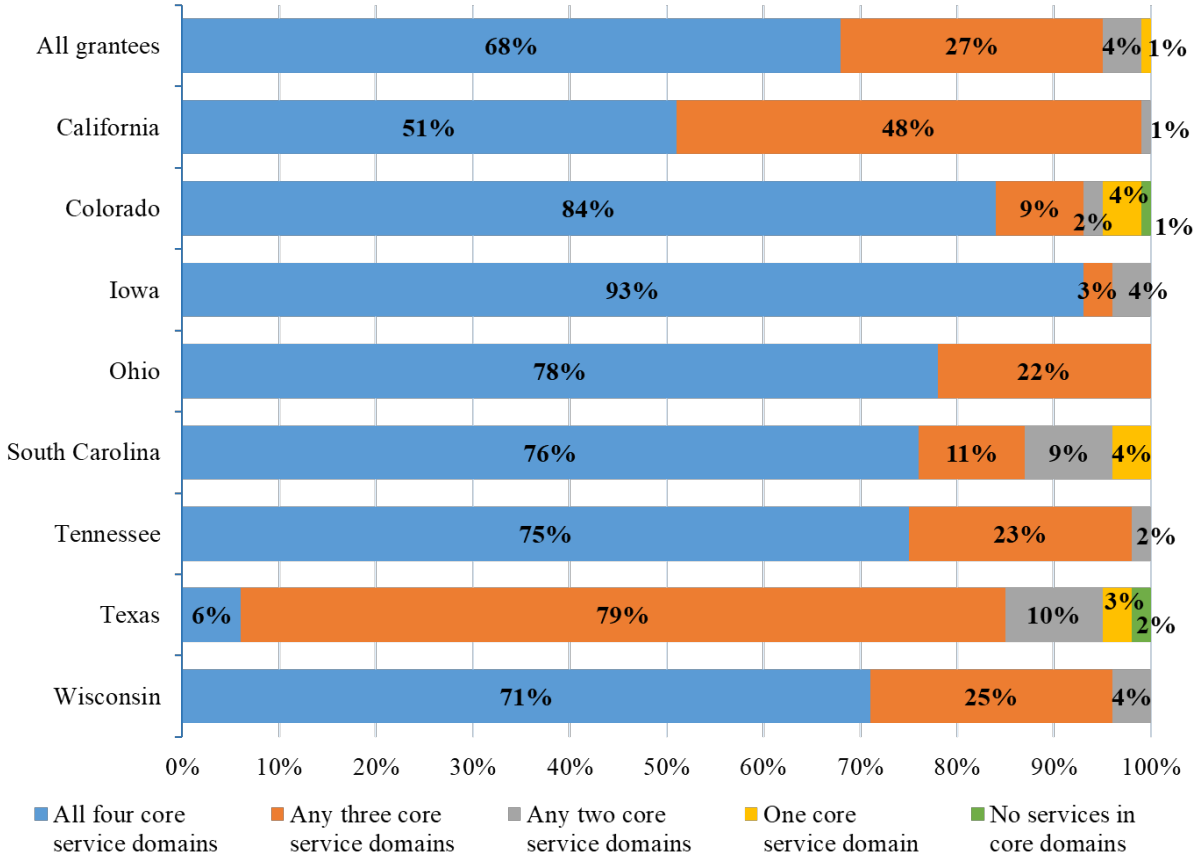
[a]100 percent is rounded from 99.7 percent. In two grantees (Colorado and Texas, as shown below), fewer than 100% of participants received any service.

B. Receipt of multiple services

- **OCSE designed CSPED with the intention that participants receive services in all four core areas. In most grantees, the majority of participants received at least one service in all four core service areas.**

On average across grantees, 68 percent of participants received at least one individual- or group-based service in each of the four core service areas (Figure 6.1). Six of the grantees exceeded this percentage, with Iowa providing over 90 percent of participants with at least one service within all four core service areas. Two states fell below the average, with Texas providing 6 percent of participants with services in all four core areas.

Figure 6.1. Proportion of CSPED participants who received one or more service within core domains



C. Timing of participation

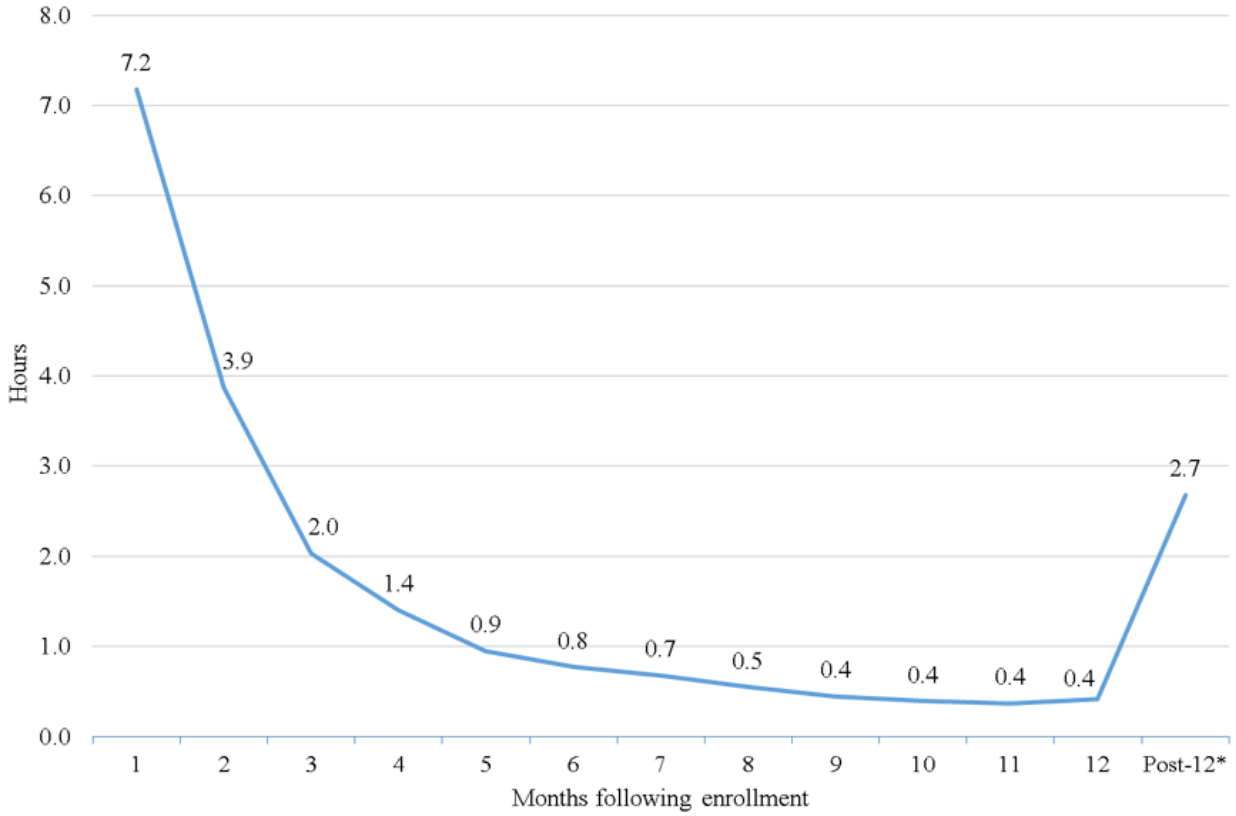
On average, 75 percent of CSPED services were delivered during participants' first six months of enrollment. Within the first 12 months after enrollment, participants had received 19.1 hours of CSPED services on average, or 88 percent of the 21.7 total service hours received (Figure 6.2).[37] Participants received fewer than three service hours on average following their twelfth month of program participation.

- **Participants received most services during their first six months of CSPED enrollment; nearly all services were provided in the first 12 months.**

Consistent with grantees' efforts to engage participants in services as early as possible, 85 percent of all group services and 63 percent of individual service contact received by participants were delivered in their first six months of enrollment. As described by staff, participants' needs for individual services persisted, or in some cases increased, later in the enrollment period (for example, when participants lost jobs or completed program milestones).

[37]Staff used a broad definition of "service" when entering services into GMIS. Total service hour estimates include attendance reminders provided by staff, to remind participants to attend upcoming appointments or workshops, and attendance follow-ups, provided when participants missed appointments. These accounted for approximately 0.8 hours of time on average per participant (approximately 4 percent of all service hours).

Figure 6.2. CSPED service hours received throughout program participation



Note: The post-12* category groups together all service hours received after the twelfth month of enrollment, because most service hours were received in the first 12 months following enrollment.

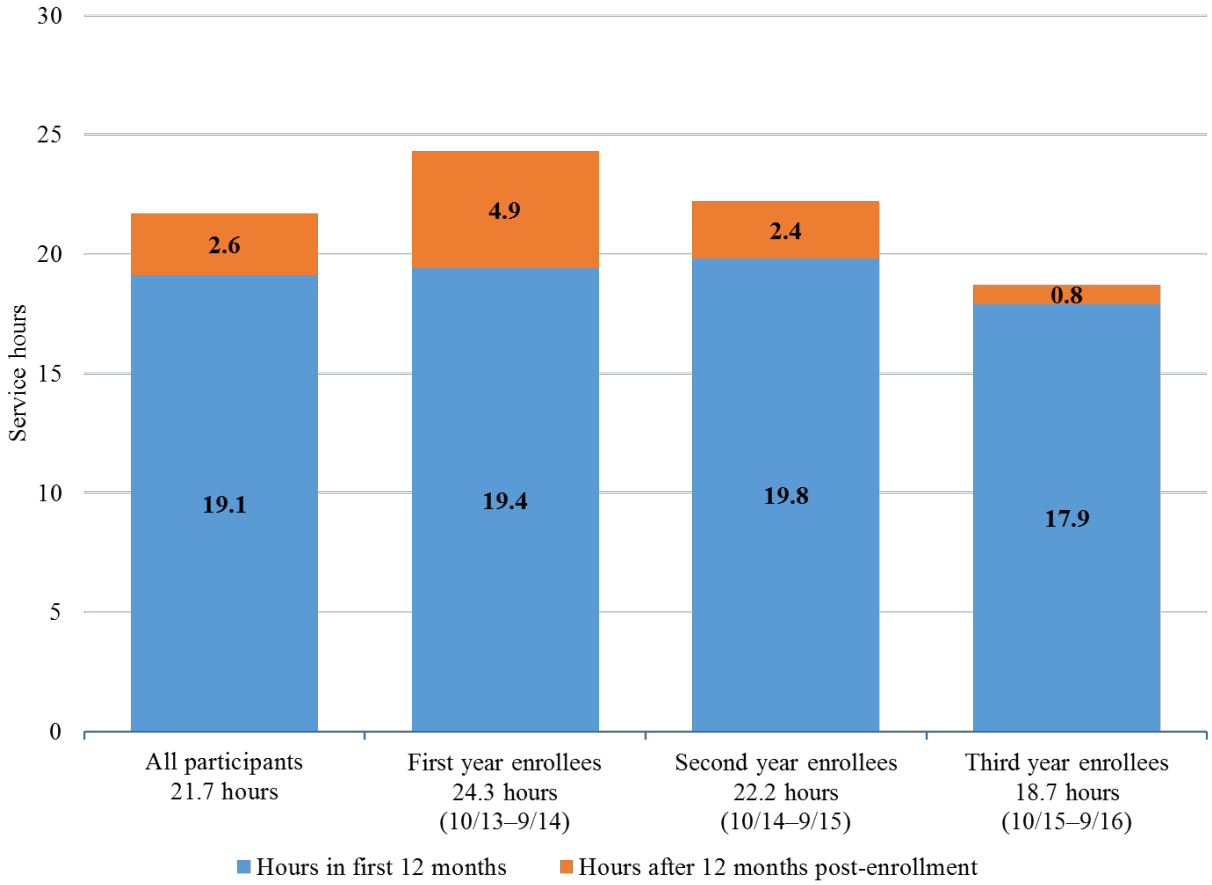
- **As would be expected, participants who enrolled in CSPED during the first year of the demonstration received more hours of services on average than participants who enrolled in later years.**

Across participants, the total amount of time in which a participant might have received services varied. Most programs did not use a firm cut-off date for considering a participant "finished" with CSPED. Though program services, particularly group-based activities, were designed to take place in the first year of a participant's time in the program, most CSPED grantees allowed participants to continue receiving services 12 months after enrollment if they had not successfully obtained work and started paying child support. In addition, most grantees allowed participants to return for additional services anytime following enrollment if participants needed additional help with their child support order or support obtaining a new or higher-quality job.

As a result, the time period during which a participant could receive services was determined only by the date of enrollment, and not by a pre-determined participation end date earlier than termination of the demonstration for all participants. Therefore, a participant who enrolled in

CSPED in the first month of the demonstration—October 2013—could have received services at any time before the end of the demonstration four years later, in September 2017. In contrast, a participant who enrolled in CSPED during the last month of enrollment—September 2016—could only receive services for a one-year period. As expected, participants who enrolled earlier in the demonstration period received more service hours in total than those who enrolled later. This variation is reflected in Figure 6.3.

Figure 6.3. Total service hours received, by enrollment date

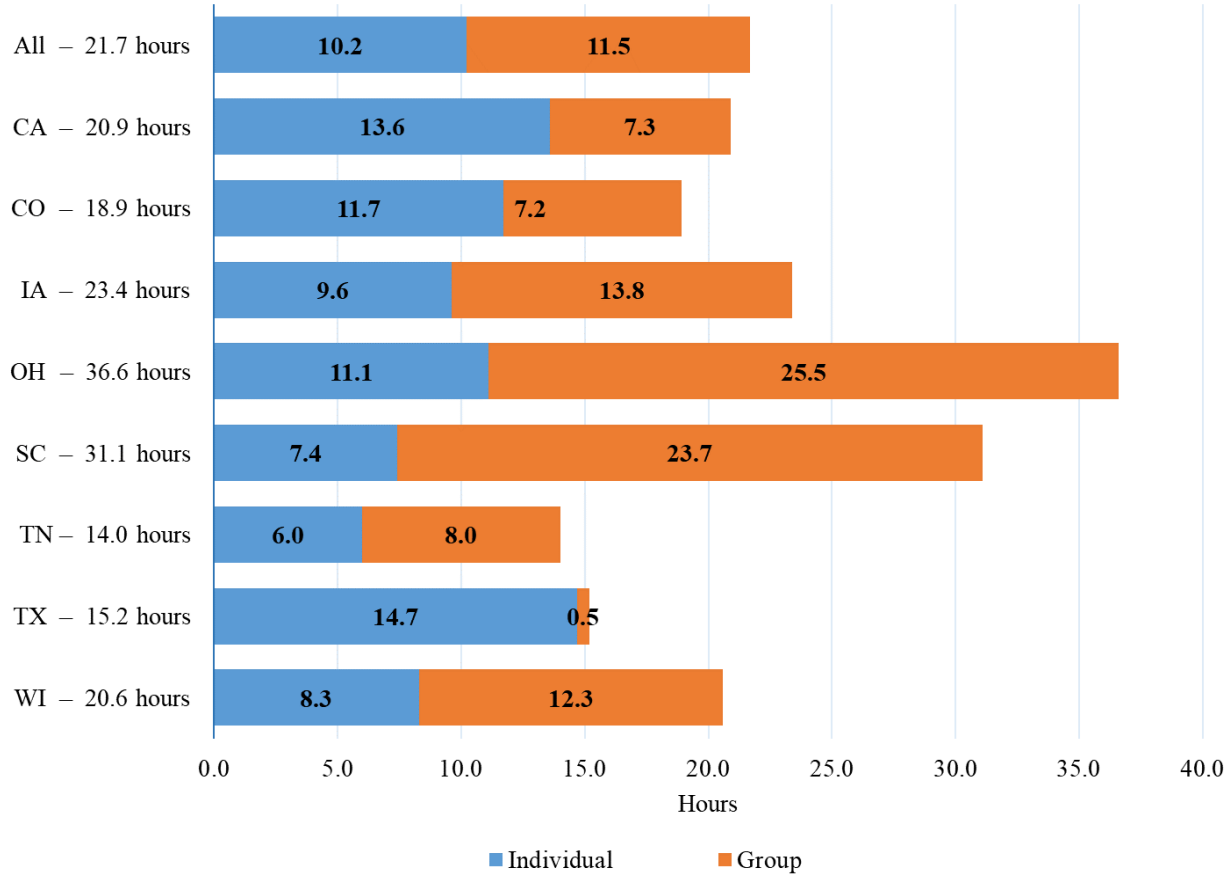


D. Total service hours provided

Across grantees, participants received an average total of 21.7 hours of services across the demonstration period, across all types of services. Participants in Ohio received the most hours of services, for a total of 36.6 hours. Participants in Tennessee received the fewest, for a total of 14 hours (Figure 6.4). On average, about 53 percent of service hours were delivered in a group-based setting, and 47 percent were provided individually. Half of grantees split service delivery about evenly across modes, with 40 percent to 60 percent of services delivered in a group format and the rest delivered individually. In contrast, participants in Texas received 97 percent of

services in an individual format, and participants in Ohio and South Carolina received 70 percent or more of services in a group-based format.

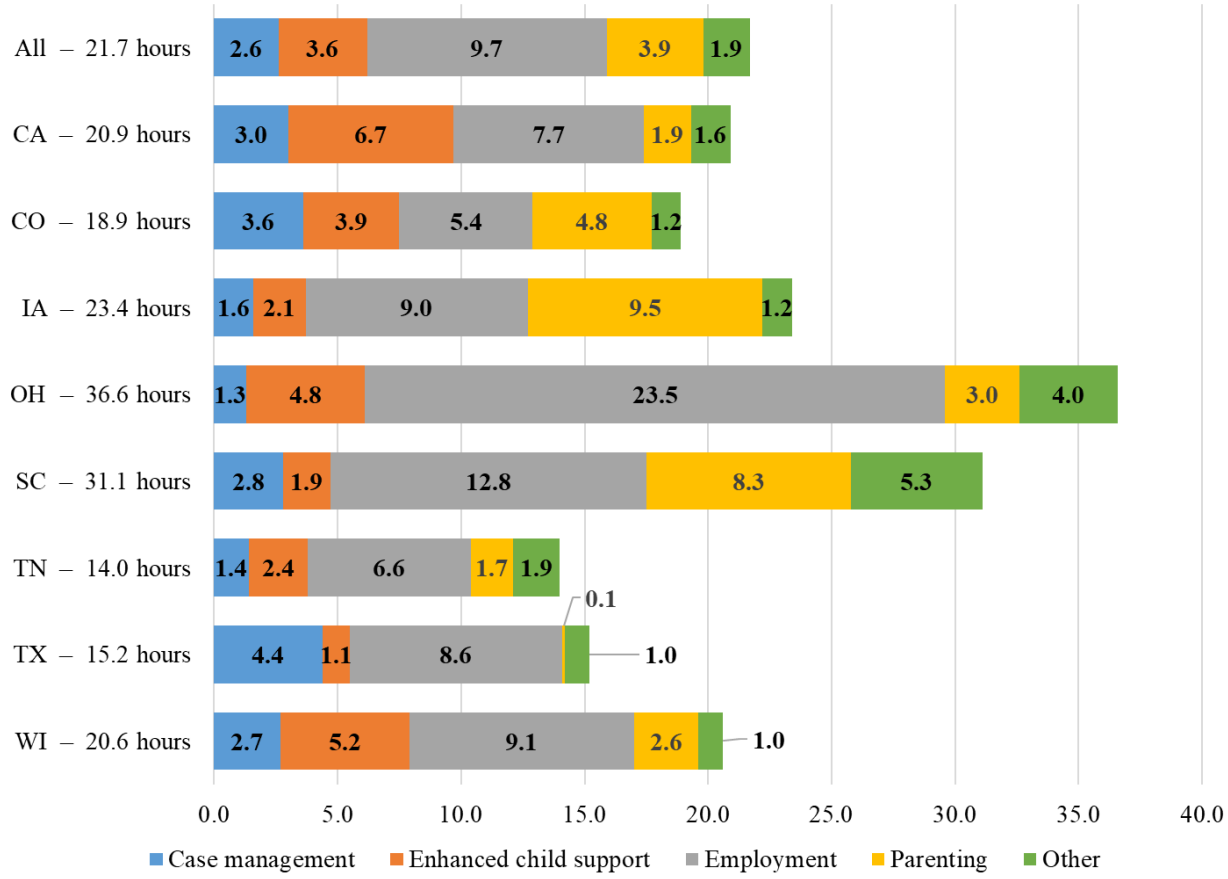
Figure 6.4. Average total hours of service receipt, by mode



E. Hours of core services provided

The distribution of hours provided by core service, both on average and within each grantee, is reflected in Figure 6.5. Within each core service area, grantees provided an array of services (see Appendix C for a glossary containing definitions of these service subcategories). The format of these services also varied.

Figure 6.5. Hours of CSPED services, by content area

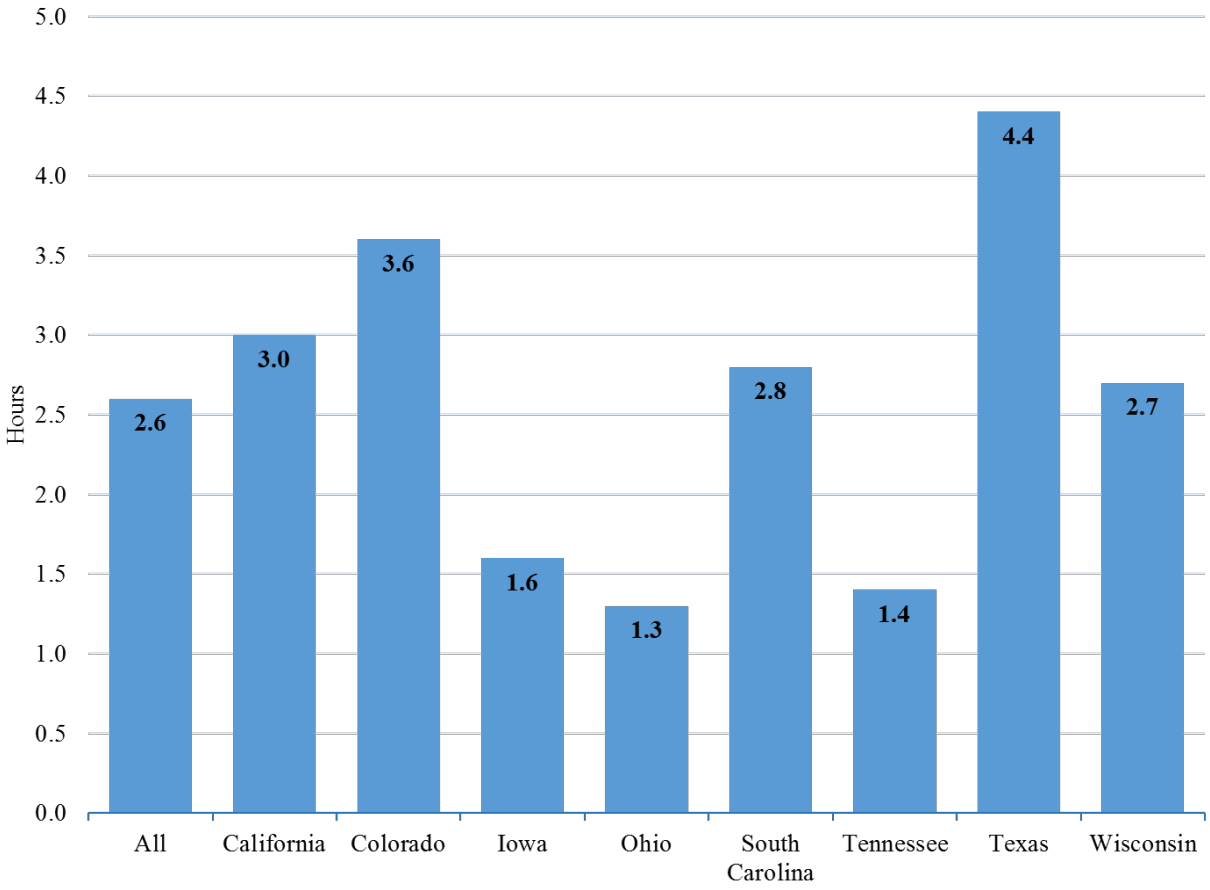


- **In total, CSPED participants received an average of 2.6 hours of case management services throughout their time in CSPED.**

All of these services were provided through individual service contacts. Participants in Iowa, Ohio, and Tennessee received fewer than half as many case management service hours than average, whereas participants in Texas received about 60 percent more hours of case management services, for a total of 4.4 hours per participant throughout program participation (Figure 6.6).

Across grantees, case managers categorized most case management time on monitoring participant progress. Participant progress monitoring was also the case management service that the highest proportion of CSPED participants received.

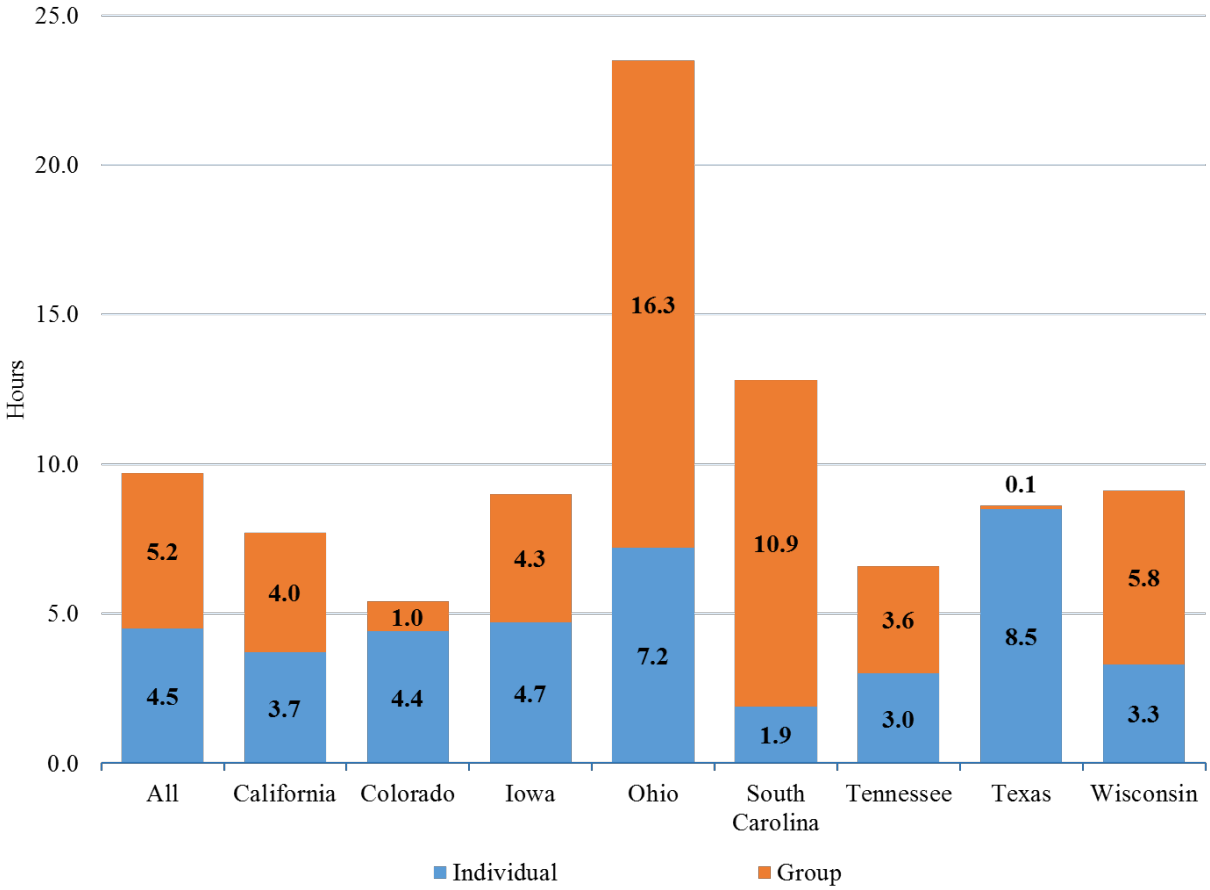
Figure 6.6. Case management service hours provided on average, by grantee



- **In total, CSPED participants received an average of 9.7 hours of employment services throughout their time in CSPED.**

On average, 5.2 of the 9.7 hours (54 percent) of employment services participants received throughout their time in CSPED were provided in a group setting, and 4.5 hours (46 percent) were provided through individual service contacts (Figure 6.7). Participants in Colorado and Texas (two grantees in the bottom half of providing total employment service hours) provided nearly all employment services individually. Participants in Ohio and South Carolina, who received the most total hours of employment services, received most of their service hours in a group format.

Figure 6.7. Employment service hours provided on average, by mode and grantee



Across grantees, the type of employment service that staff spent the most time providing to CSPED participants was group-based job readiness training. However, the employment service that the highest proportion of CSPED participants received was individualized employment assessments. Employment services with the highest levels of uptake, other than job readiness and individualized employment assessments, included facilitated and self-directed job search, job development services, and resume and cover letter training. Between 40 percent and 70 percent of participants who received an employment service contact of any type received these services.

In contrast, in most grantees, few participants received employment services intended to provide them with skills for specific jobs.[38] As shown in Table 6.2, almost 12 percent of participants received one or more service contacts related to vocational training; almost 3 percent received any services related to on-the-job training; and almost 2 percent received any services related to

[38]CSPED case managers were trained to record assistance provided to a participant to obtain on-the-job training, short-term job skills training, and vocational training in GMIS. They were also trained to record the length of this training.

short-term job skills training. One noteworthy exception, however, was California, in which 34 percent of participants received one or more service contacts related to vocational training.

Table 6.2 Employment training services

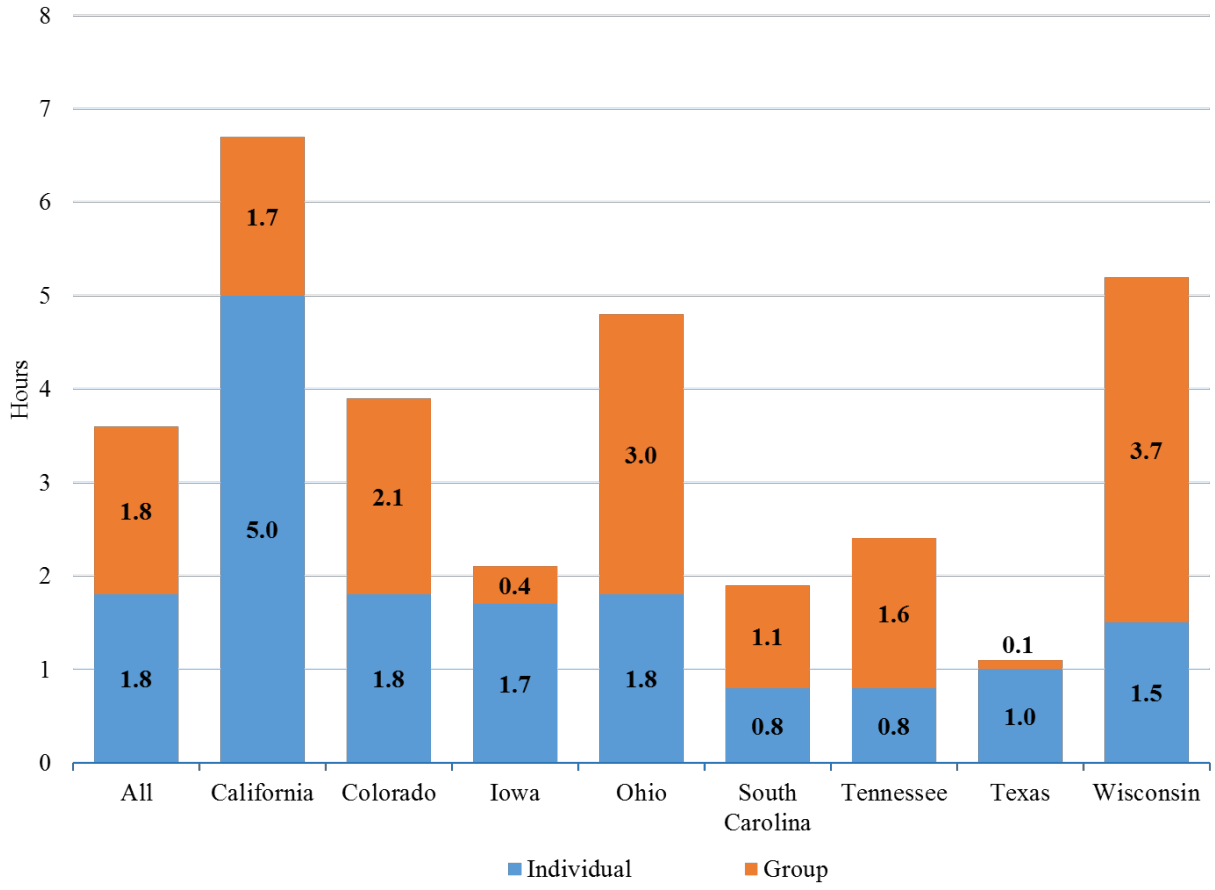
	Grantee								
	All	CA	CO	IA	OH	SC	TN	TX	WI
One or more short-term job skills training-related services (%)	1.7	0.6	0.4	5.8	1.8	4.0	1.2	0.2	0.8
Total who received short-term job skills training-related services (*n*)	86	4	3	37	9	19	9	1	6
One or more on-the-job training-related services (%)	2.7	14.0	0.5	0.2	0.0	2.9	2.3	0.0	0.8
Total who received on-the-job training-related services (*n*)	137	93	4	1	0	14	18	0	6
One or more vocational training-related services (%)	11.8	34.2	9.5	8.2	3.1	8.0	8.3	0.0	18.5
Total who received vocational training-related services (*n*)	600	227	71	52	16	38	63	0	13
All participants (*N*)	5,086	664	749	637	511	476	755	579	715

- **In total, CSPED participants received an average of 3.6 hours of enhanced child support services throughout their time in CSPED.**

Enhanced child support service hours were split equally between individual and group-based services. Participants in Texas received less than a third as many hours of enhanced child support services as the average—1.1 hours. In contrast, participants in California received nearly twice as many hours as the average—6.7 hours (Figure 6.8).

Across grantees, the type of child support service that staff spent the most time providing to CSPED participants were group-based informational services related to child support. The child support service that the highest proportion of CSPED participants received was a case review.

Figure 6.8. Enhanced child support service hours provided on average, by mode and grantee

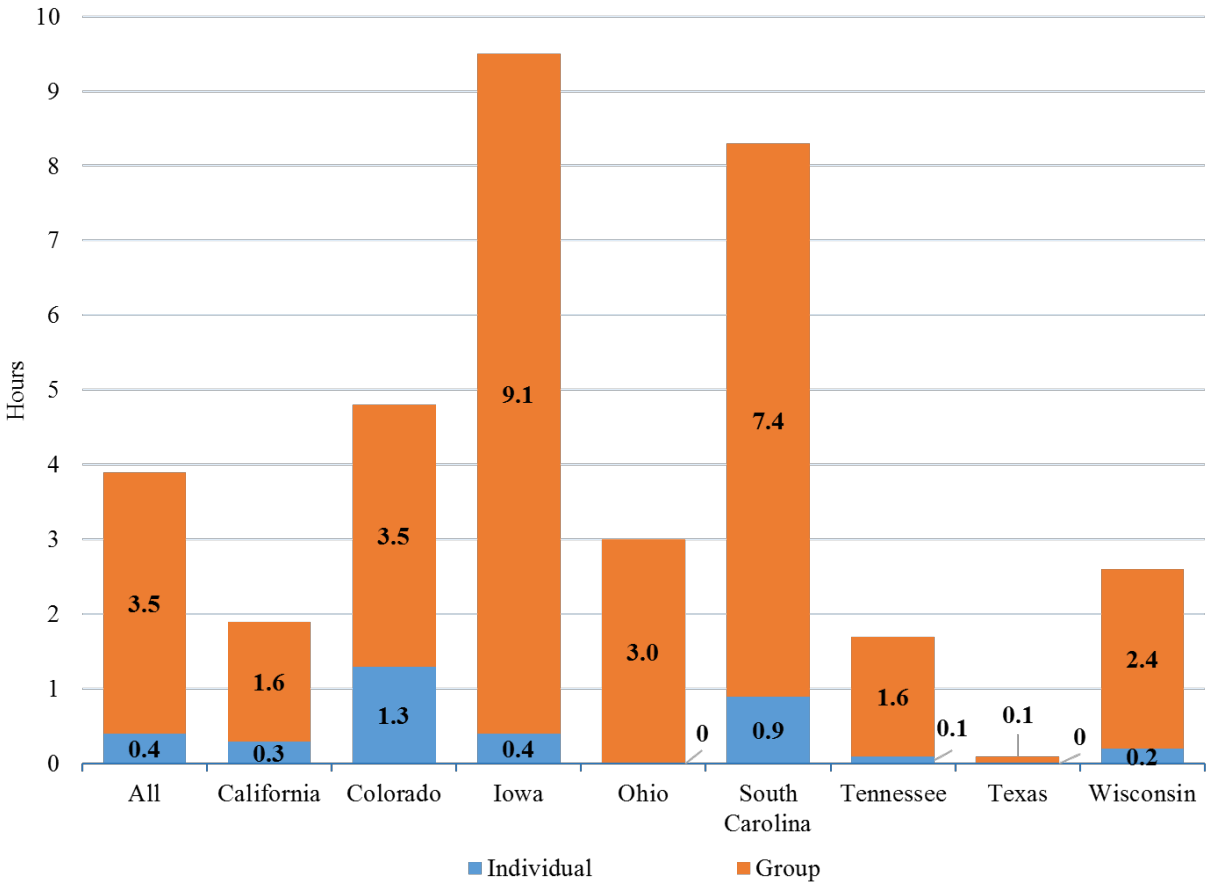


- **In total, CSPED participants received 3.9 hours of parenting services throughout their time in CSPED.**

Ninety percent, or 3.5 hours, of parenting services time received by CSPED participants was provided through group-based sessions. Participants in Texas and Tennessee received far fewer hours of parenting services than the average; in Tennessee, participants received 1.7 hours of parenting services throughout the duration of their participation in CSPED; participants in Texas received 0.15 hours (9 minutes) of parenting classes averaged across participants. In contrast, participants in Iowa and South Carolina received more than twice the hours as the average, for an average total of 9.5 and 8.3 hours, respectively, of child support services provided in a group or individual format (Figure 6.9).

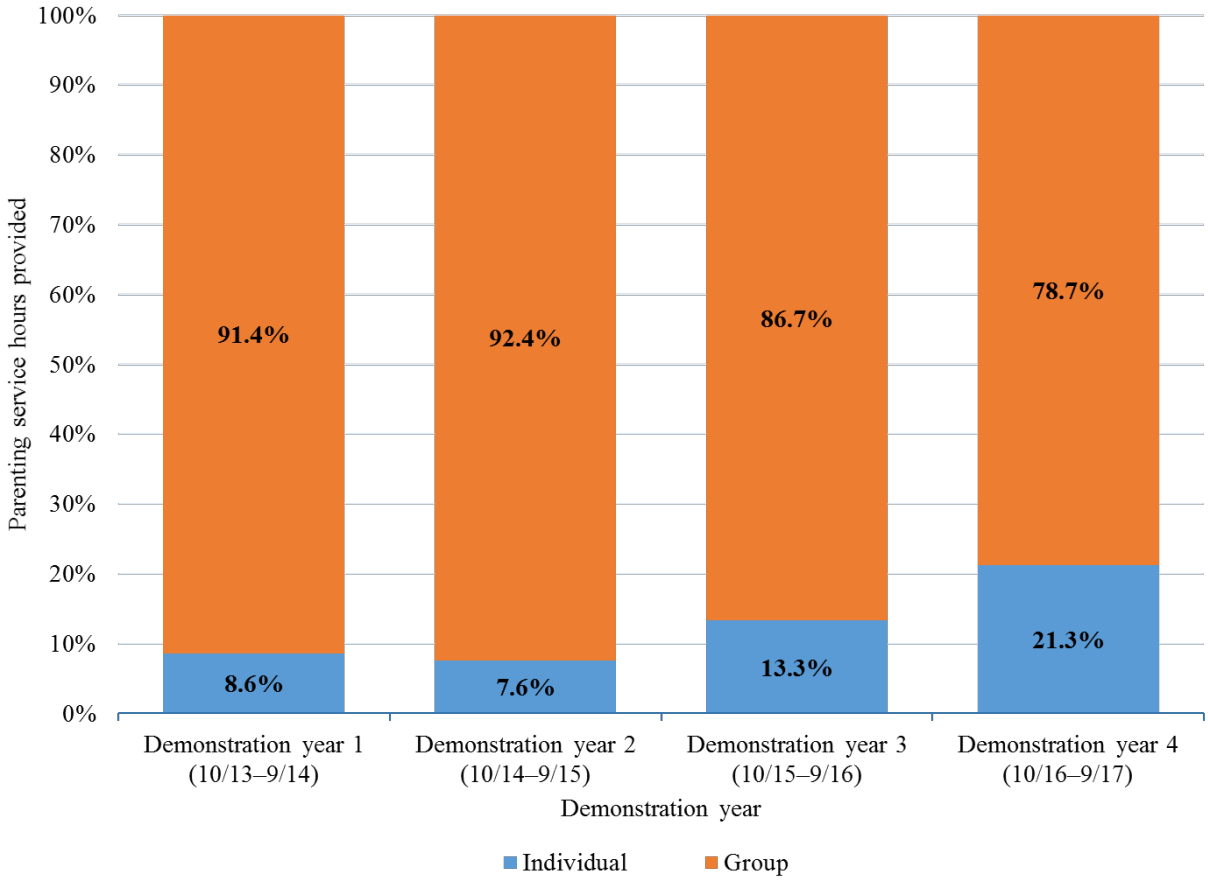
Across grantees, the type of parenting service that staff spent the most time providing to CSPED participants was group-based parenting classes; this was also the parenting service that the highest proportion of CSPED participants received.

Figure 6.9. Parenting service hours provided on average, by mode and grantee



Though participants spent most of their time in group-based classes throughout the entire demonstration period, a greater percentage of parenting hours were provided through individual contacts in the last two years of the demonstration relative to the first two years of the demonstration (Figure 6.10). (See Chapter 5 for a discussion of changes to the format of parenting classes over time.)

Figure 6.10. Parenting service hours, by mode and demonstration year



F. Other services provided

As described in Chapter 5, grantees provided services in addition to those in the four core service domains. Participants spent on average 9 percent of their time, or 1.9 hours, engaged in these other services.

- **Twenty-one percent of participants took part in a group session in which domestic violence was discussed.**

One-fifth of CSPED participants overall took part in a group-based class through CSPED in which domestic violence was discussed as a topic. Table 6.3 shows that about 5 percent of participants took part in a service contact for assistance related to victims of domestic violence, and 3 percent received a referral for these services. About 5 percent of participants received a service contact for assistance for batterers, and 1 percent of participants received a referral for these services. In total, participants received 45 minutes of services related to domestic violence on average.

Table 6.3. Domestic violence services

	Grantee								
	All	CA	CO	IA	OH	SC	TN	TX	WI
Average total time spent in domestic violence services (hours)	0.8	0.1	0.7	0.1	3.4	1.8	0.3	0.1	0.5
Individual service contacts									
Received one or more service contacts related to victim services (%)	4.8	0.5	0.7	3.0	38.7	0.6	0.1	0.2	1.7
Received one or more service contacts related to batterer services (%)	4.9	0.8	1.3	0.5	41.5	0.8	0.0	0.0	1.8
Referrals									
Received one or more referrals for domestic violence services (%)	2.9	1.1	1.5	1.6	15.7	0.6	0.0	0.0	4.8
Received one or more referrals for batterer services (%)	1.1	0.5	0.7	0.2	7.8	0.0	0.0	0.0	0.8
Group services									
Participated in one or more group sessions related to domestic violence (%)[a]	21.3	0.0	12.3	0.0	75.7	61.3	14.6	4.7	24.6

[a]Though two grantees did not record any service hours for group-based domestic violence services, all parenting curricula included domestic violence as a topic area. It is possible this discrepancy resulted from a reporting error.

- **Thirty-two percent of CSPED participants received financial literacy education, and 17 percent received help with parenting time.**

Other frequently provided non-core services were assistance for participants seeking help with parenting time and financial literacy education. Nearly one-third of participants received financial literacy or economic stability education, most commonly in Iowa and South Carolina, which had incorporated these classes into their standard curriculum for all participants. On average, participants received 4.5 hours of financial literacy or economic stability service hours in Iowa and 6.8 hours in South Carolina.

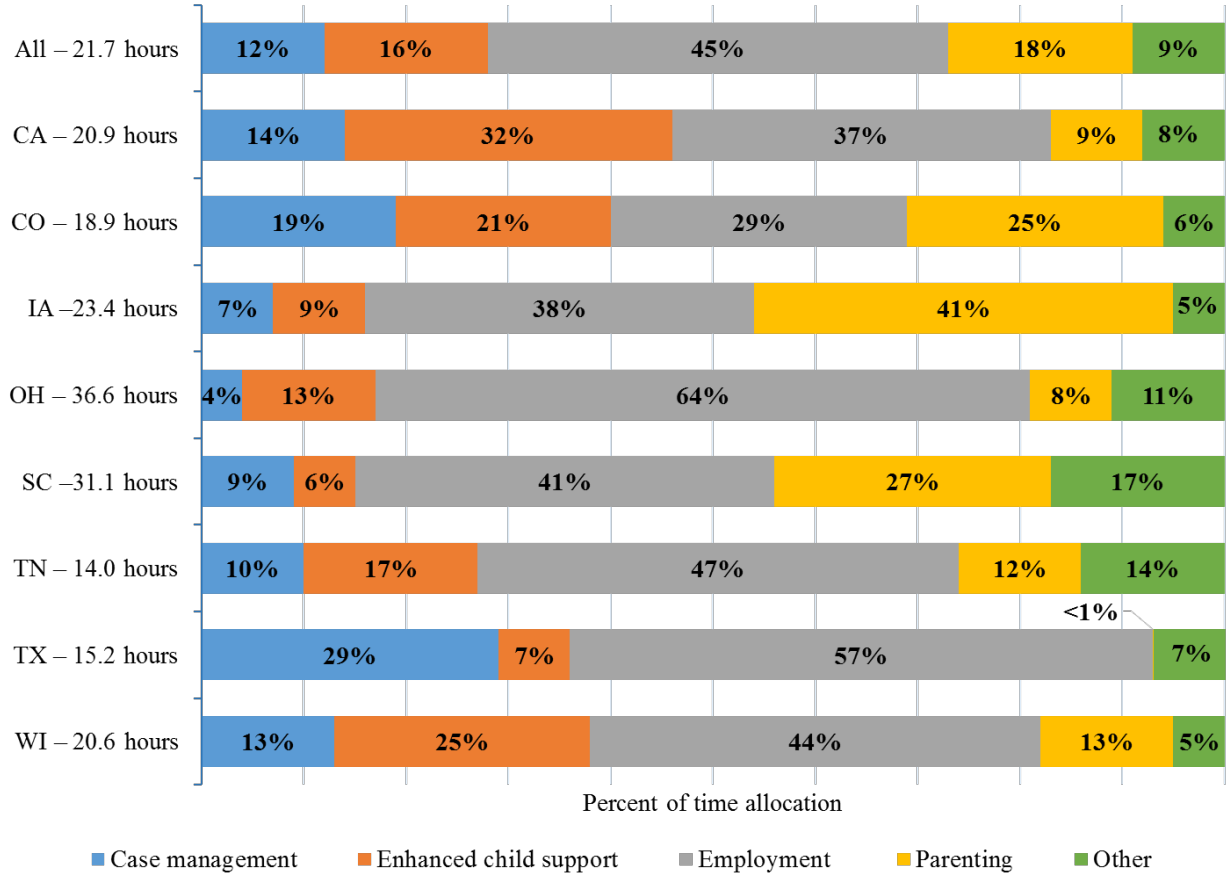
Seventeen percent of participants across grantees received assistance with parenting time. Participants received the most assistance in Colorado (26 percent of participants) and South Carolina (47 percent of participants)—grantees with resources already available in the community to facilitate the service. On average, participants received seven minutes of parenting time service assistance in Colorado and 11 minutes in South Carolina.

G. Distribution of service hours[39]

- **CSPED participants received an average of 21.7 hours of services throughout their time in CSPED, and spent most of that time engaged in CSPED employment services.**

Including services delivered in individual and group formats, on average across grantees, participants spent nearly half of their time throughout their participation in the program on employment services; 18 percent on parenting services; 16 percent on enhanced child support services; 12 percent on case management services; and 9 percent on other types of services (Figure 6.11).

Figure 6.11. Time allocation across CSPED services, by content area



Note: Due to rounding, percentages may not always appear to add up to 100%.

[39]As most participant hours occurred during the first year of service provision, we have replicated these analyses in Appendix E, limited to the first year of a participant's time involved in CSPED.

- **CSPED participants received, on average, 24 percent of the 16 hours of parenting services OCSE intended for participants to receive during the demonstration period.**

OCSE did not require a specific number of hours per participant for any category of service other than parenting. In the domain of parenting, OCSE specified that participants were to receive 16 hours of services. On average, CSPED participants received only 24 percent of the total hours OCSE intended for participants to spend on parenting services—3.5 hours in group services, as intended, and 0.4 hours receiving individualized services. Participants in Iowa and South Carolina came closest to OCSE's expectations. In Iowa, participants received 9.5 hours of parenting services (59 percent of OCSE's target) in a group or individual format; in South Carolina, participants received on average 8.3 hours (52 percent of OCSE's target).

- **The amount of service hours participants received varied substantially across service domains and modes.**

Figure 6.12 shows the distribution of individual contact minutes across CSPED participants during the full period of enrollment. The extent to which participants received a similar dosage of services varied across core service areas. Within case management and enhanced child support services, most participants received 1 to 119 minutes of services. For employment services, more participants received 0 to 29 minutes of individual services than those who received more than five hours of services. Within parenting, the vast majority of participants received no or few minutes of individually provided services.

Figure 6.12. Distribution of individual contact minutes, by service type

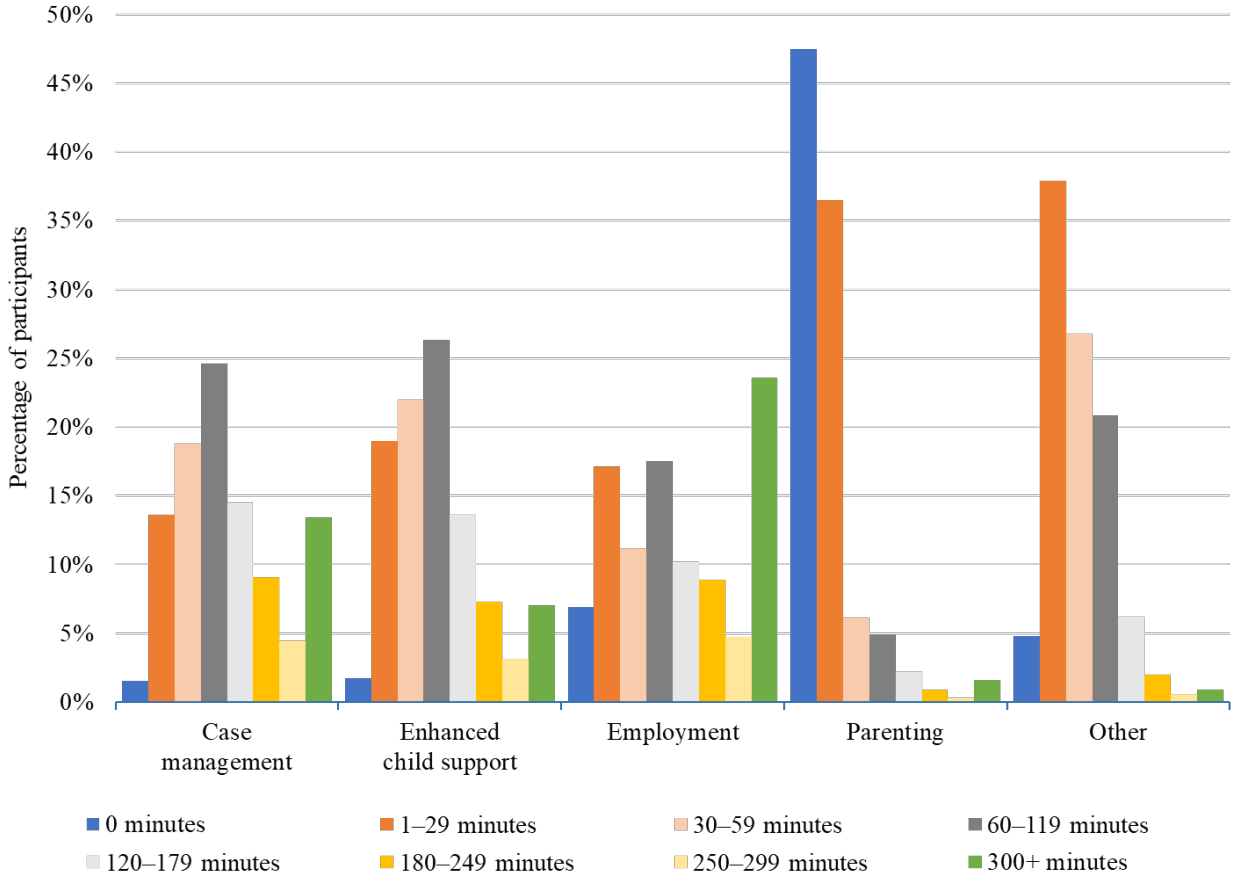
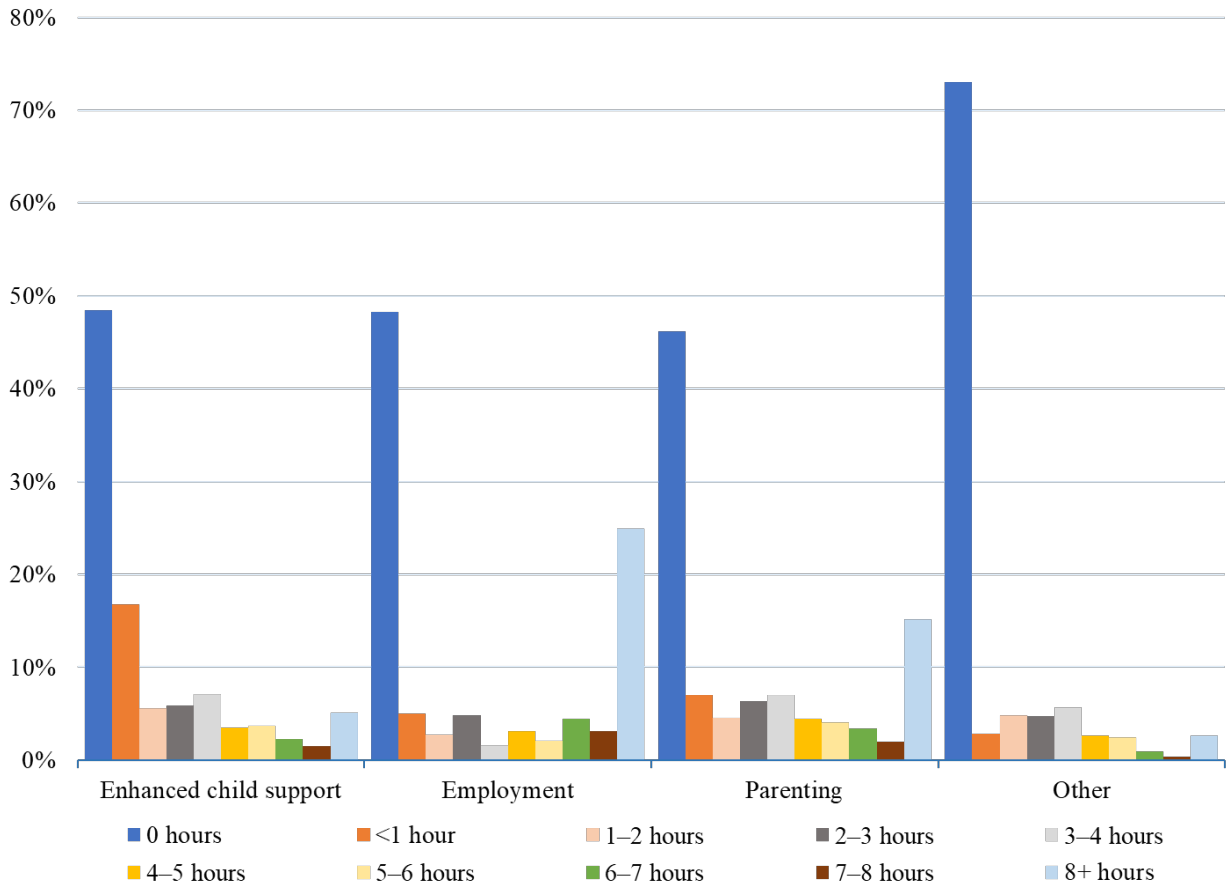


Figure 6.13 shows the distribution of group session hours across a participant's full period of participation in CSPED, across all CSPED participants. In contrast to individually provided services, most commonly across all core service domains, participants did not receive any hours of services in a group session. Among those who received any hours, most commonly, participants received more than eight hours of services.

Figure 6.13. Distribution of group session hours, by service type



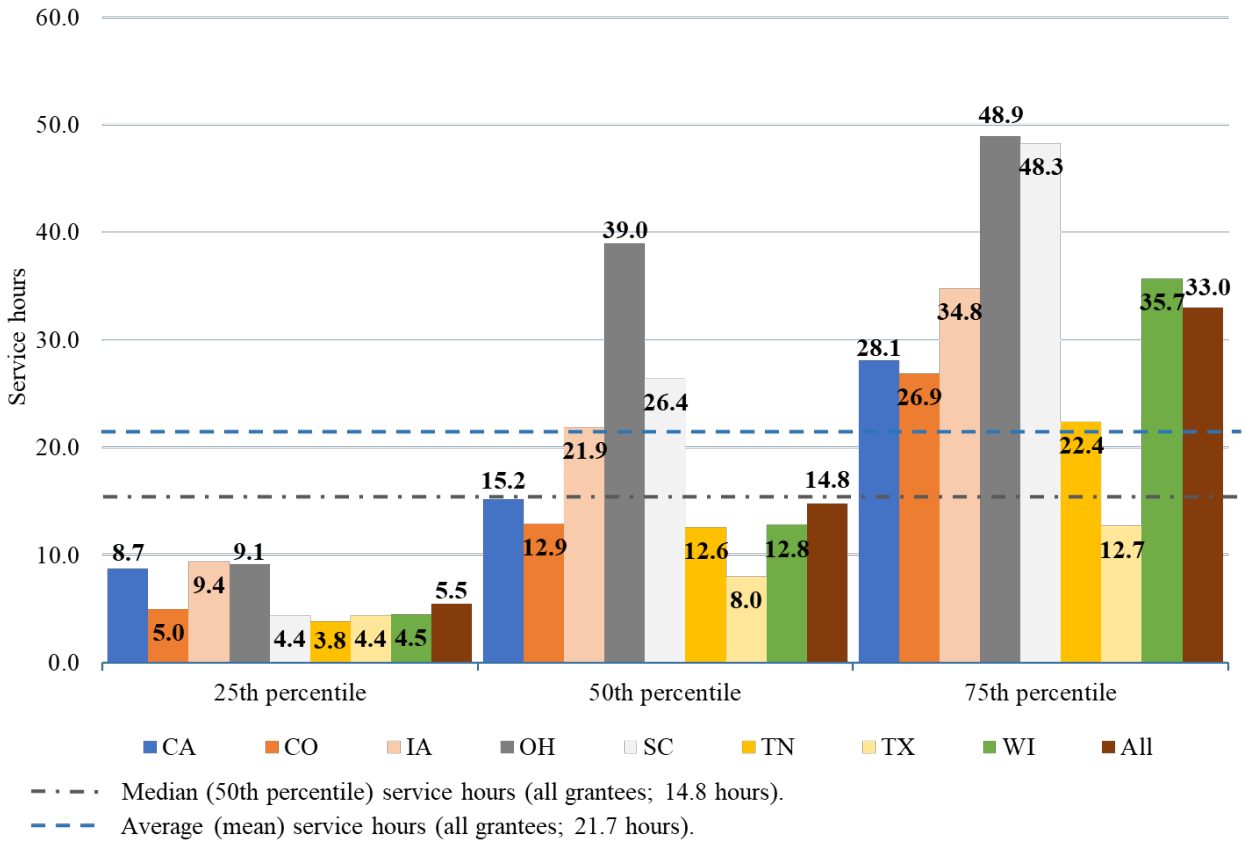
- **Across grantees, participants received an average (or *mean*) of 21.7 service hours. In contrast, participants in the *median* (or the middle of the distribution) received only 14.8 service hours.**

As previously discussed, across grantees, participants received an average (or *mean*) of 21.7 service hours. Another measure of dosage is the *median* number of service hours received, which reflects the dosage of service hours received by participants at the middle, or 50th percentile, of the distribution. In contrast to the mean, participants at the median of the distribution received only 14.8 service hours across grantees. The mean is higher than the median because it is skewed by participants at the top of the distribution. Participants at the 75th percentile of the distribution received 33 hours of services, which is nearly 2.5 times the median number of service hours. Participants at the 25th percentile of the distribution received only 5.5 service hours.

Median service hours received by participants in California, Colorado, Tennessee, and Wisconsin were nearly the same as the overall median (ranging from 13 to 15 hours). In contrast, the median service hours in Iowa, Ohio, and South Carolina were larger than the overall median

(ranging from 22 to 39 hours), and the median in Texas was lower than the overall median (eight hours) (Figure 6.14).

Figure 6.14. Service hours received within grantees



III. Referrals to Outside Services

Beyond the services offered directly though CSPED programs, grantees also made referrals to outside services to help address participant needs not addressed through their programs.[40] As described in Chapter 4, these referral sources included a wide range of needs, from housing to education to legal services. The extent to which grantees provided referrals to outside services varied across grantees.

[40]Grantee and partner staff tracked instances in which they made referrals for outside services within GMIS. However, ultimate outcomes of these referrals—for example, whether the participant pursued the referral or received services from a referral provider—were not tracked in GMIS. Therefore, the data provided in this section reflects only referrals provided by grantee staff.

- **Approximately one-third of CSPED participants received referrals from CSPED staff for a wide range of supportive services offered through community providers.**

Thirty-five percent of participants received referrals from CSPED staff. Program staff provided participants with verbal referrals slightly more often than written referrals. Most frequently, staff made referrals for education, legal services, housing assistance, and food assistance. Grantees also provided referrals for individual or group counseling services, mediation services, emergency needs, childcare assistance, and anger management services.

On average, participants received 0.7 referrals each throughout their time on CSPED. Forty-five percent of referrals were provided in writing, and 55 percent were provided verbally. Some grantees provided referrals more frequently than others. Texas provided 0.1 referrals per participant, across all program participants and types of referrals. Colorado provided an average of 1.5 referrals per participant, across all participants and referral types.

However, among those who received a referral, participants received an average of 2.4 referrals each. Among participants who received at least one referral, Wisconsin provided the most referrals, for an average of 3.1 per participant. Tennessee provided the fewest, for an average of 1.3 per participant. Table 6.4 shows referrals provided, on average across all participants and among participants who received at least one referral.

Table 6.4. Referrals provided

	Grantee								
	All	CA	CO	IA	OH	SC	TN	TX	WI
Number of referrals, on average across all participants)	0.7	0.9	1.5	1.3	0.8	0.7	0.2	0.1	1.3
Number of referrals, among participants who received at least one referral	2.4	2.1	2.4	2.8	1.9	2.9	1.3	1.6	3.1

IV. Incentives and Work Supports

To help participants engage in services and overcome barriers to work, programs also provided incentives and work supports. Incentives are rewards for attaining program benchmarks or participating in program activities. Work supports are assistance intended to help participants overcome barriers to gaining or keeping work. All grantees provided incentives and work supports to participants, though the type and number of incentives and work supports they provided varied across grantees.

Though incentives and work supports are conceptually distinguished from each other based on the reason they were provided to participants, it is possible that differences between these forms of support could be less clear in practice than described above. For example, a staff member could use a bus pass as an incentive (to reward a participant for participating in program activities, such as attending a job fair), or as a work support (to help a participant gain

employment by attending that same job fair). Staff used their judgment, their grantee's incentive plans, and information provided by the Evaluation Team during GMIS training to decide whether supports would be most appropriately categorized as incentives or as work supports, and then coded the support into one of these two separate sections in GMIS. The data presented in the rest of this section is organized according to how staff categorized supports. Data coded as incentives by staff are displayed in Section A, Incentives. Data coded as work supports by staff are presented in Section B, Work Supports.

A. Incentives

Across grantees, 74 percent of participants received at least one incentive. Ohio (99.8 percent), California (95 percent), and Iowa (94 percent) have the highest proportion of participants who received at least one incentive, while Tennessee provided incentives to the lowest proportion of participants, at 34 percent.

- **Participants who received at least one incentive were provided 4.9 incentives, on average, of all types and values. For these participants, the average worth of incentives provided to them was $149 throughout their time on CSPED.**

On average, participants received 3.6 incentives each; participants who received at least one incentive, however, received on average 4.9 each. Two grantees, Iowa and South Carolina, provided participants with substantially more incentives than average; 8.6 incentives in Iowa and 10.1 incentives in South Carolina, among participants who received at least one incentive. Tennessee provided the smallest number of incentives per participant, for an average of 0.5 incentives across all participants, and 1.4 incentives per participant who received any incentive (Table 6.5). Whereas Texas provided few incentives per participant, the value of the incentives they provided to participants was substantially greater than the value provided to participants in other grantees on average.

Table 6.5. Incentives provided

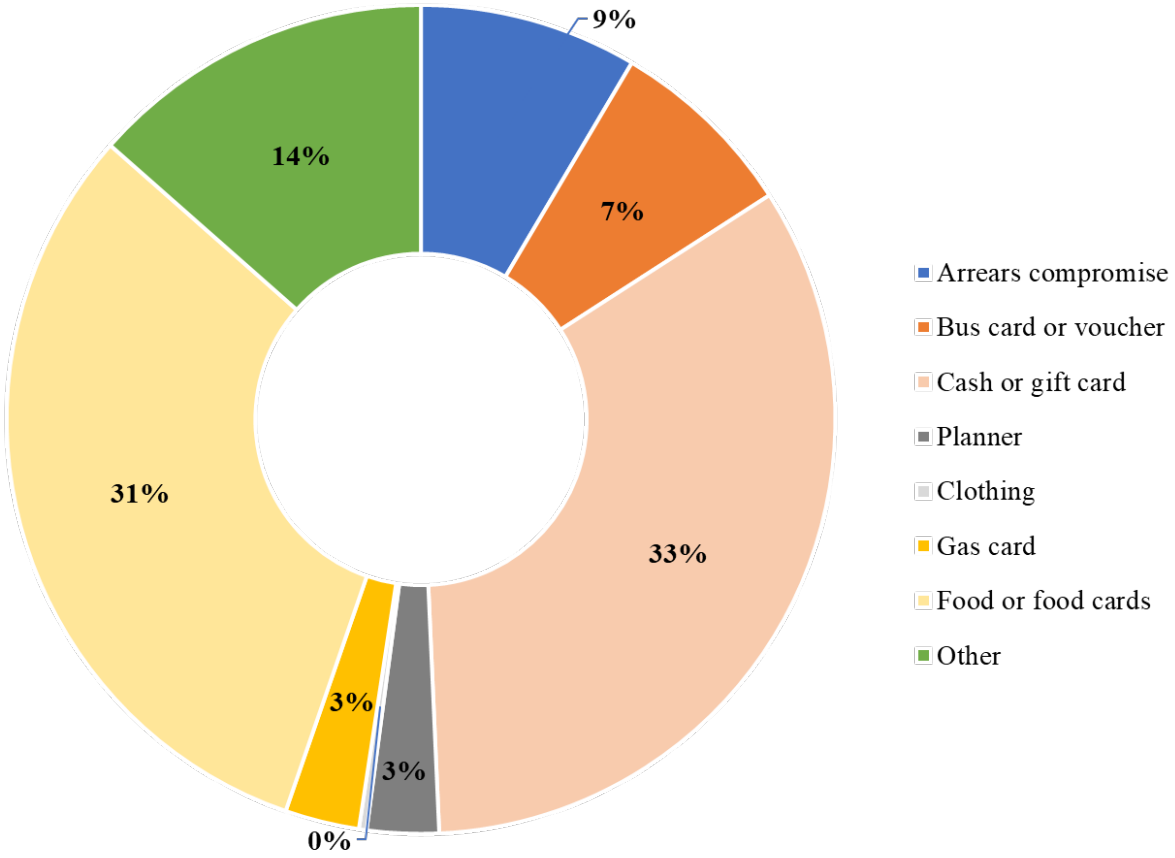
	Grantee								
	All	CA	CO	IA	OH	SC	TN	TX	WI
On average across all participants									
Number of incentives	3.6	3.8	1.6	8.1	3.9	7.7	0.5	3.3	2.1
Average value of all incentives provided to a participant[a] ($)	96	51	31	144	93	243	24	208	51
Percent of participants who received at least one incentive (%)	74	95	77	94	99	76	34	51	76
Among participants who received at least one incentive									
Number of incentives	4.9	4.1	2.1	8.6	3.9	10.1	1.4	6.5	2.8
Average value of all incentives provided to a participant[a] ($)	149	54	39	153	94	320	67	410	67

[a]Excluding arrears compromise recorded as an incentive. Incentive amounts recorded by staff as an actual value (for cash or gift cards) or the staff member's estimated value (for non-cash items).

- **Grantees provided a range of incentives for meeting an assortment of milestones.**

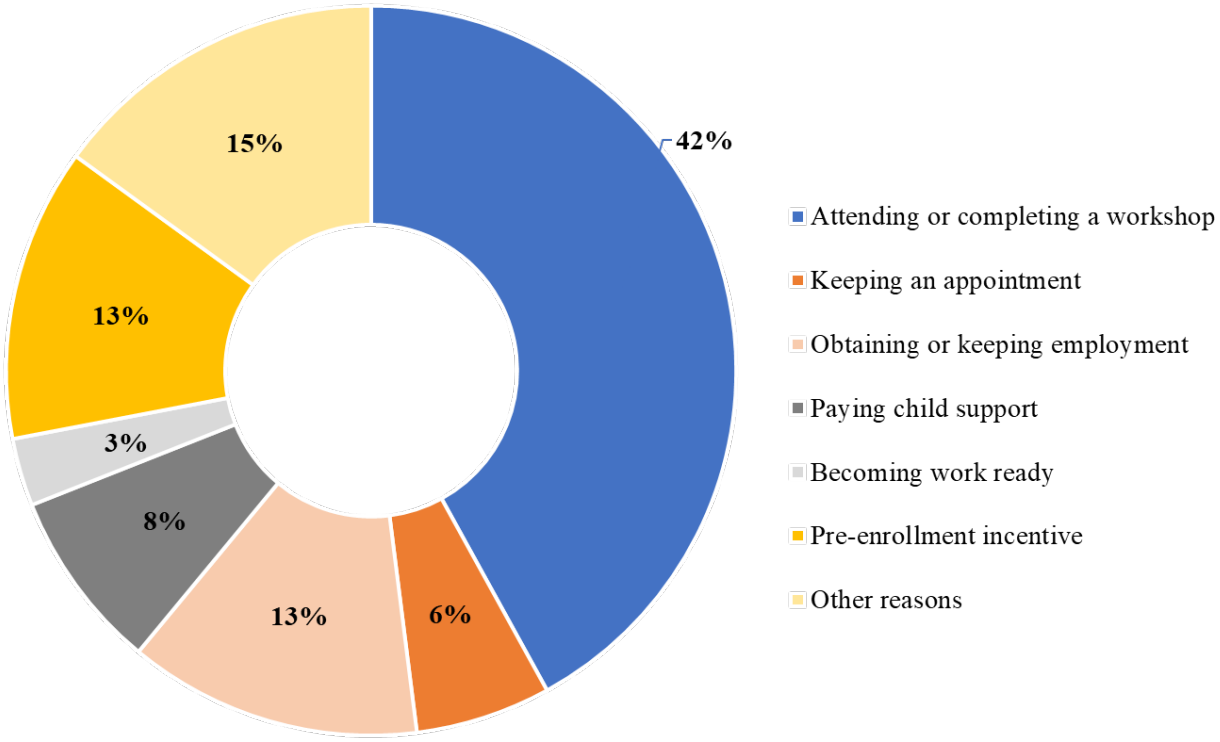
Over 30 percent of all incentives provided were for food or gift cards specifically for food. Other commonly provided types of incentives included cash or gift cards, transportation-related incentives, and compromise of arrears (Figure 6.15). Some grantees, such as Texas and California, provided incentives through gift cards and cash far more frequently than other grantees. South Carolina and Iowa programs provided food as an incentive more frequently than in other grantees, while Wisconsin and Iowa programs provided clothing more frequently.

Figure 6.15. Types of incentives provided to participants (across all incentives provided)



Across grantees, the actions triggering incentives also varied. In accordance with the incentive plans developed by each grantee at the outset of the demonstration, programs most frequently provided incentives for attending or completing workshops. Other common reasons for giving incentives included enrolling in CSPED and obtaining or keeping employment. Less often, programs provided incentives for paying child support, keeping an appointment, and becoming work-ready. Iowa, South Carolina, and Wisconsin reported providing incentives for completing workshops more frequently than other grantees, whereas Iowa and Colorado did so for keeping appointments. Iowa provided more incentives for obtaining employment than other grantees, and Wisconsin did so for paying child support. Figure 6.16 shows the reasons for providing incentives (across all incentives provided).

Figure 6.16. Reasons for providing incentives (across all incentives provided)



B. Work supports[41]

While grantees used incentives to motivate and reward participants, they used work supports to help participants gain and keep employment. Work supports were provided to fewer participants than incentives, though the extent to which grantees used work supports varied. Across grantees, 36 percent of participants received at least one work support. The highest percentage of participants receiving at least one work support were in Colorado (72 percent) and Wisconsin (70 percent). In Iowa, 4 percent of participants received one or more work supports.

- **All grantees provided work supports to participants, though the types of work supports, as well as the number and cash value of those work supports, varied across grantees.**

On average, each participant received 1.8 work supports; participants who received at least one work support, however, received on average 5.4 each. Colorado provided the most work supports to participants, for an average of over five supports per participant. California, Iowa, Ohio, and

[41]Data included in this section reflect all work supports recorded in the work support section of GMIS, in which staff were prompted to record the work support type, amount, and provision date. Data do not reflect instances in which staff recorded work supports as a component of an individual service contact, which typically did not include the work support type, amount, or date of provision.

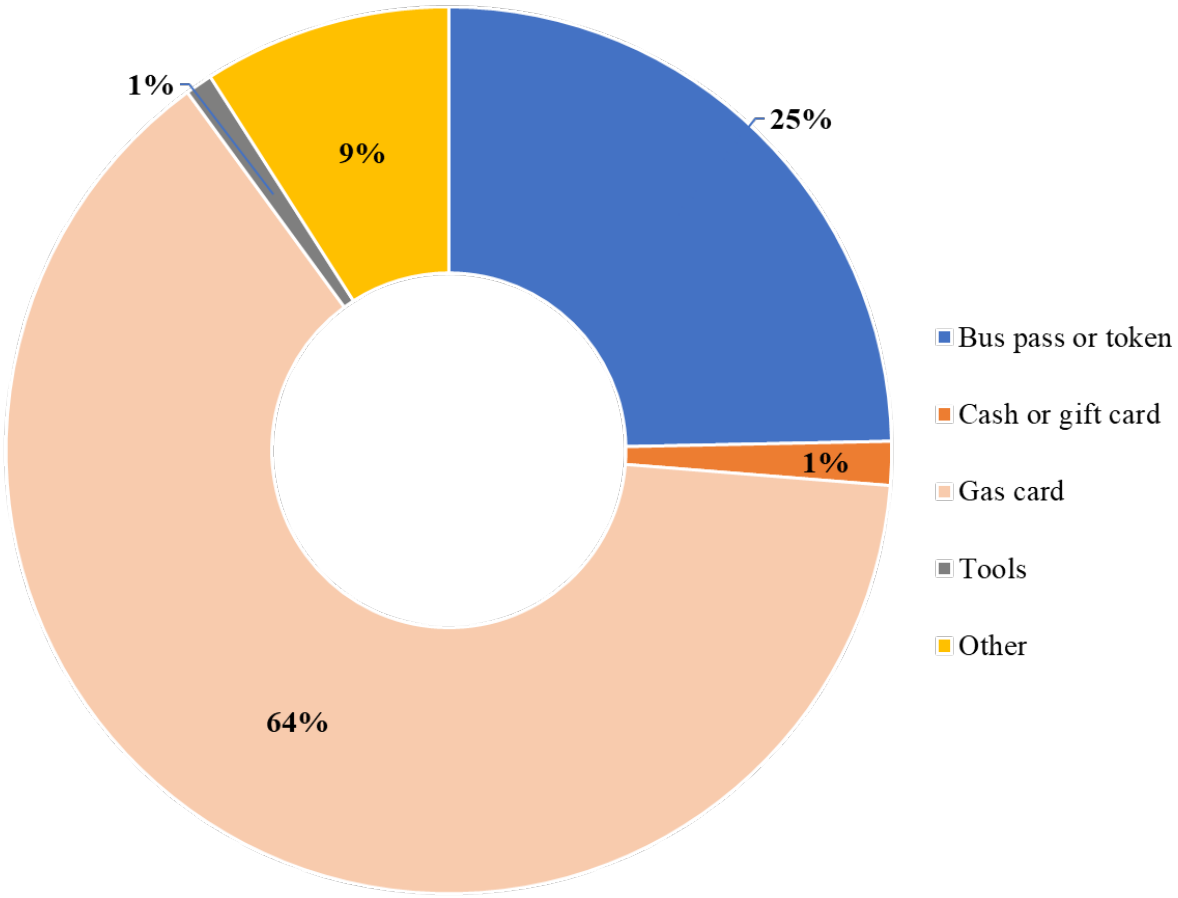
South Carolina provided fewer than one per participant on average. Colorado also provided the highest average value of work supports per participant, averaging $336 in work supports for each program participant. In contrast, Ohio and South Carolina spent less than $10 in work supports per person on average, and less than $65 on those who received any work supports (Table 6.6).

Table 6.6. Work supports provided

	Grantee								
Average per participant	All	CA	CO	IA	OH	SC	TN	TX	WI
Average across all participants									
Number of work supports	1.8	0.2	5.6	0.1	0.2	0.1	2.0	2.8	3.3
Average value of all work supports provided to a participant ($)	89	31	336	3	8	5	48	115	95
Percent of participants who received at least one work support (%)	36	11	72	4	13	8	41	50	70
Among participants who received at least one work support									
Number of work supports	5.4	1.6	7.8	1.4	1.8	1.6	4.9	5.6	4.6
Average value of all work supports provided to a participant ($)	245	286	468	78	62	54	116	231	135

Most frequently, these supports consisted of bus passes and gas cards. Less frequently, programs provided tools, clothing or uniforms, or gift cards for food (Figure 6.17).

Figure 6.17. Types of work supports provided



V. Conclusion

CSPED grantees provided an array of services to participants across multiple domains. Nearly all participants received at least one service contact; most received at least one in each core service domain. On average, participants received 21.7 hours of services overall. They received an average of 9.7 hours of employment services, 3.9 hours of parenting services, 3.6 hours of child support services, and 2.6 hours of case management services. Grantees varied in the service dosage provided within and across core service domains.

Chapter 7: Lessons Learned

OCSE awarded grants to eight child support agencies to participate in CSPED, a national demonstration of a new approach to increase child support payments among unemployed noncustodial parents. These grantees encountered a similar set of challenges as they implemented this new approach. Their efforts to address these challenges provide an opportunity to learn about factors that helped them overcome implementation challenges and supported their implementation efforts. Further, they help inform how to best sustain the efforts enabled by CSPED, both within the child support agencies and in other areas.

I. Key Challenges and Strategies for Overcoming Them

Implementation challenges have been identified throughout this report. The following reflects those challenges that were systemic and would need to be addressed in any effort to implement a similar program.

- **Enrolling enough participants to meet OCSE's enrollment targets was more difficult than expected.**

For most grantees, meeting monthly enrollment targets remained an ongoing challenge throughout the grant period. Grantees found that recruitment sources they expected to be highly productive, such as court-based referrals and mass mailings, yielded far fewer enrollments. Additionally, many grantees underestimated the number of staff required to generate high-quality referrals and recruit participants. Further, all grantees that did not meet enrollment targets faced external constraints, including having only one site from which to recruit participants, delayed implementation, and challenges related to the pace of court filings.

To address recruitment challenges, grantees brought on new, dedicated recruitment staff and engaged enforcement workers as referral sources. They also expanded eligibility criteria to allow more participants to enroll, broadened their array of referral sources and recruitment strategies, and worked with court staff to arrange additional dockets for potentially eligible participants. Grantees that used a broader array of sources, spread referral responsibilities across staff, and engaged in proactive rather than passive recruitment strategies had greater success meeting enrollment targets.

- **Child support's "negative reputation" among participants introduced recruitment and engagement challenges, especially early on.**

CSPED was a child support-led demonstration, which helped recruitment by making it easier for staff to identify the population of interest. Tasking child support staff with recruitment streamlined the process and kept child support as the focus of the demonstration. However, many participants did not trust the child support program at the outset of the demonstration. Some participants had negative prior experiences with child support due to its role as an enforcement agency. Sometimes child support's negative reputation made it difficult for partner agencies to

engage participants after enrollment. Participants often did not initially believe the program would be beneficial.

To address this challenge, grantees employed a number of strategies. These included placing child support staff in publicly accessible offices, rather than behind locked doors; changing mailing and marketing materials; and finding ways to engage partners in recruitment without handing over the task. For example, some grantees involved employment or fatherhood partners in court-related processes; others appeared at community events with partners.

CSPED programs also leveraged participants' positive or neutral perceptions of partner agencies to facilitate engagement in program activities after enrollment. CSPED partner staff invested effort in the beginning of their relationships with participants, in order to help establish participant trust. To establish rapport, many employment and parenting partners stated that they "put most of their handholding" at the front end of the process; they made phone calls prior to meetings and workshops, and followed up if participants missed sessions or weren't engaged in services. Having partner agencies actively engaged in building rapport with participants helped bridge the gap between participants and child support agency staff, and demonstrated the importance of partnering with strong and respected service providers. Child support staff also worked to establish a rapport with participants by meeting with them and listening to their perspective as a gesture of respect. They also joined employment and parenting partners at some of their sessions, to engage with participants and to display a "unified front" across providers.

> *I KNOW the culture has changed over at [child support]. I know it. Because they have to sit and talk to these people. You know what I'm saying? They had to become fatherhood, not [child support]. It gave [the Project Manager] and them a chance to see that [the NCPs] are really trying. I'm not saying that they didn't care before. But now they say, 'OK, I should look at this person a little more…' it shows that everyone needs to be listened to.*
>
> —Employment and parenting partner

Another strategy used to encourage engagement was to have CSPED participants share their program experiences with other individuals in the program and community. Most grantees used this approach and commented on its success. Several created videos highlighting the positive experiences of CSPED participants.

- **Lack of buy-in from child support staff, especially early on, contributed to recruitment challenges and difficulty modifying child support orders as grantees intended.**

Although most of the child support staff who worked exclusively on CSPED embraced the program, attitudes among the broader child support staff were mixed, particularly at the start of the demonstration. Some child support workers resisted the changes needed in order to implement CSPED as intended. Lack of buy-in also resulted in recruitment difficulties early on, as child support staff who were not invested in the program did not prioritize making high-

quality referrals to CSPED. Modifications were not always processed as quickly as grantees hoped, for those that depended on regular child support staff to process modifications.

Successful strategies for increasing buy-in among non-CSPED child support staff included highlighting CSPED participant success stories, and disseminating information on child support receipt trends over time. Several grantees found it helpful to share newsletters and emails about CSPED participant progress to child support staff. Grantees also found that as child support staff saw participants they worked with having success in the program, their views towards the program became increasingly positive.

- **Turnover among CSPED frontline staff challenged CSPED programs' abilities to implement consistent and intensive services.**

As noted in Chapter 4, all grantees experienced turnover among frontline staff, with the majority of grantees and partners experiencing multiple staff changes throughout the demonstration period. Turnover, especially when unanticipated, contributed to difficulties such as inconsistent service delivery and service interruptions. Staff reported that disruptions resulting from turnover caused some participants to become frustrated and disengaged, especially when participants made concerted efforts to engage in program services but were not able to access them.

In contrast, programs with relatively consistent staffing throughout the demonstration found this continuity helpful for service delivery. Having consistent staff helped build rapport between staff and participants, which led to participants trusting CSPED staff and opening up about the challenges they faced. Consistent staffing also allowed staff to witness program benefits, which strengthened their dedication and commitment to the goals of CSPED.

To buffer the negative consequences of turnover, some grantees and partners trained backups for certain roles, so that when one staff member left, another member of the CSPED team could step in to facilitate consistency in services. They also developed transition plans early, established mechanisms for replacing staff quickly, and had other CSPED and non-CSPED workers temporally fill roles while they hired new staff.

- **Many CSPED participants had multiple and complex barriers, some of which were beyond the scope of CSPED. Staff reported that these barriers made it difficult for some participants to engage in program services and obtain employment.**

Many participants faced multiple serious challenges to finding work and engaging in program services, including unstable housing, mental health issues, substance abuse problems, criminal records, literacy needs, lack of transportation, lack of health insurance, food insecurity, and spotty work histories. CSPED programs were not designed to address all of these challenges.

Program staff made referrals to community resources to help address these challenges when they were aware of them, and resources were available. Some grantees actively screened for needs and connected participants to programs and resources that could help. However, services to help with these concerns, particularly housing, mental health, and substance abuse-related issues, were lacking in many communities in which grantees operated. This created challenges for frontline staff who often found that these fundamental needs had to be addressed before

participants could engage in program services and achieve adequate personal stability for obtaining and maintaining employment. In general, most grantees and partners found that they could not address all of the needs participants had.

- **Growing caseload sizes and participants with multiple, complex needs challenged case managers' ability to implement services.**

Many participants had multiple complex barriers to employment, requiring more intensive case management. This created variations in the intensity of services offered at various points in time, at different sites, and across different case managers. Similarly, case management services were intended to be intensive in nature, but several grantees found that high caseloads limited case managers' ability to consistently engage in case reviews and follow up with participants. In some instances, understaffing contributed to burnout among staff who struggled to keep up with their caseloads and who were required to take on multiple roles throughout the demonstration.

A promising strategy identified by CSPED grantees to address this challenge was implementation of an integrated case management approach, in which child support staff and partner staff worked together to provide overall case management in addition to their case management services within their respective domains. This approach allowed CSPED staff to spread their resources across staff members and agencies. For example, if one staff member was not able to reach a participant, or if a case manager was out sick, or there was turnover within an agency, staff at the other agency would help out. This approach also facilitated continuity of services because more than one person was aware of the participant's case and progress. Programs also hired additional staff, and created new roles, to help address demanding workloads and meet participant needs.

- **As a child support-led, employment-focused demonstration, CSPED parenting services were sometimes regarded as secondary, contributing to low levels of participant engagement in parenting services.**

CSPED's primary aim was to increase child support payments by helping participants become employed. This prioritization may have contributed to participants' lack of engagement in parenting services. For example, when participants who were already working, or found work while in the program, encountered conflicts between the timing of parenting classes and their work schedules, participants were generally allowed to miss parenting classes. Some parenting staff observed that this prioritization also contributed to participants who encountered other conflicts or did not "feel like going" missing classes, with more concern given to participation in other program activities.

Other barriers to engagement in parenting services included lack of transportation, childcare responsibilities, the duration of classes, and participant feelings about being in a classroom environment about parenting.

Strategies grantees and partners employed for overcoming this lack of engagement included re-branding parenting classes as central to the program, offering individual make-up sessions for

group classes, and modifying the times at which CSPED services were offered to work better for CSPED participant schedules.

- **Many participants wanted greater access to their children, yet few grantees could offer direct assistance.**

Many participants had difficulty gaining access to their children because of poor or nonexistent co-parenting relationships with the custodial parent. Across grantees, some reported that participants did not want to pay their child support if they could not spend time with their children. In most states where CSPED grantees operated, child support programs did not have a role in setting parenting time orders, or in helping noncustodial parents with parenting time issues. While some grantees were able to help with mediation, parenting time, and legal aid needs through partners or outside grants, most grantees were not able to provide additional support in these areas.

Grantees that had the most success providing support with parenting time had separately funded programs already available in the community. As a promising strategy to help participants gain greater access to their children, fatherhood staff in one grantee helped participants prepare the paperwork needed to file parenting time requests with the court on their own behalf once they completed the parenting curriculum. Two grantees offered mediation services to help address parenting time and co-parenting relationships if custodial parents were willing to take part in services.

II. Key Lessons Learned

CSPED provided the opportunity to learn from grantees about factors that supported implementation and helped grantees overcome implementation challenges.

- **Adopting a child support agency leadership structure is consequential. It can facilitate access to the target population, maintain focus on child support-centered outcomes, address noncustodial parents' child support issues, and change perceptions of child support agencies.**

In all grantees, child support acted as the lead agency, and child support agencies partnered with employment and fatherhood organizations to deliver services. Though not without challenges, this model played a crucial role in implementing the work of the grant, as well as altering how participants viewed child support agencies.

Having child support in the lead facilitated recruitment because child support staff were able to identify and access the target population. Child support staff were also well positioned to understand the full context of often-complex families. Further, child support agencies were uniquely able to address the challenges participants experienced as a result of the child support program itself, such as removing holds on participants' driver's licenses and reviewing orders for consistency with a participant's ability to pay.

This child support-led structure allowed child support outcomes, rather than the unique goals of partners, to remain the focus of the demonstration. It helped to clarify which agencies were ultimately responsible for different aspects of the grant, and allowed partners to focus on their particular areas of expertise.

> *Right now, [child support] is one of the biggest barriers that a lot of our clients have. We can help them to become self-sufficient, which is also going to lead into… if they are paying their support, mom gets off of assistance, which is maybe helping them to avoid child welfare issues. I think it starts here and trickles.*
>
> —Site manager

As this new approach to serving noncustodial parents took hold, the reputation of child support agencies within the community began to shift. Stated one fatherhood facilitator, "Now they are seeing that child support actually cares about them. They are trying to do things that help them, support them. That's just a whole different dimension to their relationship."

As demonstration leaders, child support agencies also had to look beyond their traditional core enforcement function to identify additional partners and community resources to help participants become successful.

> *I think that it motivated us to be more aware and look more and educate ourselves more… if it wasn't our goal to know all of the resources, we'd still just be focused on child support collections.*
>
> —Site manager

Having child support agencies in the lead also helped child support staff to see themselves as change agents, proactively leading the charge towards a new approach to serving families, as the community's perception of child support also changed. Stated one Site Manager, "I think it brought us to the table. Us doing this, us leading this effort, let everyone in the community know what we are about."

- **Recruiting large numbers of participants into child support-led, service-focused programs requires creativity to reach and enroll the target population.**

Grantees that expected to rely on a single referral source or recruitment strategy particularly struggled to meet enrollment targets. Additionally, grantees that planned to recruit using passive strategies, such as relying heavily on mailings, found that they needed to transition to proactive outreach strategies when their initial plans failed to yield a sufficient number of noncustodial parents to meet monthly enrollment targets.

To address these challenges, grantees expanded upon their planned outreach strategies. In many cases, grantees began leaning more heavily on child support staff to generate referrals. Many grantees tried to incentivize staff referrals with mixed results. In some cases, grantees hired or reallocated staff to help meet enrollment targets. Over time, some grantees found participant word-of-mouth to be a successful referral strategy. Grantees that planned to recruit exclusively through court-based processes had to implement other strategies as well. They added additional court docket dates, expanded efforts to include court dockets aimed at new populations, such as establishment dockets, and expanded efforts to engage in recruitment outside of court.

Additionally, grantees that had the most success meeting OCSE's targets recruited from multiple implementation sites, expanding the population available for recruitment.

- **Cross-agency programs, such as CSPED, require strong partnerships and thoughtful communication strategies, which are easier to facilitate if prior relationships exist.**

OCSE tasked CSPED grantees with developing partnerships with employment and parenting organizations in order to implement the work of the grant. Developing these partnerships required frequent meetings to align visions and goals and to establish clear communication structures. CSPED grantee and partner staff recognized the value of these partnerships, considered them strong, and felt collaboration was essential to their ability to provide CSPED services.

> *Each partner is doing what they do best, and that is why it works in our state.*
>
> —Project director

Determining responsibilities, reconciling differences of opinion between case managers, and ensuring integration of all services was challenging. However, grantees that attempted to have one case manager take over responsibilities for all core services quickly learned that such a model was not sustainable; partnerships were essential to success. Partnerships reinforced a consistent message with CSPED participants, facilitated participant retention and re-engagement through multiple points of contact with participants, allowed CSPED participants to practice skills learned within each core service area across multiple settings, and allowed CSPED programs to fill in service gaps due to staff turnover. It also broadened access to non-CSPED partners by leveraging the full network of both grantees and partners. Stated one child support agency director, "One person can't do it all… they need a partner. And that was kind of the intent [of the grant], right?"

> *I think the thing about a partnership is that it is important to have the relationship in place before you bring the project along. I think it's a little bit like being married before you have children. Because if you can develop that relationship, and develop trust and common vision and common values, apart from the work at hand, because the work at hand can get messy and hard… then you can kind of weather the rough spots. But if the relationship is fractured, you won't be able to.*
>
> —Fatherhood partner

Further, grantees and partner agencies with preexisting relationships were more efficient in the beginning of the demonstration, because they already had associations and structures in place. Partner agencies that had a pre-established relationship with grantee staff felt that grantees trusted them to provide adequate services, which provided them with autonomy to deliver services as they saw fit, including refining services to better meet participants' needs. This "trust" was often facilitated by the establishment of clear expectations and guidelines for communication and service delivery at the beginning of the demonstration. As one fatherhood partner stated, "I think the thing about a partnership is that it is important to have the relationship in place before you bring the project along. I think it's a little bit like being married before you have children. Because if you can develop that relationship, and develop trust and common vision and common values, apart from

the work at hand, because the work at hand can get messy and hard… then you can kind of weather the rough spots. But if the relationship is fractured, you won't be able to."

As time went on, partners and grantees without pre-established relationships were also able to build trusting partnerships when they engaged in frequent communication, especially during the early stages of their partnership. Staff found it helpful to communicate across multiple modes, including in-person meetings, phone, and email. This worked most successfully when grantee and partner staff knew whom to call when they had questions or when something went wrong.

- **Program staffing levels need to sufficiently address growing caseloads, participant needs, and staff turnover.**

Case managers were challenged to provide services of the intensity required to meet participants' complex needs, particularly as caseloads grew. Staff turnover exacerbated service delivery challenges by creating gaps in service availability and institutional knowledge. Increasingly large caseloads made it difficult for case managers to spend as much time on intensive case management and engagement as they wanted. Promising practices included hiring new or leveraging existing staff to share caseloads; engaging participants through outreach by providing transportation; using administrative staff to help with data entry; cross-training staff to temporarily fill multiple roles and share institutional knowledge; and shared case management strategies.

- **Services for noncustodial parents behind on their child support obligations should be designed to meet multiple and complex needs.**

Many participants faced challenges outside of the range of services provided by CSPED, particularly in the domains of mental health, substance abuse treatment, and housing assistance. While these challenges affected participation in program services across all domains of service delivery, employment partners in particular were challenged with addressing these barriers to work. Substance use and mental health interfered with employment for some participants. Housing instability created challenges to participating in services, and obtaining and maintaining employment.

Grantees attempted to overcome these challenges by making referrals to community providers. However, overall use of referrals was low; across all grantees, only 35 percent of participants received one or more referrals. Some grantees lacked such resources in their communities, particularly with regards to housing and mental health assistance. Several grantees tried a range of strategies to address housing-related barriers, but most were unable to identify solutions to overcome this challenge. Other grantees found the costs associated with mental health and substance abuse treatment prohibitive for most participants. This remained an ongoing challenge throughout the duration of the grant.

Grantees were also challenged with transportation-related barriers to employment. Many participants experienced barriers, such as not having a valid driver's license, a car, or money for gas. Moreover, some cities are spread out, and affordable housing is usually not located near agency locations, which required some participants to travel far distances to engage in services and take advantage of employment opportunities. Though CSPED programs in some cases were

able to provide assistance, such as bus passes or gas cards to overcome these challenges, in many instances, these strategies offered a partial solution at best. While many of the employment partners provided participants with bus and gas vouchers, a number of employment providers found that some cities do not have reliable transportation options, and buses tend to have limited hours during evenings and weekends. Further, while child support agencies were able to provide assistance in removing child support holds on licenses, this action was not sufficient for participants who had unpaid fines, had requirements to retake driver's tests, lacked insurance, or lacked access to a vehicle.

- **Sustained engagement with program services requires a well-developed and flexible approach.**

Maintaining participant engagement was a key challenge; this was reflected in the service dosage received by participants. Promising strategies identified for promoting engagement included quick actions through front loading group-based classes, co-location of services to facilitate ease of access, and flexibility in the timing of services offered. Grantees also used reminder calls ahead of appointments and follow-up calls after missed appointments, as well as incentives to maintain engagement and work supports, such as bus passes and gas cards, for overcoming barriers to attendance.

- **A new approach to service delivery requires a cultural shift within child support agencies, from an enforcement-oriented mindset to a service-oriented approach.**

For many of the CSPED staff who worked as enforcement workers during or prior to the demonstration, providing intense case management services was a distinct change from using enforcement actions to secure child support payments, and it required a philosophical shift to a more client-centered approach. Some staff found this approach as very different from how they were trained as new child support staff. Grantees found that hiring and engaging child support case managers who were committed to the goals of CSPED and sought to provide participants with a positive, service-oriented experience was one of the most important factors for facilitating the work of the grant. When grantees had buy-in from child support staff, staff worked hard to implement services as planned and often exceeded expectations.

> *The biggest aspect of this research demonstration is that you brought together a public and a private agency to work so closely together. And to me, I think it changed the culture of [child support]. I really do. I think people are more adept to work with the clients instead of just enforcing it. You know, working with them, understanding not just what you think you see on paper, but what these guys, and women, what they go through. I think it kind of changed that culture. 'Everyone's not as bad as I thought they were.'*
>
> —Employment and parenting partner

Grantees also found it important to engage their regular child support staff in this new model. In particular, when child support staff outside of CSPED did not support the program, it affected enrollment levels due to lackluster referrals, and, in grantees where these staff handled CSPED child support cases, made it difficult to ensure that child support services were implemented as intended.

> *You got to have a team of leaders that first of all believe in the concept in what you are trying to do.*
>
> —Parenting and employment partner

Leadership played a key function in facilitating culture change. Committed CSPED leaders initiated changes to staff hiring practices to bring on staff whose approach to service provision aligned with CSPED's implementation and goals, and discussed and modeled commitment to this new approach in interactions, not only with CSPED staff but with their regular child support staff. They also set clear expectations for staff as they implemented CSPED services, and drew upon the strengths of partners committed to a customer service-oriented approach to service delivery. CSPED leaders also demonstrated commitment to the CSPED model by seeking out new funding sources to sustain CSPED beyond the life of the demonstration, and advertised CSPED's successes to state, county, and community partners.

III. Conclusion

Although the impacts of CSPED remain to be determined, the experiences grantees had in planning and implementing their programs offer valuable considerations across the domains of planning for services; identifying, recruiting, and enrolling participants; developing partnership, leadership, and staffing structures to support service delivery; and service implementation. CSPED programs represented a new way of approaching services for noncustodial parents with barriers to meeting their child support obligations. CSPED programs identified promising strategies for overcoming recruitment difficulties, building trust among the target population, and working as partners to provide services. CSPED programs developed service arrays intended to meet participant needs in the domains of case management, employment, parenting, and child support.

Regardless of the challenges they faced, CSPED grantees uniformly believe that the CSPED model helped participants become employed and make their child support payments. In addition, many grantees point to the cultural shift their child support agency experienced during the demonstration period as a key outcome. Specifically, grantees that experienced culture change and buy-in among agency leadership believe this culture change will persist, regardless of funding. In particular, several grantees stated that regardless of the services they provide, they will provide them with "more empathy and [in] a more client-centered and family-centered manner moving forward," because "staff have changed the way they view noncustodial parents." This attitude, coupled with an interest in continuing to work with partner agencies and making referrals for services in the community, may reflect a key outcome of the demonstration not reflected in program impacts. The effects of this cultural shift may be felt far into the future.

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Appendix A: Grantee Profiles Overview

The grantee profiles contained within Appendix A provide context about the communities in which CSPED programs operate, as well as detailed information about program operations within each grantee. Each profile contains the following information:

- **Program overview:** This section identifies the grantee and program, implementation sites, and child support agency structure.

- **Implementation site profile:** This table describes basic characteristics of each implementation site within the grantee, including the names of the local child support agency and partner organizations; overall population size within the county and IV-D[42] population size; county-level demographic characteristics; county-level unemployment rate data across the duration of the demonstration; and a map visually identifying the implementation site within the state.

- **Child support policy context:** This section describes the child support organizational structure and child support policies within the grantee.

- **Program implementation:** This section provides information regarding grantee eligibility criteria; referral sources and recruitment strategies used within the grantee; the grantee's enrollment levels across the demonstration period; characteristics of participants enrolled by the grantee; and service types and dosage provided by the grantee (see Appendix C for definitions of each service type). This section also describes program changes across time; consistency with the intervention as planned by each grantee; and the business-as-usual service environment.

[42]Child support cases are either served by a state agency (IV-D cases), or entered into privately (non-IV-D cases). IV-D cases are served by the state child support agency; the child support agency processes payments as well as provides locating services to find noncustodial parents in order to establish paternity or establish or enforce a child support obligation; enforces child support orders; and collects child support. For non-IV-D cases, the child support agency processes payments only and does not provide locating, enforcement, or collection services. The caseload sizes presented in this appendix are limited to IV-D cases.

I. California: Pathways to Self-Sufficiency (PASS) Project

A. Program overview

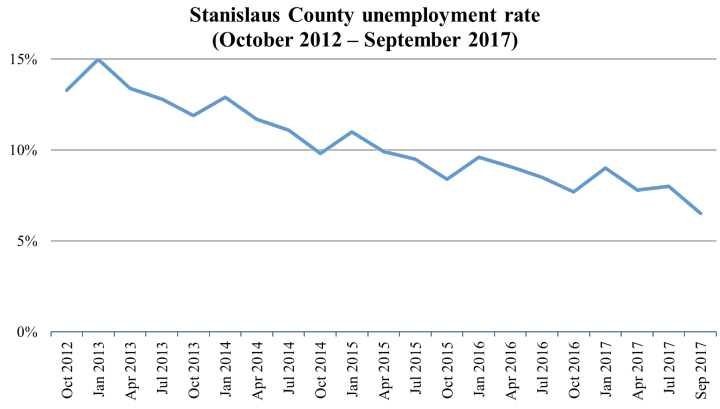
The California Department of Child Support Services served as the CSPED grantee in California. It was the fiscal agent for the grant. The Stanislaus County Department of Child Support Services was the lead agency for CSPED. It implemented CSPED in Stanislaus County. The program was known as Pathways to Self-Sufficiency, or PASS, at the local level.

B. Implementation site profile

Table A.1. California Pathways to Self-Sufficiency (PASS) implementation site profile

Lead agency	Stanislaus County Department of Child Support Services
Employment partner	Alliance WorkNet
Parenting partner	Center for Human Services
Domestic violence partner	Haven Women's Center of Stanislaus County
Co-location of service providers	None
Enrollment	1,330 (664 treatment group; 666 control group)

County characteristics	October 2013	September 2016
Population	518,321	530,561
County IV-D caseload size	30,082	28,249
Educational attainment		
High school or higher	76.4%	77.6%
Bachelor's degree or higher	16.4%	16.5%
Population below poverty level	20.3%	18.2%
Children below poverty level	28.4%	24.6%
Median household income	$49,297	$51,591
Race (alone or in combination with one or more other races)		
White	76.5%	74.6%
Black or African American	2.8%	2.7%
American Indian/Alaska Native	0.1%	0.7%
Asian	5.3%	5.4%
Native Hawaiian/Pacific Islander	0.7%	0.7%
Hispanic or Latino (of any race)	42.5%	44.3%



Source: Demographic data are from the U.S. Census 2013 and 2016 American Community Surveys. Available at: https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml. Unemployment data are from the Bureau of Labor Statistics Local Area Unemployment Statistics (LAUS): https://www.bls.gov/lau/.

C. Child support policy context

Table A.2. California Pathways to Self-Sufficiency (PASS) child support policy context

Organizational structure	State supervised, county administered
Guidelines	Income shares[a]
Minimum order policy	Permissive[b] (allowed but not required)
Order modification threshold	30% or $50/month, whichever is greater [c]
Order modification criteria[d]	• Change in income • Incarceration • Change in custody • Change in childcare arrangements • Change in health care • Change in education costs • Medical condition or disability preventing work • Voluntary agreement to modify
TANF pass-through and disregard	Yes[e]
State-owed arrears compromise available	Yes

[a]The income shares model adds together both parents' income, compares the result with a schedule of child support order amounts based on that income and number of children, and then prorates the order amount on the basis of their share of the total combined income.
[b]Noncustodial parents with a net disposable income of less than $1,644 per month may be eligible for a low-income adjustment. Information comes from the California Department of Child Support Services Child Support Calculator Guidelines: https://www.childsup.ca.gov/portals/0/resources/docs/gdlncalculator.pdf.
[c]Information comes from L. W. Morgan, *Child Support Guidelines: Interpretation and Application*, Second Edition, NY: Wolters Kluwer Law & Business, 2015.
[d]Modifications can be requested once every 3 years, or as a result of a substantial change in circumstances as noted.
[e]$50 of monthly payments made during TANF receipt are passed through to the custodial parent and disregarded from benefits calculation.

D. PASS Program implementation

1. Eligibility, recruitment, and enrollment

a. Eligibility criteria

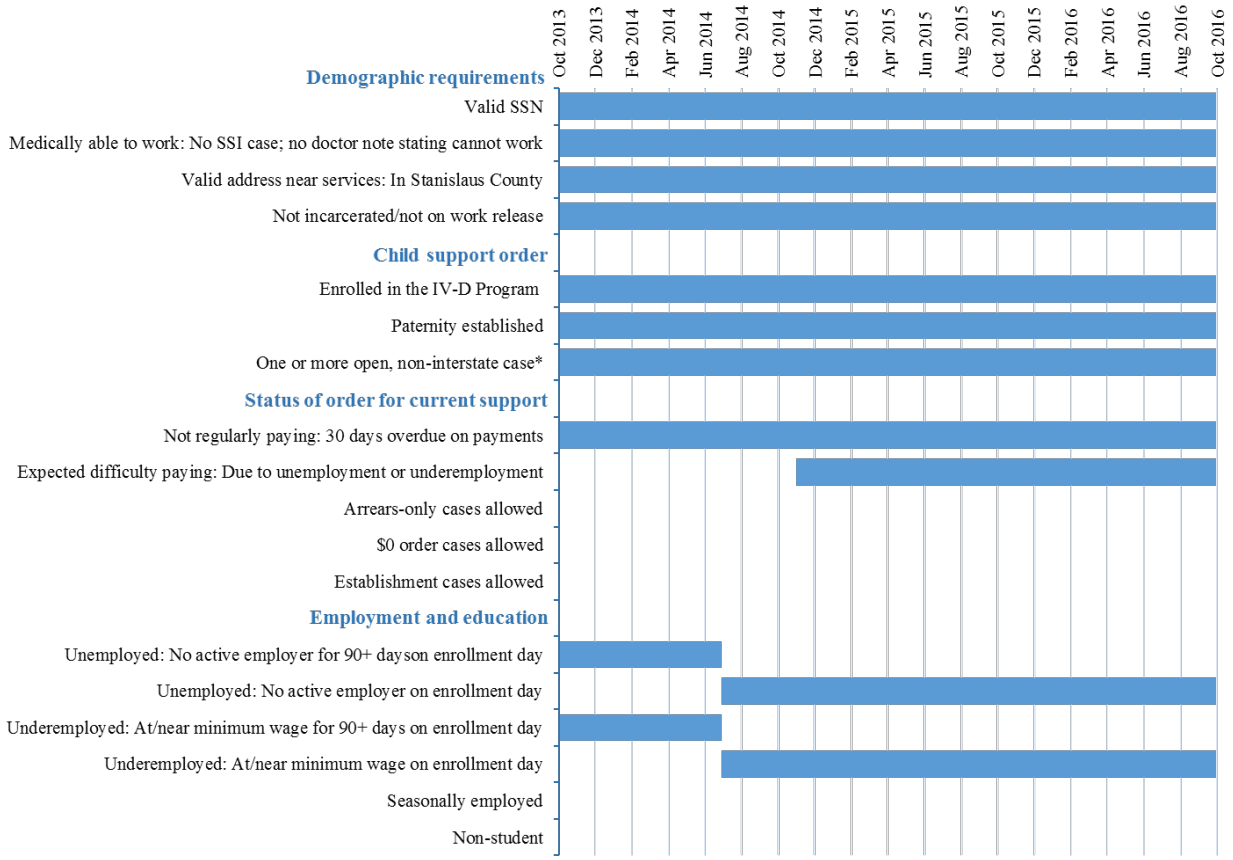
The PASS program adhered closely to the eligibility criteria suggested by OCSE. Most criteria remained consistent across the enrollment period, with two exceptions. From October 2013 through June 2014, PASS required potential participants to have been unemployed or underemployed for 90 days or more prior to enrollment. In July 2014, this criteria was modified to allow any noncustodial parent unemployed or underemployed on the day of intake to enroll in CSPED. This revised timeframe remained in place through the end of the sample intake period.

Additionally, the PASS program began allowing noncustodial parents who resided in Stanislaus County, but had eligible child support cases in Merced County (beginning November 2015) or San Joaquin County (beginning April 2016) to enroll in PASS.

Figure A.1 provides a visual description of the criteria used by the PASS program to determine whether participants were eligible for program services. The blue bar indicates time periods in

which the corresponding criteria were in effect during the course of the CSPED enrollment period.

Figure A.1. California PASS eligibility criteria (October 2013–September 2016)



*Within Stanislaus County (whole demonstration); San Joaquin County (as of April 2016); or Merced County (as of November 2015).

b. Referral sources

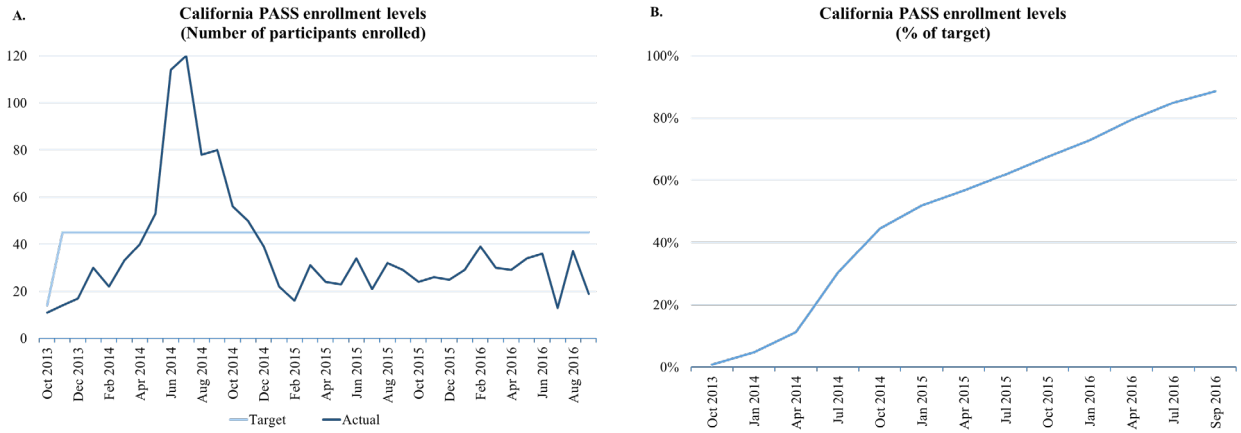
Most referrals came from child support agency staff, including both PASS case managers who made outbound calls, as well as non-PASS staff within the agency who identified potential participants. All child support agency staff, including receptionists, attorneys, and administrative clerks, were trained to provide noncustodial parents with information about PASS; reception staff members in particular made a substantial number of referrals.

Other referral sources included community-based providers, public assistance officers working within other county agencies; court-based referrals; and probation and parole. Over time, the PASS program transitioned from large-scale mailings, which the program found ineffective, to greater reliance on staff referrals.

c. Enrollment

Though PASS struggled to achieve enrollment targets early on, the program substantially increased enrollments in the spring of 2014 after creating a dedicated eight-staff member recruitment team. By the end of the sample intake period, PASS enrolled 1,330 participants into CSPED, achieving 89 percent of the 1,500 participant enrollment target. Figures A.2a and A.2b show changes in the PASS program's enrollment numbers and progress towards each month's enrollment target throughout the sample intake period.

Figure A.2. California PASS enrollment levels (October 2013–September 2016)



2. Participant characteristics

Table A.3. California Pathways to Self-Sufficiency (PASS) participant characteristics

Age (average)	35.6
Sex (male)	93.8%
Number of biological children under age 18 (average)	2.2
Number of partners with whom has a biological child under age 18 (average)	1.6
Educational attainment (highest)	
Did not complete high school or GED	26.3%
High school diploma or GED	42.6%
Some college, associate's degree, or vocational degree	29.0%
Bachelor's degree or higher	2.1%
Race and Hispanic ethnicity	
White (non-Hispanic)	30.7%
Black or African American (non-Hispanic)	5.9%
American Indian/Alaska Native	1.4%
Asian	1.3%
Native Hawaiian/Pacific Islander	1.1%
Multiple races	4.1%
Hispanic or Latino (of any race)	55.7%
Ever convicted of a crime	54.1%
Any paid work in the past 30 days	47.1%
Average monthly earnings (of those who worked for pay in the past 30 days)	$841
Current marital status	
Married	11.5%
Never married	47.9%
Divorced	31.9%
Widowed	0.3%
Separated	8.4%
Current housing situation	
Own/mortgage	3.5%
Rent	33.7%
Pay some of the rent	20.8%
Live rent free	26.4%
Live in a shelter, on the streets, in an abandoned building, or in a car	2.3%
Other	13.5%

Note: Due to rounding, percentages may not always appear to add up to 100%.

3. Program services

Table A.4. California Pathways to Self-Sufficiency (PASS) services

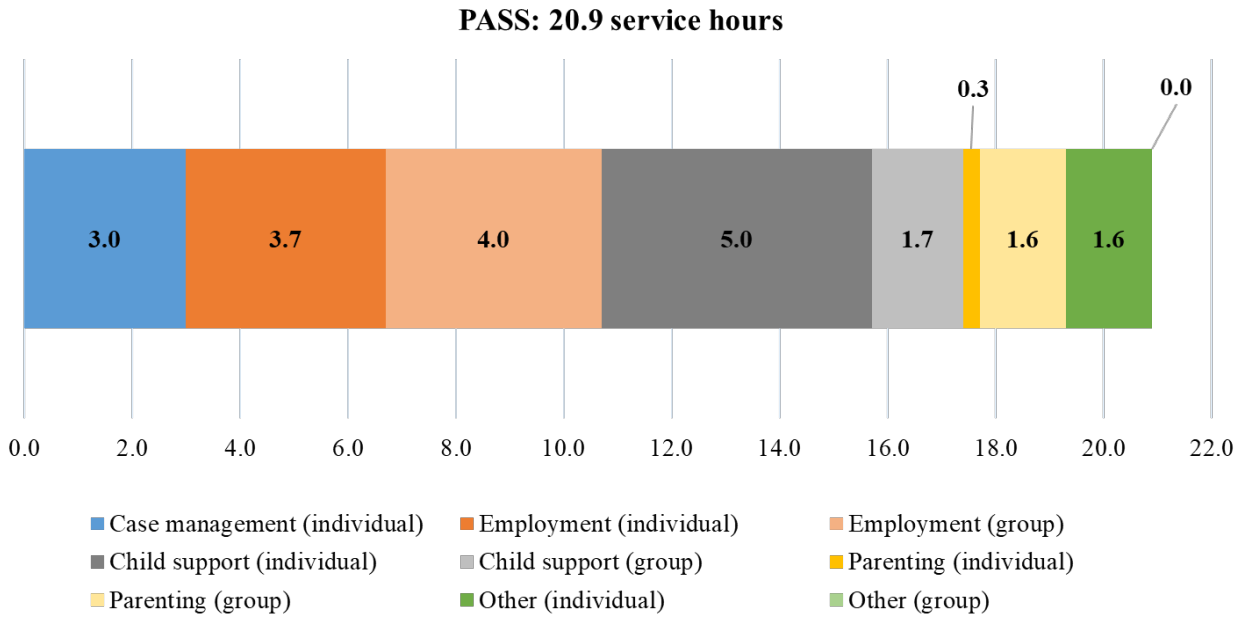
Service domain	Services[a]
Case management	• Benefit eligibility assessments • Court-related activities • Individualized assistance • Intake assessments • Needs assessments • Participant progress monitoring • Personalized service plans • Referrals to other services
Child support	• Case review • Debt reduction planning • License reinstatement • Early intervention monitoring • Expedited order review • Order modifications • Suspension of enforcement tools • State- and family-owed arrears compromise • Wage withholding
Employment	• Bonding • Employment plans • Facilitated and self-directed job search • Group- or individually-based job readiness training • Internships and apprenticeships • Job development services • Job referrals • Job retention services • Pre-employment and ongoing employment assessments • Rapid re-employment • Records expungement • Short-term job skills training, OJT, and vocational training • Voluntary drug testing and fingerprinting • GED and ESL classes • Resume and cover letter training • Subsidized employment • Work supports
Parenting	Parenting classes were provided in a group-based, open enrollment format using the On My Shoulders curriculum. Classes were offered over 15 weeks, for a total of 22.5 hours.
Other	• Assistance with parenting time was not provided. • Financial literacy education was not offered.

[a]See Appendix C for definitions.

4. Service dosage provided

Across all service categories, PASS participants received on average 20.9 hours of services throughout their enrollment in the program. Participants spent most of their time engaged in employment services; participants spent 7.7 hours (37 percent of their time) engaged in those services. The average number of hours received within each category of service is shown in Figure A.3.

Figure A.3. California PASS average total service hours



5. Business-as-usual services

Most PASS child support services are not available in the business-as usual-environment. In general, order reviews are available upon the request of either parent and order modifications are approved if they meet the state's threshold. Neither service is expedited. State-owed arrears compromise is available through California's Compromise of Arrears Program (COAP); however, eligibility criteria are more stringent and compromise amounts are lower than in PASS. Enforcement tools are not generally suspended, though an noncustodial parent's driver's license suspension is cleared if required by a court order, or if the noncustodial parent pays their support in full (however, if the noncustodial parent fails to pay in full in a subsequent month, their license will be re-suspended). Family-owed arrears compromise operates in the same manner for

CSPED participants as in the business-as-usual environment, at the request of the custodial parent to stipulate a waiver of arrears.[43]

In the business-as-usual environment, enforcement begins after one month of missed payments. Enforcement actions begin with license suspension once the noncustodial parent has a negative account balance; followed by credit reporting; followed by bank levies and liens after the account balance reaches $100. If these mechanisms are not successful, child support enforcement workers can initiate contempt.

Parenting services are not generally available in the business-as-usual environment, through the CSPED partner or other non-CSPED providers. Employment services are available through the CSPED partner in the business-as-usual environment; however, individuals in the business-as-usual environment are not assigned an employment specialist and given individualized services as they were in PASS. Work supports and employment training are available in the business-as-usual environment to individuals who partake in other programs, such as TANF.

6. Consistency with planned program services

PASS made several changes after the first implementation year, in order to facilitate greater uptake in parenting services:

- **Allowing female participants to attend parenting classes.** Female participants were initially not included in parenting classes; after the first year, the program changed this policy and modified the curriculum to use gender-neutral language.

- **Adding additional class periods.** PASS added an evening parenting class in addition to the program's daytime classes.

- **Re-framing parenting classes at initial intake.** Initially, the program presented parenting classes as optional, but that was changed so that parenting classes were described as a core component of the program after the first year.

- **Additional time for personalized service.** PASS added resources for the parenting facilitator to make reminder calls to participants prior to classes and follow-up calls after classes to missing participants. PASS also added time for individual participant counseling and meetings.

[43]CSPED programs did not follow these procedures for participants engaged in CSPED. Please see list of enhanced child support services provided to participants through PASS above in Table A.4.

7. Financial incentives provided

Incentives specifically for PASS extra services participants included:

- Compromise of state-owed arrears upon making scheduled child support payments and maintaining employment; for up to 90 percent of assigned arrears;
- Gift cards for clothing or other items when participants become "job ready";
- Periodic family outings for participants engaged in parenting classes;
- $50 "family night out" incentive upon caseworker verification of employment six months post-enrollment; and
- $10 gift cards for every three parenting classes completed ($50 in total).

The PASS program revised several aspects of their financial incentives over time. In the first implementation year, the program provided a $15 incentive when a participant attended their first parenting class and a second $15 incentive upon completion of all parenting classes. After that time, PASS switched to providing $10 incentives for every three classes completed, up to $50, to facilitate increased uptake. PASS also cleared child support holds on drivers' licenses, and initially provided a $10 gift card to anyone who attended an orientation session to learn about PASS, regardless of whether they enrolled in the demonstration; these orientations ceased in late 2014.

8. The role of the courts

The courts provided a special docket twice per month for current and potentially eligible PASS participants in order to allow PASS cases to be handled differently from business-as-usual. During these dockets, the court commissioner used discretion to modify orders to as low as $0 for current PASS participants if requested by the child support agency.

For noncustodial parents not currently enrolled in the program who might be eligible, the commissioner strongly encouraged participants to visit the child support agency and learn about the PASS program; enrollment in the PASS program was voluntary.

II. Colorado: Colorado Parent Employment Project (CO-PEP)

A. Program overview

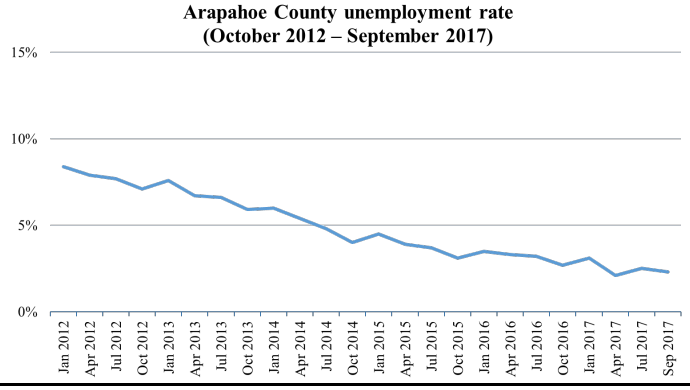
The Colorado Department of Human Services served as the CSPED grantee in Colorado, where the child support enforcement program is supervised by the state and administered by the counties. It served as the fiscal and lead agency for the grant. Colorado's program was known as the Colorado Parent Employment Project (CO-PEP). It was initially implemented in five sites: Arapahoe, Boulder, El Paso, Jefferson, and Prowers counties. Boulder County left the demonstration in February 2015 due to enrollment and staffing issues.

B. Implementation site profiles

Table A.5. Colorado Parent Employment Project (CO-PEP): Arapahoe County implementation site profile

Lead agency	Child Support Enforcement Division, Arapahoe County Department of Human Services
Employment partner	Arapahoe/Douglas Works! Workforce Center
Parenting partner	Child Support Enforcement Division, Arapahoe County Department of Human Services; Aurora Mental Health
Domestic violence partners	Gateway Battered Women's Services and Colorado Department of Human Services Domestic Violence Program
Co-location of service providers	Full
Enrollment	530 (264 treatment group; 266 control group)

County characteristics	October 2013	September 2016
Population	585,333	617,668
County IV-D caseload size	14,596	14,867
Educational attainment		
High school or higher	91.4%	92.3%
Bachelor's degree or higher	38.8%	40.7%
Population below poverty level	12.1%	10.7%
Children below poverty level	16.6%	14.7%
Median household income	$60,651	$66,288
Race (alone or in combination with one or more other races)		
White	74.7%	72.5%
Black or African American	10.0%	10.4%
American Indian/Alaska Native	0.7%	0.6%
Asian	5.1%	5.6%
Native Hawaiian/Pacific Islander	0.2%	0.2%
Hispanic or Latino (of any race)	18.4%	18.7%

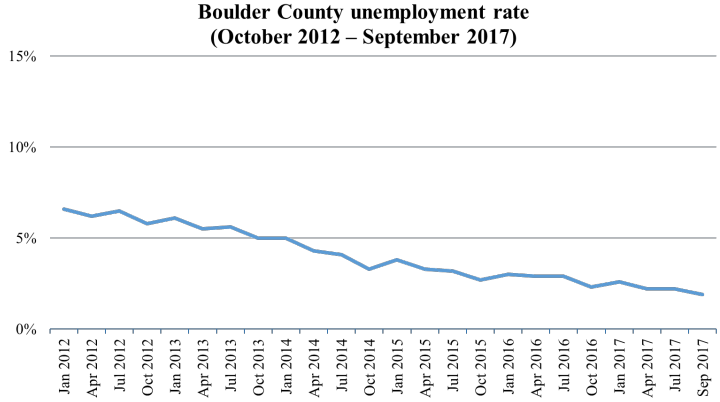


Source: Demographic data are from the U.S. Census 2013 and 2016 American Community Surveys. Available at: https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml. Unemployment data are from the Bureau of Labor Statistics Local Area Unemployment Statistics (LAUS): https://www.bls.gov/lau/.

Table A.6. Colorado Parent Employment Project (CO-PEP): Boulder County implementation site profile

Lead agency	Child Support Services, Boulder County Department of Housing and Human Services
Employment partner	Colorado Works, Community Support Division, Boulder County Department of Housing and Human Services
Parenting partner	Contracted licensed family therapist
Domestic violence partners	Safehouse Progressive Alliance for Nonviolence; Safe Shelter of St. Vrain Valley and Colorado Department of Human Services Domestic Violence Program
Co-location of service providers	Employment and parenting
Enrollment	38 (19 treatment group; 19 control group)

County characteristics	October 2013	September2016
Population	301,072	313,961
County IV-D caseload size	4,813	4,627
Educational attainment		
High school or higher	93.9%	94.5%
Bachelor's degree or higher	58.3%	59.3%
Population below poverty level	14.2%	13.4$
Children below poverty level	13.3%	12.0%
Median household income	$67,956	$72,282
Race (alone or in combination with one or more other races)		
White	87.7%	88.6%
Black or African American	0.9%	0.9%
American Indian/Alaska Native	0.5	0.5%
Asian	4.1%	4.5%
Native Hawaiian/Pacific Islander	0.1%	0.1%
Hispanic or Latino (of any race)	13.4%	13.7%

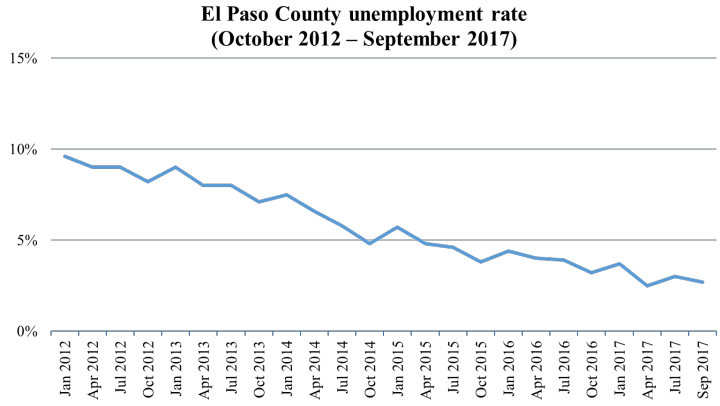


[a]Demographic data are from the U.S. Census 2013 and 2016 American Community Surveys. Available at: https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml. Unemployment data are from the Bureau of Labor Statistics Local Area Unemployment Statistics (LAUS): https://www.bls.gov/lau/.

Table A.7. Colorado Parent Employment Project (CO-PEP): El Paso County implementation site profile

Lead agency	Young Williams Child Support Services under contract with the El Paso County Department of Human Services
Employment partner	Discover Goodwill of Southern & Western Colorado
Parenting partner	Center on Fathering[a]
Domestic violence partners	TESSA of Colorado Springs; Empowerment Therapy Center; Court Appointed Special Advocates (CASA) for Children of the Pikes Peak Region and Colorado Department of Human Services Domestic Violence Program
Co-location of service providers	None
Enrollment	489 (244 treatment group; 245 control group)

County characteristics	October 2013	September 2016
Population	634,423	655,171
County IV-D caseload size	20,000	20,256
Educational attainment		
High school or higher	93.6%	93.9%
Bachelor's degree or higher	35.2%	36.6%
Population below poverty level	12.4%	11.3%
Children below poverty level	16.8%	14.6%
Median household income	$57,125	$60,219
Race (alone or in combination with one or more other races)		
White	81.2%	80.2%
Black or African American	5.9%	6.1%
American Indian/Alaska Native	0.7%	0.6%
Asian	2.6%	2.7%
Native Hawaiian/Pacific Islander	0.3%	0.4%
Hispanic or Latino (of any race)	15.4%	16.2%



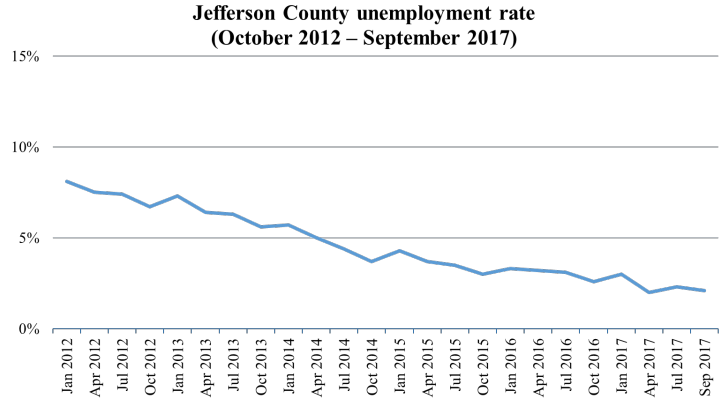
Source: Demographic data are from the U.S. Census 2013 and 2016 American Community Surveys. Available at: https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml. Unemployment data are from the Bureau of Labor Statistics Local Area Unemployment Statistics (LAUS): https://www.bls.gov/lau/.

[a]The El Paso implementation site changed parenting providers in 2015, from a contracted parenting provider to the Center on Fathering.

Table A.8. Colorado Parent Employment Project (CO-PEP): Jefferson County implementation site profile

Lead agency	Child Support Services, Jefferson County Department of Human Services
Employment partner	Child Support Services, Jefferson County Department of Human Services; American Job Center
Parenting partner	Child Support Services, Jefferson County Department of Human Services
Domestic violence partners	Whitian House, Family Tree, National Coalition Against Domestic Violence, Jefferson Center for Mental Health, Crisis Hotline and Colorado Department of Human Services Domestic Violence Program
Co-location of service providers	Full
Enrollment	352 (176 treatment group; 176 control group)

County characteristics	October 2013	September 2016
Population	540,669	558,810
County IV-D caseload size	12,428	11,929
Educational attainment		
High school or higher	93.7%	94.2%
Bachelor's degree or higher	40.7%	42.2%
Population below poverty level	8.6%	8.1%
Children below poverty level	12.1%	10.7%
Median household income	$68,984	$72,017
Race (alone or in combination with one or more other races)		
White	90.6%	90.8%
Black or African American	1.0%	1.2%
American Indian/Alaska Native	0.8%	0.9%
Asian	2.6%	2.7%
Native Hawaiian/Pacific Islander	0.1%	0.1%
Hispanic or Latino (of any race)	14.6%	15.0%

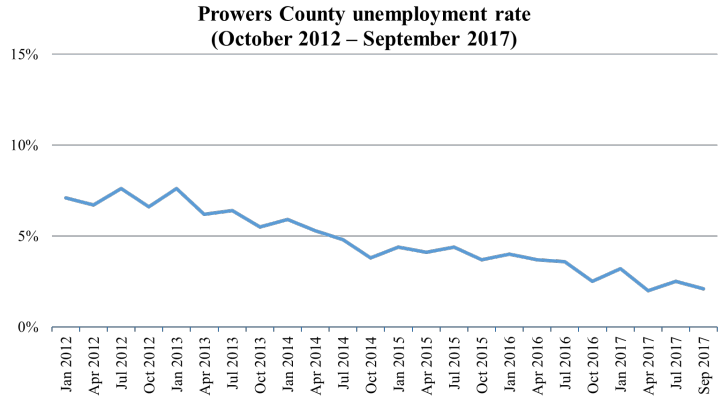


Source: Demographic data are from the U.S. Census 2013 and 2016 American Community Surveys. Available at: https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml. Unemployment data are from the Bureau of Labor Statistics Local Area Unemployment Statistics (LAUS): https://www.bls.gov/lau/.

Table A.9. Colorado Parent Employment Project (CO-PEP): Prowers County implementation site profile

Lead agency	Prowers County Department of Human Services
Employment partner	Special Programs, Prowers County Department of Human Services; Lamar Workforce Center
Parenting partner	Special Programs, Prowers County Department of Human Services
Domestic violence partners	Partnership for Progress, Domestic Safety Resource Center, and 11th Judicial District's Family Court Facilitator and Colorado Department of Human Services Domestic Violence Program
Co-location of service providers	Full
Enrollment	91 (46 treatment group; 45 control group)

County characteristics	October 2013	September 2016
Population	12,473	12,121
County IV-D caseload size	1,235	1,218
Educational attainment		
High school or higher	79.2%	82.6%
Bachelor's degree or higher	14.1%	15.4%
Population below poverty level	23.3%	20.6%
Children below poverty level	31.4%	28.2%
Median household income	$34,391	$41,037
Race (alone or in combination with one or more other races)		
White	93.5%	95.2%
Black or African American	0.3%	0.6%
American Indian/Alaska Native	0.8%	0.7%
Asian	0.4%	0.8%
Native Hawaiian/Pacific Islander	0.0%	0.0%
Hispanic or Latino (of any race)	35.7%	36.7%



Source: Demographic data are from the U.S. Census 2013 and 2016 American Community Surveys. Available at: https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml. Unemployment data are from the Bureau of Labor Statistics Local Area Unemployment Statistics (LAUS): https://www.bls.gov/lau/.

C. Child support policy context

Table A.10. Colorado Parent Employment Project (CO-PEP) child support policy context

Organizational structure	State supervised - county administered[a]
Guidelines	Income shares[b]
Minimum order policy	Permissive[c] (allowed but not required)
Order modification threshold	10%[d]
Order modification criteria[e]	• Change in income • Incarceration • Change in custody • Change in childcare arrangements • Change in health care • Change in education costs • Medical condition or disability preventing work • Voluntary agreement to modify
TANF pass-through and disregard	Yes[f]
State-owed arrears compromise available	Yes

[a]Colorado uses a private contractor to administer its child support program in one of the CSPED implementation sites.
[b]The income shares model adds together both parents' income, compares the result with a schedule of child support order amounts based on that income and number of children, and then prorates the order amount on the basis of their share of the total combined income.
[c]Noncustodial parents with a net income of less than $1,100 per month are eligible for an adjusted minimum order of $50 for one child, plus $20 for each additional child. Information comes from the 2016 Colorado Revised Statutes: https://leg.colorado.gov/sites/default/files/images/olls/crs2016-title-14.pdf.
[d]Information comes from L. W. Morgan, *Child Support Guidelines: Interpretation and Application*, Second Edition, NY: Wolters Kluwer Law & Business, 2015.
[e]Modifications can be requested once every 3 years, or as a result of a substantial change in circumstances as noted.
[f]Current support payments made during TANF receipt are passed through to the custodial parent and disregarded from benefits calculation.

D. CO-PEP Program implementation

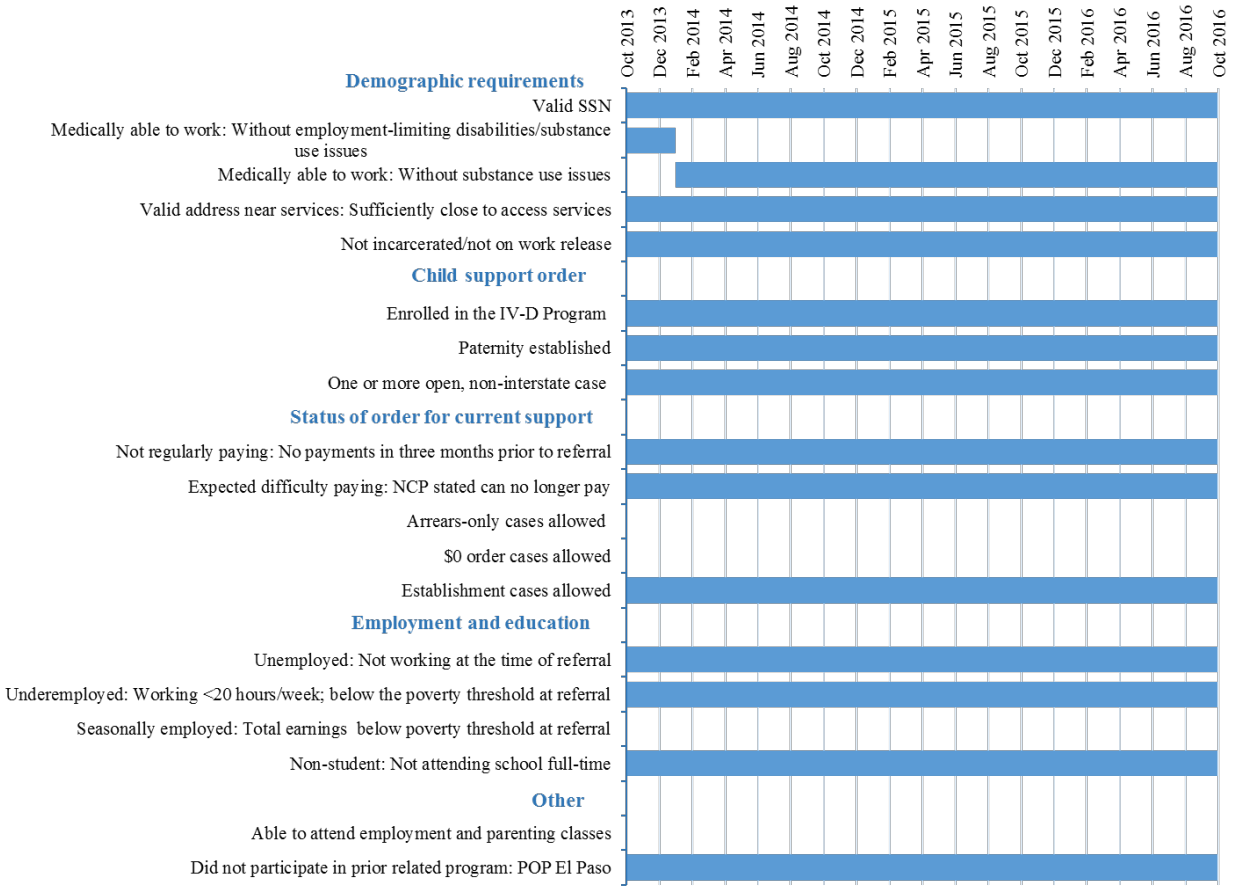
1. Eligibility, recruitment, and enrollment

a. Eligibility criteria

The CO-PEP program adhered closely to the criteria suggested by OCSE, with one modification; the program allowed new establishment cases to enroll. Most criteria remained consistent across the enrollment period, with one exception. From October 2013 until January 2014, CO-PEP required potential participants to be without employment-limiting disabilities and substance use issues. Starting in January 2014, CO-PEP modified this criteria to allow potential participants with disabilities to enroll, as program staff determined that in many cases, such participants were able to obtain employment.

Figure A.4 provides a visual description of the criteria used by the CO-PEP program to determine whether participants were eligible for program services. The blue bar indicates time periods in which the corresponding criteria were in effect during the course of the CSPED enrollment period.

Figure A.4. CO-PEP eligibility criteria (October 2013–September 2016)



b. Referral sources

Most referrals came from child support agency staff, including child support enforcement workers, legal staff, administrative staff, and other child support office staff. One site temporarily implemented a mandatory referral requirement per caseworker; this system was later replaced by gift card incentives for staff members who made the most referrals per month.

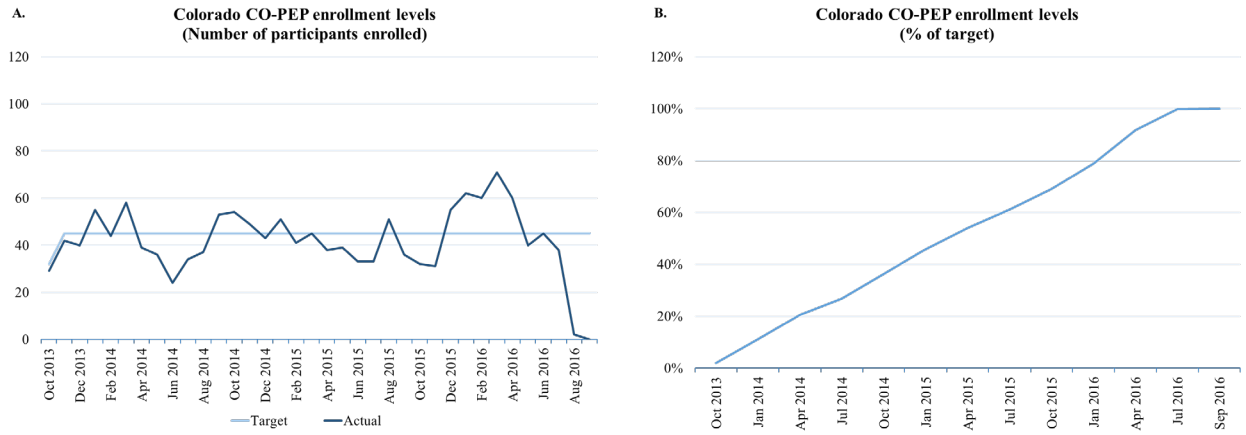
Occasionally, CO-PEP received referrals from other community providers, such as child welfare agencies or other human service agencies, or from program participants. In several counties, probation and parole also served as a referral source.

In three counties, judges issued referrals for potential participants to CO-PEP. One county ordered work search activities during which participants learned about CO-PEP, and sometimes ordered participants to visit the CO-PEP office to learn more about the program.

c. Enrollment

By August of 2016, CO-PEP enrolled 1,500 participants into CSPED, achieving 100 percent of the 1,500 participant enrollment target. Figures A.5a and A.5b show changes in the CO-PEP program's enrollment numbers and progress towards each month's enrollment target, throughout the sample intake period.

Figure A.5. CO-PEP enrollment levels (October 2013–September 2016)



2. Participant characteristics

Table A.11. Colorado Parent Employment Project (CO-PEP) participant characteristics

Age (average)	35.4
Sex (male)	86.9%
Number of biological children under age 18 (average)	2.4
Number of partners with whom has a biological child under age 18 (average)	1.7
Educational attainment (highest)	
Did not complete high school or GED	16.8%
High school diploma or GED	39.0%
Some college, associate's degree, or vocational degree	38.3%
Bachelor's degree or higher	5.9%
Race and Hispanic ethnicity	
White (non-Hispanic)	40.8%
Black or African American (non-Hispanic)	24.6%
American Indian/Alaska Native	0.7%
Asian	0.9%
Native Hawaiian/Pacific Islander	0.6%
Multiple races	5.2%
Hispanic or Latino (of any race)	27.2%
Ever convicted of a crime	70.3%
Any paid work in the past 30 days	57.5%
Average monthly earnings (of those who worked for pay in the past 30 days)	$894
Current marital status	
Married	16.8%
Never married	39.9%
Divorced	34.1%
Widowed	0.4%
Separated	8.8%
Current housing situation	
Own/mortgage	4.5%
Rent	37.1%
Pay some of the rent	21.9%
Live rent free	22.7%
Live in a shelter, on the streets, in an abandoned building, or in a car	2.5%
Other	11.3%

Note: Due to rounding, percentages may not always appear to add up to 100%.

3. Program services

Table A.12. Colorado Parent Employment Project (CO-PEP) services

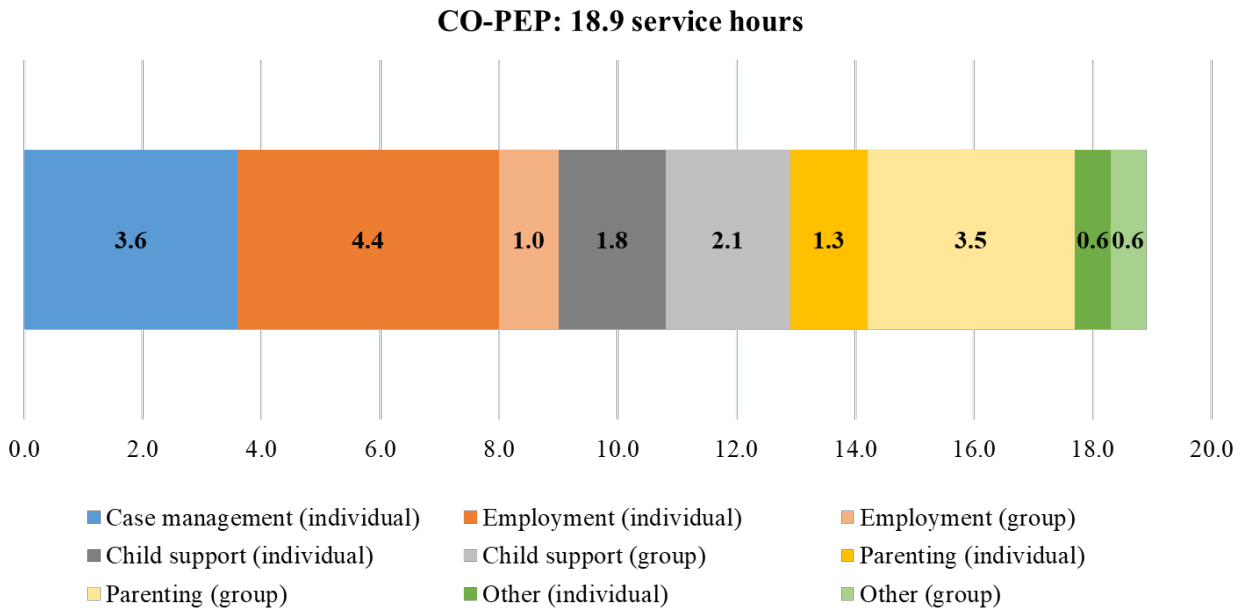
Service domain	Services[a]
Case management	• Benefit eligibility assessments • Court-related activities • Individualized assistance • Intake assessments • Needs assessments • Participant progress monitoring • Personalized service plans • Referrals to other services
Child support	• Case review • Debt reduction planning • Early intervention monitoring • Expedited order review • Order modifications • Suspension of enforcement tools • State- and family-owed arrears compromise • License reinstatement • Wage withholding
Employment	• Employment plans • Pre-employment and ongoing employment assessments • Facilitated and self-directed job search • Group- or individually based job readiness training • GED and ESL classes • Short-term job skills training, OJT, and vocational training • Internships • Unpaid work experience • Resume and cover letter training • Bonding • Job development services • Job retention services • Job referrals • Referrals to other programs that provide subsidized employment • Work supports • Rapid re-employment
Parenting	Parenting classes were provided in a group format, using a cohort approach. All sites used the Nurturing Fathers curriculum. In all but one site, classes were offered for 16 hours for either 6 or 8 weeks. The fourth site used a 12-hour version of the curriculum, administered in either 8- or 12-week sessions.
Other	• Parenting time assistance was available through referrals to an access and visitation program administered by the state Office of Dispute Resolution. Mediators offered on-site services to CO-PEP participants twice per week in three of implementation sites; the fourth site contracted separately with a mediator. • One site incorporated a financial literacy module into parenting classes. Other sites did not offer financial literacy education.

[a]See Appendix C for definitions.

4. Service dosage provided

Across all service categories, CO-PEP participants received on average 18.9 hours of services throughout their enrollment in the program. Participants spent most of their time engaged in employment services; participants spent 5.4 hours (29 percent of their time) engaged in those services. The number of hours received within each category of service is shown in Figure A.6.

Figure A.6. CO-PEP average total service hours



5. Business-as-usual services

Most CO-PEP services are not available in the business-as-usual environment. In general, reviews are available every three years and order modifications are available if noncustodial parents meet the state's requirements for a change in circumstances.

In the business-as-usual environment, the child support system provides automated early intervention alerts when noncustodial parents are late on a payment. A case is flagged for enforcement after 30 and 60 days of missed payments. Letters are then sent warning the noncustodial parent that their driver's and professional licenses will be suspended if payment is not made. After 90 days, enforcement actions are triggered automatically and include license suspension; credit reporting; and bank levies and liens. After all other options are exhausted,

after approximately four months and at the discretion of child support staff, cases are reviewed for contempt; however, contempt is viewed as a strategy of last resort.[44]

Some employment services are available through either CSPED partners or non-CSPED providers in the business-as-usual environment in all sites. Parenting classes, using the same curriculum as CO-PEP, are available in some sites. In August 2016, after the grantee reached its enrollment target, one site began offering a similar array of employment services to regular service group members, though without incentives or work supports, and making referrals to the same parenting classes attended by CSPED participants.

6. Consistency with planned program services

CO-PEP services underwent several changes in each core service domain. Some of these changes resulted from evolving programmatic needs and approaches. Others resulted from differences in policies across counties. CO-PEP, as a state-supervised, county-administered program, had some implementation sites that experienced challenges aligning their CSPED-related policies to the rest of the grantee, given local constraints.

a. Child support services

- **Difficulty expediting child support order modification.** The program planned for order review and modifications to be expedited across all sites. However, one demonstration site kept the courts involved in modification processes, resulting in delays in processes; the rest of the sites used administrative processing, which facilitated expedited processing.

- **Difficulty right-sizing orders.** The grantee directed sites to use actual wages rather than imputed wages when modifying orders. The grantee encountered challenges ensuring consistent application of this approach among site staff due to the relative ease of imputation.

- **Inconsistent application of enforcement tools in response to participant disengagement.** Some sites struggled initially with monitoring compliance and reactivating enforcement tools in response to a lack of participant engagement as planned by the grantee.

- **Inconsistent application of license reinstatement.** Throughout the demonstration, the grantee was also challenged with inconsistent use of license reinstatement. Staff in one demonstration site provided license reinstatement only after the participant met agreed-upon benchmarks; others initiated reinstatement immediately at enrollment.

[44]CSPED programs did not follow these procedures for participants engaged in CSPED. Please see list of enhanced child support services provided to participants through CO-PEP above in Table A.12.

- **Variation in availability of arrears compromise.** CO-PEP planned to compromise up to 50 percent of a participant's state-owed arrears balances, upon meeting milestones related to finding and keeping employment. However, one implementation site was unable to obtain county buy-in for arrears compromise and therefore did not offer this service, and two implementation sites ultimately opted to compromise up to 100 percent of state-owed arrears balances.

b. Employment services

- **Modified service delivery methods to allow for individualized employment services.** CO-PEP planned to administer some services, such as resume assistance, in primarily a group format. However, due to participant schedule conflicts, employment case managers shifted over time to typically providing employment services in a one-on-one format.

- **Added additional employment services.** CO-PEP implementation sites added several employment services not initially planned. These included short-term job skills training and GED classes, both of which were paid for by the grant but provided by partners.

- **Changes in partner agency roles.** In one implementation site, a site manager assumed the responsibilities of employment and parenting staff, in addition to the site manager role, for a period of time. In two additional sites, site managers spent some of their time serving as job developers when needed and recruited potential employers. In one of these two sites, the site manager also provided other employment services due to participant needs being unmet by the local Workforce center.

c. Parenting services

- **Offering a wider range of parenting class times and formats.** One implementation site began offering new cohorts of parenting classes concurrently, rather than one at a time, to facilitate uptake. Another implementation site temporarily offered classes on two full-day sessions, rather than over an 8-week period.

d. Case management services

- **Integrated approach to intake.** Two sites implemented efforts following launch to share information across child support and partner staff, particularly at initial intake, to reduce duplicative questions across agencies and reduce participant burden. These sites also implemented a "warm handoff" from intake to the employment case manager or parenting facilitator, to ensure participant contact with the staff member immediately following enrollment.

7. Financial incentives provided

Financial incentives for participants varied across implementation sites. One site provided a $50 gift card for maintaining employment and paying child support for six consecutive months, and a $100 gift card for doing so for a year. Another provided participants with a $10 gift card upon obtaining employment, an additional $10 gift card for each parenting or employment workshop

completed, and a $10 gift card for creating a resume with program staff, as well as incentives at three months ($10), six months ($25) and 12 months ($50) of employment retention.

One site initially provided gift cards for maintaining employment for three months, six months, and 12 months; however, the program stopped offering these incentives halfway through the demonstration period. The fourth site did not provide financial incentives, but did provide meals during fatherhood classes.

8. The role of the courts

Across most CO-PEP implementation sites, the court system played a role in recruitment; however, the extent of this role varied across sites. One site planned to involve courts as a referral source; the other sites added this source as a means to increase recruitment. In three counties, judges referred potential participants to CO-PEP. One county ordered work search activities during which participants learned about CO-PEP, and sometimes ordered participants to visit the CO-PEP office to learn more about the program.

The courts were also involved in order modifications. Colorado processes most child support orders administratively. However, if the court establishes an order, the court must approve modifications. One implementation site established a higher proportion of new orders through the courts, which subsequently presented more barriers to the modification process for CO-PEP participants than other sites encountered.

III. Iowa: Reliable Employment and Child Support Help (REACH)

A. Program overview

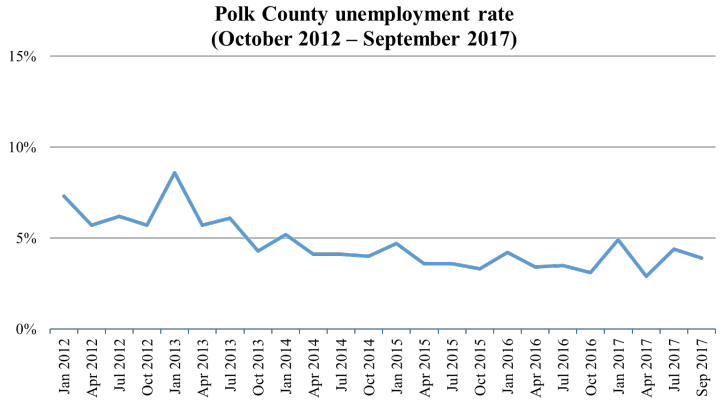
The Iowa Department of Human Services Child Support Recovery Unit (CSRU) served as the grantee in Iowa. It was the fiscal and lead agency for the grant. Iowa's child support enforcement program is supervised and administered by the state. CSPED was implemented in one site, the Des Moines region within Polk County, and was managed by the Des Moines Region CSRU. The program was known locally as Reliable Employment and Child Support Help (REACH).

B. Implementation site profile

Table A.13. Iowa Reliable Employment and Child Support Help (REACH) implementation site profile

Lead agency	Child Support Recovery Unit, Iowa Department of Human Services, Des Moines Region
Employment partner	Evelyn K. Davis Center for Working Families
Parenting partner	Thriving Dads Counseling Services, Inc. (former)/Dads with a Purpose (current)
Domestic violence partner	Iowa Coalition Against Domestic Violence
Co-location of service providers	Employment and parenting
Enrollment	1,273 (637 treatment group; 636 control group)

County characteristics	October 2013	September 2016
Population	438,307	454,369
County IV-D caseload size	43,570	38,947
Educational attainment		
High school or higher	91.1%	92.2%
Bachelor's degree or higher	18.9%	19.6%
Population below poverty level	13.8%	16.7%
Children below poverty level	18.9%	24.6%
Median household income	$42,451	$44,516
Race (alone or in combination with one or more other races)		
White	91.1%	90.9%
Black or African American	5.3%	5.6%
American Indian/Alaska Native	0.2%	0.2%
Asian	0.4%	0.4%
Native Hawaiian/Pacific Islander	0.0%	0.0%
Hispanic or Latino (of any race)	2.7%	2.9%



Source: Demographic data are from the U.S. Census 2013 and 2016 American Community Surveys. Available at: https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml. Unemployment data are from the Bureau of Labor Statistics Local Area Unemployment Statistics (LAUS): https://www.bls.gov/lau/.

C. Child support policy context

Table A.14. Iowa Reliable Employment and Child Support Help (REACH) child support policy context

Organizational structure	State supervised - state administered
Guidelines	Income shares[a]
Minimum order policy	Permissive[b] (allowed but not required)
Order modification threshold	20% for court modifications; 50% change in parent's net income for administrative modifications[c]
Order modification criteria[d]	• Change in income • Change in health care • Voluntary agreement to modify
TANF pass-through and disregard	No[e]
State-owed arrears compromise available	Yes

[a]The income shares model adds together both parents' income, compares the result with a schedule of child support order amounts based on that income and number of children, and then prorates the order amount on the basis of their share of the total combined income.
[b]The minimum order shall not be set below $30 for one child or $50 for two or more children, after adjusting for low-income and credit for extraordinary visitation. Information comes from the Iowa Child Support Guidelines: https://www.legis.iowa.gov/docs/ACO/CourtRulesChapter/08-31-2017.9.pdf.
[c]Iowa Department of Human Services, *Procedures for Modifying Child Support Obligations: Review and Adjustment, Administrative Modification or Cost-of-Living Alteration,* Comm. 85 (Rev. 03/2018).
[d]Modifications can be requested once every 2 years, or as a result of a substantial change (50%) in circumstances as noted.
[e]TANF pass-through and disregard occurs if payments made during TANF receipt are passed through to the custodial parent and disregarded from benefits calculation. Iowa does not do this.

D. REACH Program implementation

1. Eligibility, recruitment, and enrollment

a. Eligibility criteria

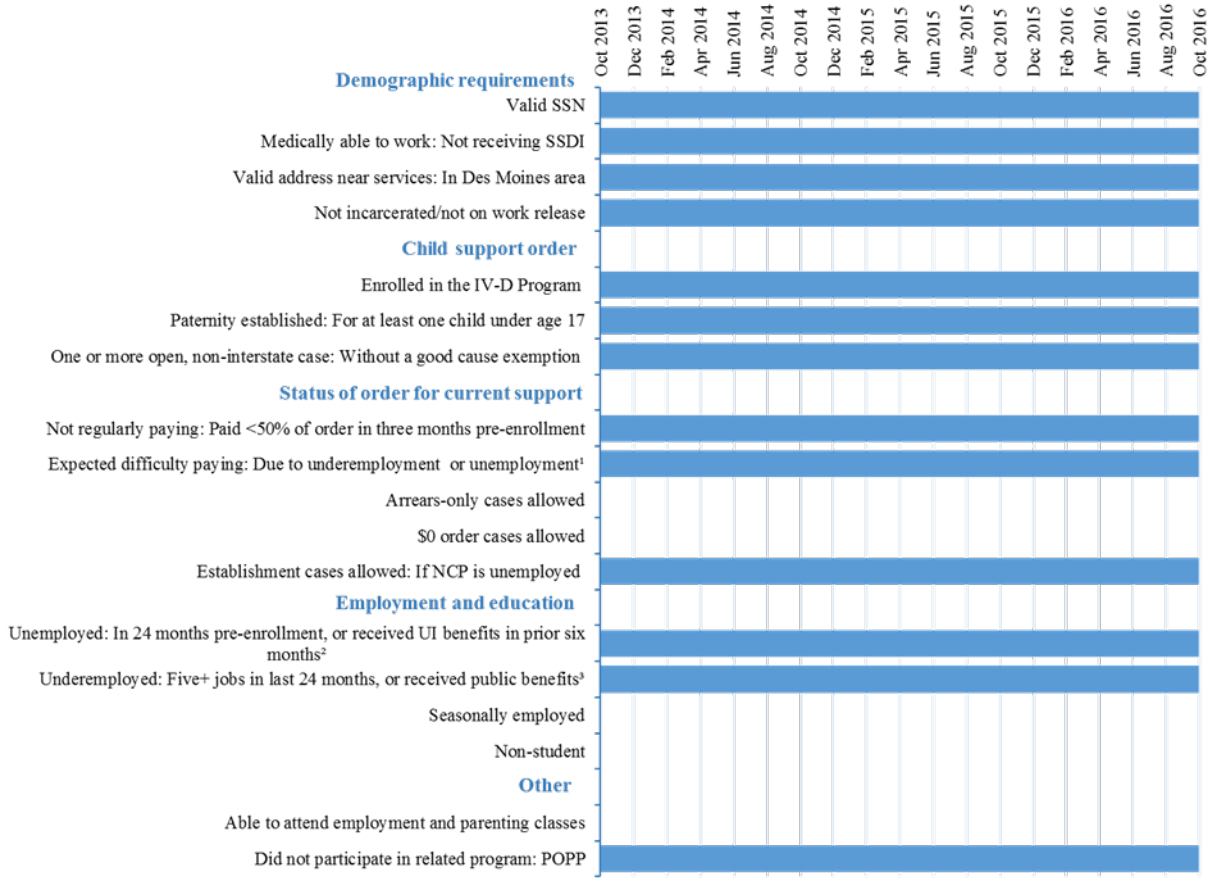
The REACH program adhered closely to the criteria suggested by OCSE, with one modification; the program allowed new establishment cases to enroll in instances when the noncustodial parent was unemployed.

REACH restricted enrollment for noncustodial parents enrolled in Iowa's Parental Obligation Pilot Program (POPP), which was intended to help noncustodial parents experiencing difficulty meeting their child support obligation by providing support and education. POPP is a relatively small program, serving fewer than 100 noncustodial parents in Polk County. It is operated by the YMCA of Greater Des Moines. Noncustodial parents enrolled into the CSPED study were also ineligible for participation in POPP.

The REACH program eligibility criteria remained consistent across the enrollment period.

Figure A.7 provides a visual description of the criteria used by the REACH program to determine whether participants were eligible for program services. The blue bar indicates time periods in which the corresponding criterion was in effect during the course of the CSPED enrollment period.

Figure A.7. Iowa REACH eligibility criteria (October 2013–September 2016)



[1]Including underemployment or unemployment due to incarceration in the six months prior to enrollment
[2]Including unemployment due to incarceration in the six months prior to enrollment
[3]Including Medicaid and SNAP

b. Referral sources

Initially, most referrals came from child support staff; however, REACH staff reported that by the end of the demonstration, most referrals came from word of mouth from other program participants. Other referral sources included community-based employment providers; other community providers; probation and parole; court-ordered work search participants; and court-based referrals. Iowa began using court-based referrals and court-ordered work search participants as referral sources after the demonstration started. If noncustodial parents are brought to court on contempt charges, Iowa courts can order noncustodial parents to search for work, referred to as Work First. REACH negotiated a new process with court staff in which noncustodial parents brought to court on contempt charges, but not yet enrolled in REACH,

could stipulate to participate in a Work First orientation. At this orientation, child support staff told noncustodial parents about REACH and invited them to take part in the study. Child support also began attending court sessions to review dockets for potential REACH referrals and provide potential participants with information about REACH. These referral sources tapered off towards the end of the demonstration as agency-wide contempt filings declined.

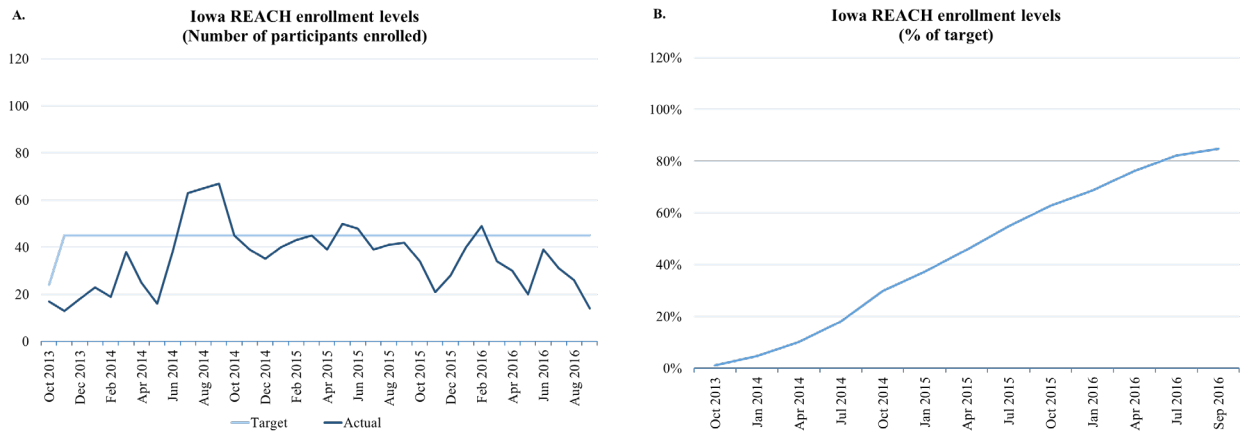
Probation and parole also became a referral source after launch. Program staff initiated conversations with the probation and parole department and negotiated a process by which new parolees received a REACH brochure in their parole resource packet upon release.

c. Enrollment

Though REACH struggled to achieve enrollment targets early on, the program substantially increased enrollments in July of 2014. By the end of the sample intake period, REACH had enrolled 1,273 participants into CSPED, achieving 84.5 percent of the 1,500 participant enrollment target.

Figures A.8a and A.8b show changes in the REACH program's enrollment numbers and progress towards each month's enrollment target throughout the sample intake period.

Figure A.8. Iowa REACH enrollment levels (October 2013–September 2016)



2. Participant characteristics

Table A.15. Iowa Reliable Employment and Child Support Help (REACH) participant characteristics

Age (average)	36.2
Sex (male)	89.2%
Number of biological children under age 18 (average)	2.6
Number of partners with whom has a biological child under age 18 (average)	1.9
Educational attainment (highest)	
Did not complete high school or GED	17.6%
High school diploma or GED	46.7%
Some college, associate's degree, or vocational degree	31.1%
Bachelor's degree or higher	4.6%
Race and Hispanic ethnicity	
White (non-Hispanic)	56.8%
Black or African American (non-Hispanic)	28.4%
American Indian/Alaska Native	1.3%
Asian	1.2%
Native Hawaiian/Pacific Islander	0.3%
Multiple races	4.3%
Hispanic or Latino (of any race)	7.7%
Ever convicted of a crime	75.8%
Any paid work in the past 30 days	62.3%
Average monthly earnings (of those who worked for pay in the past 30 days)	$974
Current marital status	
Married	14.4%
Never married	44.2%
Divorced	32.9%
Widowed	0.4%
Separated	8.2%
Current housing situation	
Own/mortgage	8.1%
Rent	34.2%
Pay some of the rent	19.5%
Live rent free	23.5%
Live in a shelter, on the streets, in an abandoned building, or in a car	1.9%
Other	12.9%

Note: Due to rounding, percentages may not always appear to add up to 100%.

3. Program services

Table A.16. Iowa Reliable Employment and Child Support Help (REACH) services

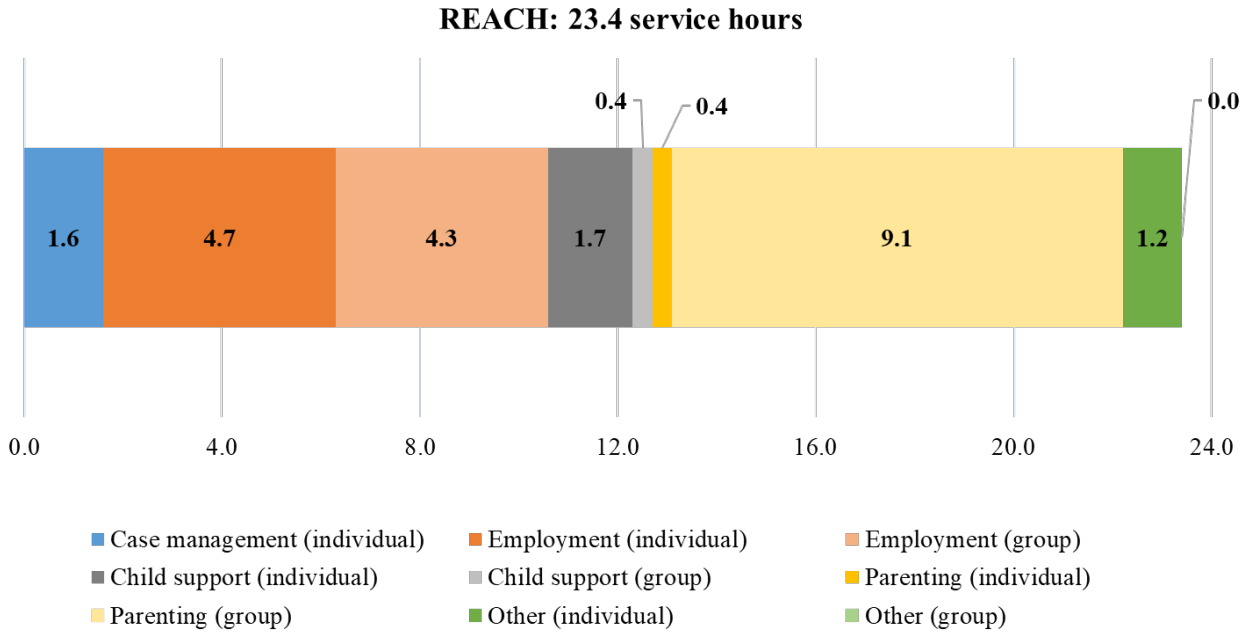
Service domain	Services[a]
Case management	• Benefit eligibility assessments • Court-related activities • Individualized assistance • Intake assessments • Needs assessments • Personalized service plans • Participant progress monitoring • Referrals to other services
Child support	• Case review • Debt reduction planning • Early intervention monitoring • Expedited order review • Order modifications • Suspension of enforcement tools • State-owed arrears compromise • License reinstatement • Wage withholding
Employment	• Facilitated and self-directed job search • GED and ESL classes • Short-term job skills training and vocational training • Internships and apprenticeships • Group- or individually-based job readiness training • Employment plans • Pre-employment and ongoing employment assessments • Resume and cover letter training • Job development services • Job retention services • Work supports • Job referrals • Rapid re-employment • Bonding
Parenting	Parenting classes were provided in a group-based, open enrollment format over 7 weeks, for a total of 14 meeting hours. Noncustodial fathers received the Quenching the Father Thirst curriculum; noncustodial mothers received the Growing Great Kids curriculum.
Other	• Direct assistance with parenting time was not provided; limited referral resources available through fatherhood. • Financial literacy education was provided in a group format and consisted of four two-hour sessions (for a total of 8 hours). Group activities were followed by an individual counseling session with a financial planner. • From November 2016 through the end of the demonstration, the program paid a community legal aid organization to provide to up to three participants per month with legal assistance related to custody, visitation, or their child support order.

[a]See Appendix C for definitions.

4. Service dosage provided

Across all service categories, REACH participants received on average 23.4 hours of services throughout their enrollment in the program. Participants spent most of their time engaged in parenting services; participants spent 9.5 hours on average (41 percent of their time) engaged in those services. The number of hours received within each category of service is shown in Figure A.9.

Figure A.9. Iowa REACH average total service hours



5. Business-as-usual services

Most REACH child support services were not available in the business-as-usual environment. Order review is available, but only every two years or when a noncustodial parent's income changes by 50 percent or more for three continuous months. State-owed arrears compromise is available through Iowa's Parental Obligation Pilot Project (POPP); however, compromise amounts are lower than in REACH, and eligibility criteria are more stringent—all payments must be made to qualify, in contrast to the REACH sliding scale.[45]

In the business-as-usual environment, child support caseworkers typically make phone calls to noncustodial parents when their child support balance is $50 overdue. If the noncustodial parent continues not to pay, the business-as-usual enforcement process begins with a license sanction

[45]CSPED programs did not follow these procedures for participants engaged in CSPED. Please see list of enhanced child support services provided to participants through REACH above in Table A.16.

warning letter, after the balance has been carried for 30 days, followed by license suspension, for driver's and recreational licenses, after 60 days. After 6 months, credit reporting, bank levies and liens, tax intercepts, federal offsets and passport revocation go into effect simultaneously and automatically. If these actions are unsuccessful, child support enforcement workers review the case for contempt. Contempt occurs rarely because the agency has stopped using contempt as a tool for noncustodial parents who do not have the ability to pay.

Parenting classes are available in the business-as-usual environment through the YMCA and local homeless shelters. Employment services are available as well, primarily through the CSPED employment partner; however, services available are more limited and do not include the services of a career coach.

6. Consistency with planned program services

Changes to the REACH service delivery plans were as follows:

- **Inability to provide expungement services.** REACH explored the possibility of providing assistance with records expungement; however, the grantee was not able to obtain support at the state level for implementation.

- **Modified parenting services for noncustodial mothers.** Initially, enrollment levels among female noncustodial parents were very low, and parenting classes specifically for female NCPs often operated as one-on-one counseling sessions due to low enrollment. Later in the demonstration, enrollment among female noncustodial parents grew sufficiently to allow for implementation of parenting classes with a peer support component as planned.

- **Integrated case management team presence at orientations.** Initially, parenting facilitators did not attend orientation sessions for new participants with employment and child support staff. Fatherhood began joining orientation sessions approximately six months into the demonstration as a means to enhance coordination and boost retention.

- **Modified service delivery methods to allow for individualized job readiness services.** Early in the demonstration, most job readiness services were provided in a group format. However, due to participant schedule conflicts, career coaches began offering one-on-one job readiness classes. By the end of the demonstration, job readiness was frequently provided one-on-one.

7. Financial incentives provided

Incentives for REACH extra services participants included:

- A $10 gift card for attending initial orientation;

- Following completion of two sessions of each category of service (job readiness, parenting, and financial literacy), choice of a $25 VISA gift card or a $50 grocery store gift card;

- Provision of food at parenting classes;

- A parent-child activity, or gift for the child, upon completion of the parenting curriculum, job readiness curriculum, and four one-on-one meetings with a career coach; and

- Compromise of state-owed arrears upon making scheduled child support payments via income withholding order, on a sliding scale based on the percentage of the current obligation paid. Arrears compromise was assessed at 6 and 12 months of program participation; participants are eligible for forgiveness of up to 100 percent of assigned arrears.

8. The role of the courts

Initially, the courts were not involved in REACH. However, upon realizing that many noncustodial parents were brought to court for child support-related contempt, REACH initiated two new processes to increase REACH enrollments and avoid contempt for potential participants. Within child support, REACH implemented a new process by which caseworkers were required to refer participants to learn about the REACH program prior to initiating contempt. At the same time, REACH negotiated a new process with court staff in which noncustodial parents brought to court on contempt charges, but not yet enrolled in REACH, stipulated to a Work First orientation. At this orientation, noncustodial parents were provided the opportunity to participate in REACH.

When this new process began, REACH received four to seven stipulations per week through this process. However, because child support and court staff began to see initiating contempt for noncustodial parents as counterproductive, in the last few months of the demonstration, contempt filings declined and referrals via stipulation tapered off.

IV. Ohio: Right Path for Fathers Partnership

A. Program overview

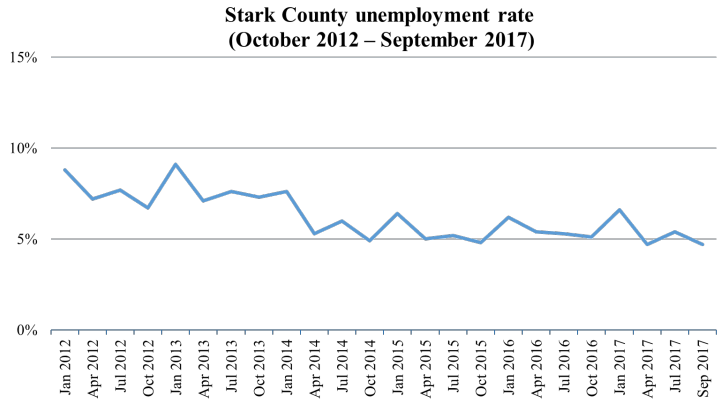
The Ohio Department of Job and Family Services Office of Child Support served as the CSPED grantee in Ohio. It was the fiscal agent for the grant. The Stark County Job and Family Services, Child Support Enforcement Division, was the lead agency for CSPED. It implemented CSPED in Stark County. It was known locally as the Right Path for Fathers Partnership.

B. Implementation site profile

Table A.17. Ohio Right Path for Fathers Partnership implementation site profile

Lead agency	Child Support Enforcement Division, Stark County Job and Family Services
Employment partner	Goodwill Industries of Greater Cleveland and East Central Ohio, Inc.; Stark County Community Action Agency
Parenting partner	Early Childhood Resource Center
Domestic violence partner	Domestic Violence Project, Inc.
Co-location of service providers	Employment and parenting
Enrollment	1,019 (511 treatment group; 508 control group)

County characteristics	October 2013	September 2016
Population	375,348	374,762
County IV-D caseload size	30,548	27,961
Educational attainment		
High school or higher	89.1%	90.4%
Bachelor's degree or higher	21.1%	22.6%
Population below poverty level	15.0%	14.1%
Children below poverty level	23.3%	21.4%
Median household income	$45,641	$48,714
Race (alone or in combination with one or more other races)		
White	88.8%	88.4%
Black or African American	7.3%	7.3%
American Indian/Alaska Native	0.2%	0.1%
Asian	0.8%	0.8%
Native Hawaiian/Pacific Islander	0.0%	0.0%
Hispanic or Latino (of any race)	1.7%	1.9%



Source: Demographic data are from the U.S. Census 2013 and 2016 American Community Surveys. Available at: https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml. Unemployment data are from the Bureau of Labor Statistics Local Area Unemployment Statistics (LAUS): https://www.bls.gov/lau/.

C. Child support policy context

Table A.18. Ohio Right Path for Fathers Partnership child support policy context

Organizational structure	State supervised - county administered
Guidelines	Income shares[a]
Minimum order policy	$50/month minimum required, but courts can set orders below minimum[b]
Order modification threshold	10%[c]
Order modification criteria[d]	• Change in income • Incarceration • Change in custody • Change in childcare arrangements • Change in health care • Change in education costs • Medical condition or disability preventing work • Voluntary agreement to modify
TANF pass-through and disregard[e]	No
State-owed arrears compromise available	Yes

[a]The income shares model adds together both parents' income, compares the result with a schedule of child support order amounts based on that income and number of children, and then prorates the order amount on the basis of their share of the total combined income.
[b]Information comes from the Ohio Revised Code: http://codes.ohio.gov/orc/3119.06v1.
[c]Information comes from L. W. Morgan, *Child Support Guidelines: Interpretation and Application*, Second Edition. NY: Wolters Kluwer Law & Business, 2015.
[d]Modifications can be requested once every 3 years, or as a result of a substantial change in circumstances as noted.
[e]A TANF pass-through and disregard occurs if payments made during TANF receipt are passed through to the custodial parent and disregarded from benefits calculation. Ohio does not do this.

D. Right Path for Fathers Partnership Program implementation

1. Eligibility, recruitment, and enrollment

a. Eligibility criteria

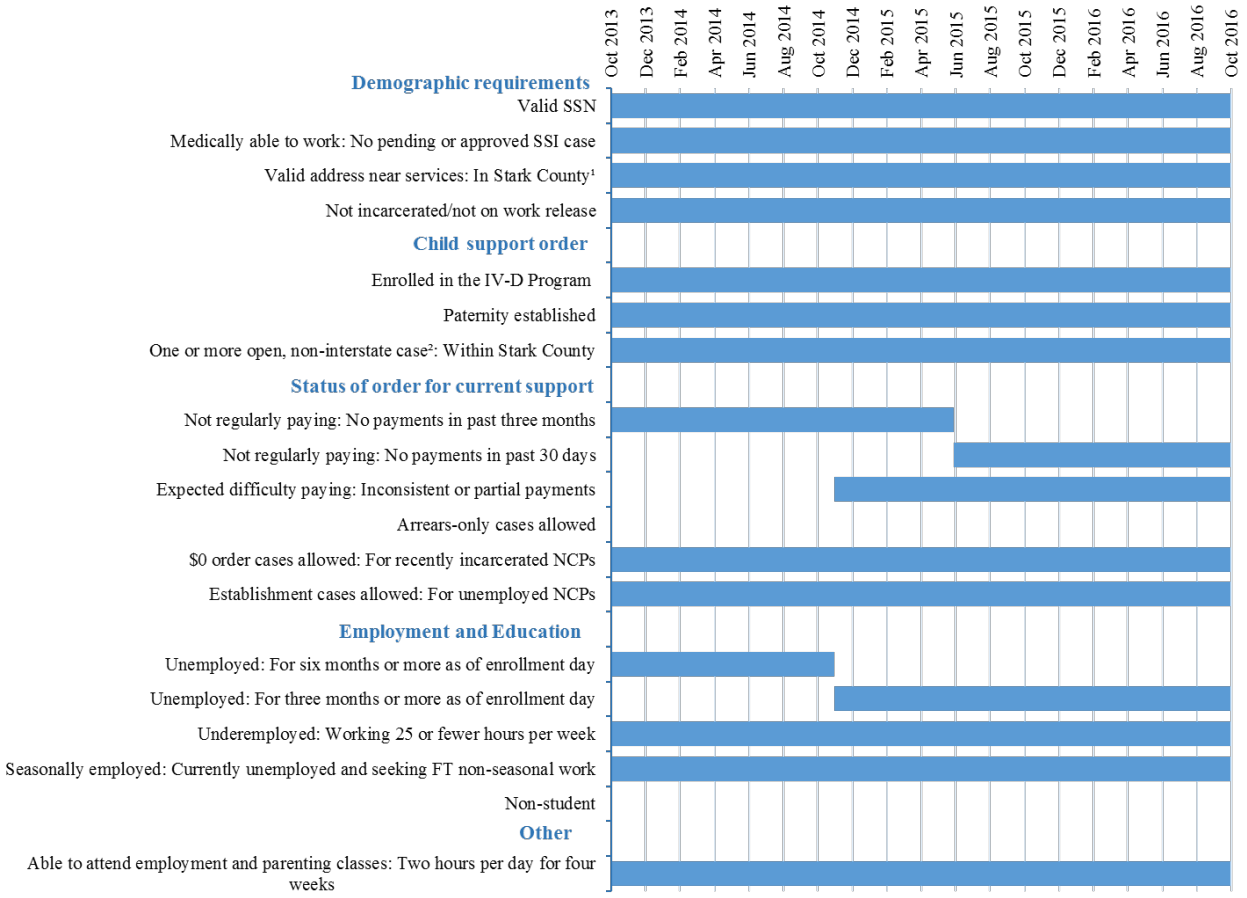
The Right Path for Fathers Partnership expanded upon the OCSE eligibility criteria by allowing new establishment cases to enroll in the program, as well as $0 order cases, in instances in which the noncustodial parent had recently been released following a period of incarceration.

While most criteria remained consistent across the enrollment period, Right Path for Fathers Partnership made several modifications to definitions of key terms related to eligibility criteria throughout the demonstration period. In June of 2015, the program modified their definition of "not regularly paying" child support from no payments in the past three months, to no payments made in the past 30 days. In November 2014, the program also began considering noncustodial parents with a history of partial or inconsistent payments eligible for the program.

In November of 2014, Right Path for Fathers Partnership also expanded their definition of unemployed to include noncustodial parents unemployed for three months or more on enrollment day; until then, noncustodial parents were considered eligible after six months of unemployment.

Figure A.10 provides a visual description of the criteria used by the Right Path for Fathers Partnership program to determine whether participants were eligible for program services. The blue bar indicates time periods in which the corresponding criteria was in effect during the course of the CSPED enrollment period.

Figure A.10. Ohio Right Path for Fathers Partnership eligibility criteria (October 2013–September 2016)



[1]Or an adjacent county with reliable transportation.
[2]For at least one child not scheduled to emancipate within three months of enrollment.

b. Referral sources

Throughout the demonstration, most referrals came from child support agency staff who identified potentially eligible participants on their caseload. Other referral sources included community-based providers; probation and parole; court-mandated work search activities; referrals from other participants; and self-referrals.

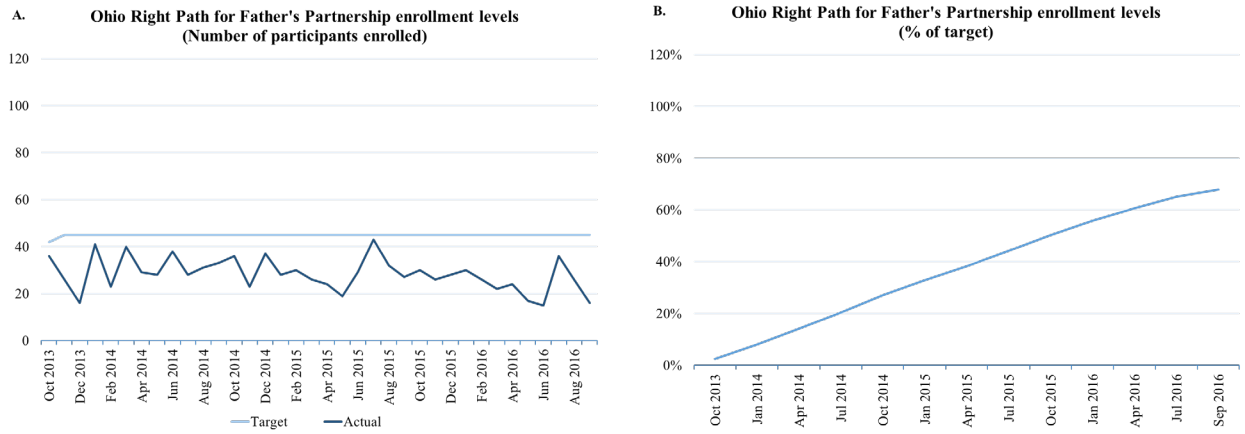
Enforcement caseworkers were required to make two quality referrals, defined as referrals that resulted in a scheduled appointment, each month. All enforcement case workers who made three or more quality referrals in a month received a $25 gift card.

c. Enrollment

By the end of the sample intake period, Right Path for Fathers Partnership enrolled 1,019 participants into CSPED, achieving 67.9% of the 1,500 participant enrollment target.

Figures A.11a and A.11b show changes in the Right Path for Fathers Partnership program's enrollment numbers and progress towards each month's enrollment target throughout the sample intake period.

Figure A.11. Ohio Right Path for Fathers enrollment levels (October 2013–September 2016)



2. Participant characteristics

Table A.19. Ohio Right Path for Fathers Partnership participant characteristics

Age (average)	34.8
Sex (male)	86.8%
Number of biological children under age 18 (average)	2.8
Number of partners with whom has a biological child under age 18 (average)	2.1
Educational attainment (highest)	
Did not complete high school or GED	28.9%
High school diploma or GED	44.2%
Some college, associate's degree, or vocational degree	25.6%
Bachelor's degree or higher	1.4%
Race and Hispanic ethnicity	
White (non-Hispanic)	45.4%
Black or African American (non-Hispanic)	46.7%
American Indian/Alaska Native	1.2%
Asian	0.1%
Native Hawaiian/Pacific Islander	0.2%
Multiple races	4.7%
Hispanic or Latino (of any race)	1.8%
Ever convicted of a crime	80.5%
Any paid work in the past 30 days	38.9%
Average monthly earnings (of those who worked for pay in the past 30 days)	$498
Current marital status	
Married	10.1%
Never married	61.4%
Divorced	21.9%
Widowed	0.6%
Separated	6.0%
Current housing situation	
Own/mortgage	3.2%
Rent	27.9%
Pay some of the rent	17.6%
Live rent free	36.1%
Live in a shelter, on the streets, in an abandoned building, or in a car	1.6%
Other	13.6%

Note: Due to rounding, percentages may not always appear to add up to 100%.

3. Program services

Table A.20. Ohio Right Path for Fathers Partnership services

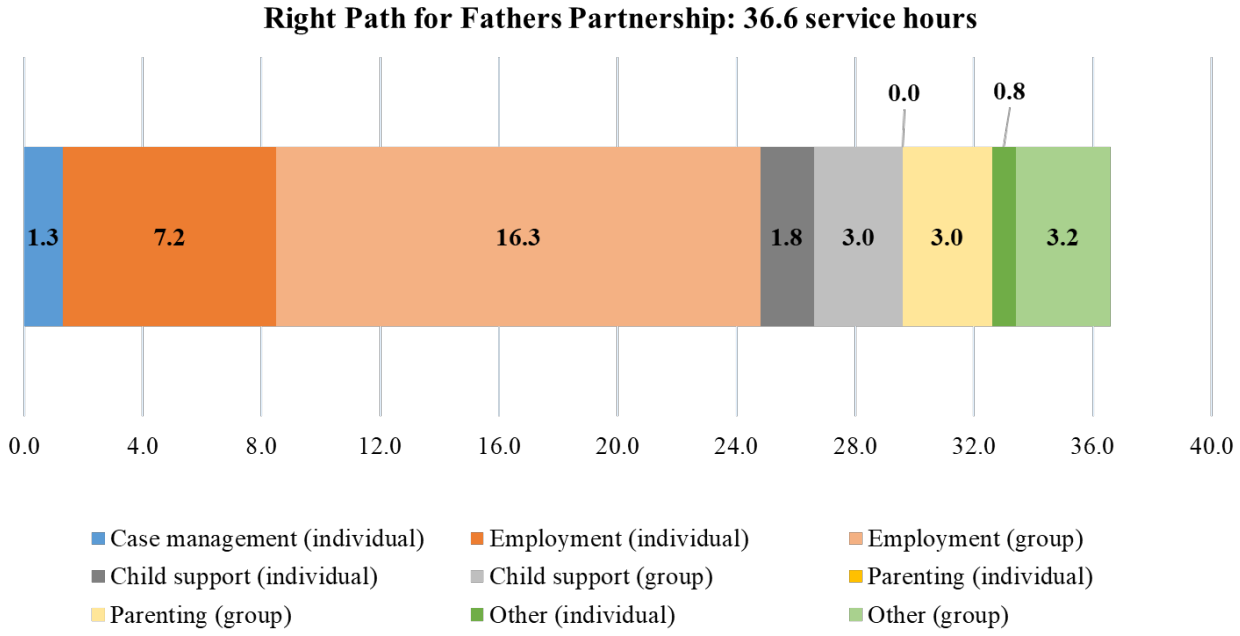
Service domain	Services[a]
Case management	• Needs assessments • Personalized service plans • Individualized assistance • Participant progress monitoring • Referrals to other services • Benefit eligibility assessments • Court-related activities • Intake assessments
Child support	• Case review • Debt reduction planning • Expedited order review • Order modifications • Suspension of enforcement tools • State- and family-owed arrears compromise[b] • License reinstatement • Early intervention monitoring • Wage withholding
Employment	• Facilitated and self-directed job search • GED classes • Short-term job skills training, and vocational training • Group- or individually-based job readiness training • Employment plans • Pre-employment and ongoing employment assessments • Resume and cover letter training • Records expungement • Job development services • Job retention services • Subsidized employment[c] • Work supports • Job referrals • Rapid re-employment
Parenting	Parenting classes were provided in a group format, using a cohort approach, with the 24/7 Dads curriculum. Classes were provided twice a week for 4 weeks in two-hour sessions, for a total of 16 hours.
Other	• Assistance with parenting time was not provided. • Basic financial literacy information provided in job readiness classes; standalone financial literacy education not offered. • The program hosts and facilitates expungement clinics and pays a community legal aid provider to run these sessions. All Right Path for Fathers participants were eligible for expungement services.

[a]See Appendix C for definitions.
[b]Family-owed arrears compromise is available at the request of custodial parents. The child support agency does not assist directly with the process; rather, the child support agency provides information about the process and informs CSPED participants and all other child support clients that this request must be filed with the court.
[c]Subsidized employment was paid for by another public program.

4. Service dosage provided

Across all service categories, Right Path for Fathers Partnership participants received on average 36.6 hours of services their enrollment in the program. Participants spent most of their time engaged in employment services; participants spent 23.5 hours (64 percent of their time) engaged in those services. The number of hours received within each category of service is shown in Figure A.12.

Figure A.12. Ohio Right Path for Fathers Partnership Average total service hours



5. Business-as-usual services

Most Right Path for Fathers Partnership child support services are not available in the business-as-usual environment. Order review is available upon request every three years. Modifications are made if they meet certain thresholds. Wages may be imputed based on a sliding scale of 20, 25, or 30 hours per week, and in contrast to the extra services group, if the noncustodial parent's order will increase as a result of a changed wage, child support staff submit the modification regardless. State-owed arrears compromise occurs in the business-as-usual environment extremely rarely. Family-owed arrears compromise is available through the court system in the

business-as-usual environment if requested by the custodial parent. Processes are the same for Right Path participants and business-as-usual clients.[46]

In the business-as-usual environment, enforcement begins after the noncustodial parent's outstanding account balance reaches the sum of two months of payments. The child support caseworker begins by making a phone call and sending a letter to the noncustodial parent. If the noncustodial parent continues not to pay, business-as-usual enforcement actions begin with initiating wage withholding (if not already in place); collection of tax intercepts, intercepts of insurance payouts and lottery winnings, and passport holds are automatically initiated. After two months of non-payment, child support staff initiate a motion to seek work from the court for those who appear to be out of work. After six months of continued nonpayment, enforcement workers initiate suspension of professional licenses (after CSPED launched, staff initiated driver's license suspensions much more rarely than prior to, and during the early phases of, CSPED); and passport sanctions. . Until summer of 2015, this type of case would have gone to contempt on a motion to show cause.

Parenting classes, using the same curriculum as CSPED, are available in the business-as-usual environment through the CSPED partner. Employment services are available through a range of non-CSPED community providers as well as CSPED partner agencies; however, most require individuals to meet specific criteria, such as disability, work history or income requirements, to participate. Staff perceived uptake of parenting and employment services to be low.

6. Consistency with planned program services

Changes to the Right Path for Fathers service delivery plans were as follows:

- **Terminated in-house GED classes in one of two employment partners.** Initially, both employment providers offered classes on site; however, mid-way through the demonstration, one of the two agencies stopped offering this service following the departure of the program's GED instructor. The program covered the cost of GED testing as well as the cost of classes in one of the two partners; the other employment partner offered classes for free.

- **Implemented a consistent, rotating job readiness class schedule.** The Project Manager implemented a regular and consistent schedule for starting new cohorts of job readiness classes across both employment agencies. This schedule helped to address lengthy gaps in start dates for new Right Path for Fathers Partnership participants.

- **Changed order modification processes.** Initially, Right Path for Fathers Partnership case managers processed modifications for program participants. However, this process changed mid-way through the demonstration. Following this shift, case managers

[46]CSPED programs did not follow these procedures for participants engaged in CSPED. Please see list of enhanced child support services provided to participants through Right Path for Fathers Partnership above in Table A.20.

reviewed orders, but modifications were processed by the child support office's modification unit.

7. Financial incentives provided

The Right Path for Fathers Partnership program provided license reinstatement to any noncustodial parent who visited the agency to learn about the program. For regular services participants and non-enrollees, license reinstatement could be, but was not automatically, re-suspended after 30 days if payments were not made.

Incentives specifically for Right Path for Fathers Partnership extra services participants included:

- A $25 gift card, after completing the third session of the four-week job readiness and parenting class;
- Upon completion of the four-week job readiness and parenting classes, $2,500 in state-owed arrears compromise; a flash drive with cover letter and resume loaded; a $25 gift card; and a meal at the graduation ceremony; and
- Compromise of an additional $2,500 in state-owed arrears per child support case, after making six consecutive months of child support payments.

8. The role of the courts

Right Path for Fathers Partnership performed a weekly review of the child support court docket to identify noncustodial parents eligible for Right Path for Fathers Partnership. Instead of issuing a motion to show cause, the court ordered the noncustodial parent to choose one of three employment-based programs to learn more about; if the noncustodial parent selected Right Path for Fathers Partnership, the courts then issued a seek work order for the noncustodial parent. In the course of reviewing the docket, staff also identified Right Path for Fathers Participants who needed to re-engage in services, and conveyed this information to the courts.

V. South Carolina: Operation: Work

A. Program overview

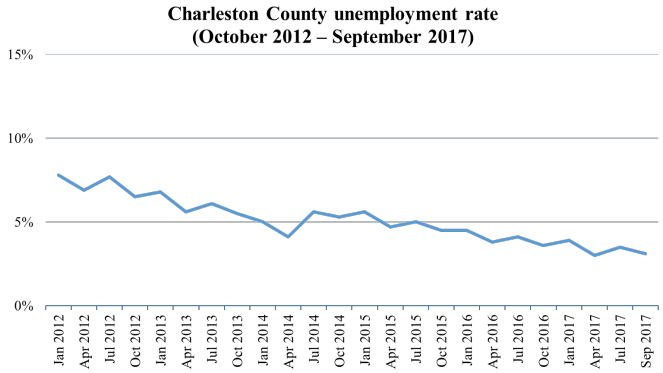
The South Carolina Department of Social Services, Integrated Child Support Services Division (ICSSD), served as the CSPED grantee in South Carolina. It was the fiscal and lead agency. South Carolina's child support enforcement program is supervised and administered by the state. The CSPED program was implemented in Charleston, Greenville, and Horry counties. Starting in 2015, a limited number of participants who lived in these counties, but had child support cases in adjacent Pickens, Dorchester, Berkeley, and Marion counties, were permitted to enroll in CSPED. The CSPED program was known locally as Operation: Work.

B. Implementation site profiles

Table A.21. South Carolina Operation: Work: Charleston County implementation site profile

Lead agency	Integrated Child Support Services Division, South Carolina Department of Social Services
Employment partner	Father to Father Project, Inc. (The South Carolina Center for Fathers and Families)
Parenting partner	Father to Father Project, Inc. (The South Carolina Center for Fathers and Families)
Domestic violence services partners	Family Services, Inc. and the South Carolina Coalition Against Domestic Violence and Sexual Assault
Co-location of service providers	Employment and parenting
Enrollment	456 (228 treatment group; 228 control group)

County characteristics	October 2013	September 2016
Population	358,736	380,673
County IV-D caseload size	19,524	15,080
Educational attainment		
High school or higher	88.3%	90.2%
Bachelor's degree or higher	39.4%	41.1%
Population below poverty level	18.2%	16.3%
Children below poverty level	27.2%	24.4%
Median household income	$50,792	$54,931
Race (alone or in combination with one or more other races)		
White	66.3%	67.5%
Black or African American	29.4%	28.2%
American Indian/Alaska Native	0.2%	0.2%
Asian	1.3%	1.3%
Native Hawaiian/Pacific Islander	0.1%	0.0%
Hispanic or Latino (of any race)	5.2%	5.0%

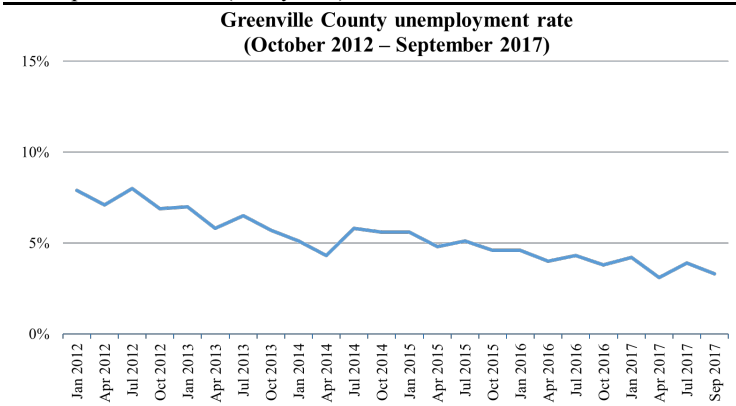


Source: Demographic data are from the U.S. Census 2013 and 2016 American Community Surveys. Available at: https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml. Unemployment data are from the Bureau of Labor Statistics Local Area Unemployment Statistics (LAUS): https://www.bls.gov/lau/.

Table A.22. South Carolina Operation: Work: Greenville County implementation site profile

Lead agency	Integrated Child Support Services Division, South Carolina Department of Social Services
Employment partner	Upstate Fatherhood Coalition (The South Carolina Center for Fathers and Families)
Parenting partner	Upstate Fatherhood Coalition (The South Carolina Center for Fathers and Families)
Domestic violence partners	Safe Harbor, Inc. and the South Carolina Coalition Against Domestic Violence and Sexual Assault
Co-location of service providers	Employment and parenting
Enrollment	330 (166 treatment group; 164 control group)

County characteristics	October 2013	September 2016
Population	459,857	482,191
County IV-D caseload size	15,755	14,506
Educational attainment		
High school or higher	85.7%	86.9%
Bachelor's degree or higher	31.2%	32.9%
Population below poverty level	15.8%	14.3%
Children below poverty level	23.9%	20.6%
Median household income	$49,022	$51,595
Race (alone or in combination with one or more other races)		
White	76.6%	76.0%
Black or African American	18.1%	18.3%
American Indian/Alaska Native	0.2%	0.3%
Asian	2.1%	2.1%
Native Hawaiian/Pacific Islander	0.1%	0.1%
Hispanic or Latino (of any race)	8.3%	8.7%

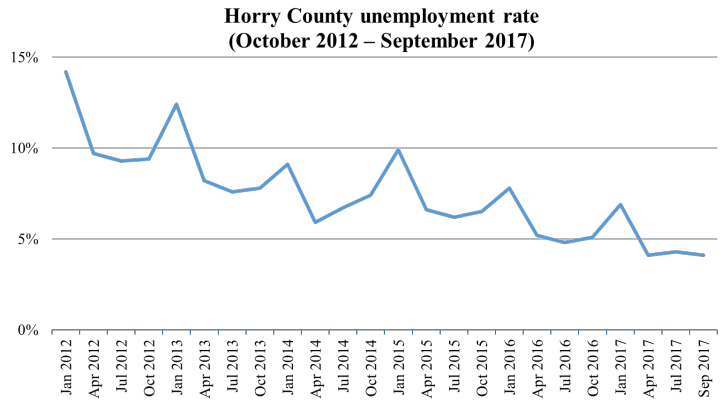


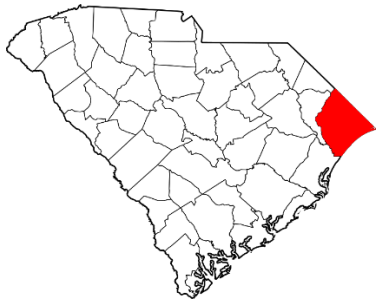
Source: Demographic data are from the U.S. Census 2013 and 2016 American Community Surveys. Available at: https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml. Unemployment data are from the Bureau of Labor Statistics Local Area Unemployment Statistics (LAUS): https://www.bls.gov/lau/.

Table A.23. South Carolina Operation: Work: Horry County implementation site profile

Lead agency	Integrated Child Support Services Division, South Carolina Department of Social Services
Employment partner	A Father's Place (The South Carolina Center for Fathers and Families)
Parenting partner	A Father's Place (The South Carolina Center for Fathers and Families)
Domestic violence partners	ParentsCare and the South Carolina Coalition Against Domestic Violence and Sexual Assault
Co-location of service providers	Employment and parenting
Enrollment	164 (82 treatment group; 82 control group)

County characteristics	October 2013	September 2016
Population	276,688	300,418
County IV-D caseload size	11,346	9,607
Educational attainment		
High school or higher	87.7%	88.5%
Bachelor's degree or higher	22.7	22.6%
Population below poverty level	18.6%	17.6%
Children below poverty level	30.1%	30.1%
Median household income	$42,431	$44,746
Race (alone or in combination with one or more other races)		
White	80.4%	80.9%
Black or African American	13.6%	13.7%
American Indian/Alaska Native	0.3%	0.5%
Asian	1.2%	1.1%
Native Hawaiian/Pacific Islander	0.1%	0.1%
Hispanic or Latino (of any race)	6.1%	6.0%





Source: Demographic data are from the U.S. Census 2013 and 2016 American Community Surveys. Available at: https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml. Unemployment data are from the Bureau of Labor Statistics Local Area Unemployment Statistics (LAUS): https://www.bls.gov/lau/.

C. Child support policy context

Table A.24. South Carolina Operation: Work: Child support policy context

Organizational structure	State supervised - state administered
Guidelines	Income shares[a]
Minimum order policy	Required, but courts can set orders below minimum. Income is imputed if the parent is considered voluntarily unemployed or underemployed[b]
Order modification threshold	25% and $25/month[c]
Order modification criteria[d]	• Change in income • Change in custody • Change in childcare arrangements • Change in health care • Change in education costs • Change in the number of children legally responsible for • Medical condition or disability preventing work • Voluntary agreement to modify
TANF pass-through and disregard[e]	Yes
State-owed arrears compromise available	Yes

[a]The income shares model adds together both parents' income, compares the result with a schedule of child support order amounts based on that income and number of children, and then prorates the order amount on the basis of their share of the total combined income.
[b]The minimum order amount for noncustodial parents with an income of less than $750 per month is $100, with judicial discretion. Information comes from the South Carolina Child Support Guidelines: https://dss.sc.gov/media/1585/2014-child-support-guidelines-booklet.pdf
[c]Information comes from L. W. Morgan, *Child Support Guidelines: Interpretation and Application*, Second Edition. NY: Wolters Kluwer Law & Business, 2015.
[d]Modifications can be requested once every 3 years, or as a result of a substantial change in circumstances as noted.
[e]Payments made during TANF receipt are passed through to the custodial parent and disregarded from benefits calculation, up to unmet need.

D. Operation: Work Program implementation

1. Eligibility, recruitment, and enrollment

a. Eligibility criteria

The Operation: Work program adhered closely to the criteria suggested by OCSE, and most criteria remained consistent across the enrollment period, with three exceptions. From the start of the demonstration through December 2015, Operation: Work did not allow noncustodial parents with only a current order for past-due arrears to enroll in the program. To increase enrollment, beginning in January 2016 and continuing through the end of the demonstration, Operation: Work began allowing these arrears-only cases on a case-by-case basis.

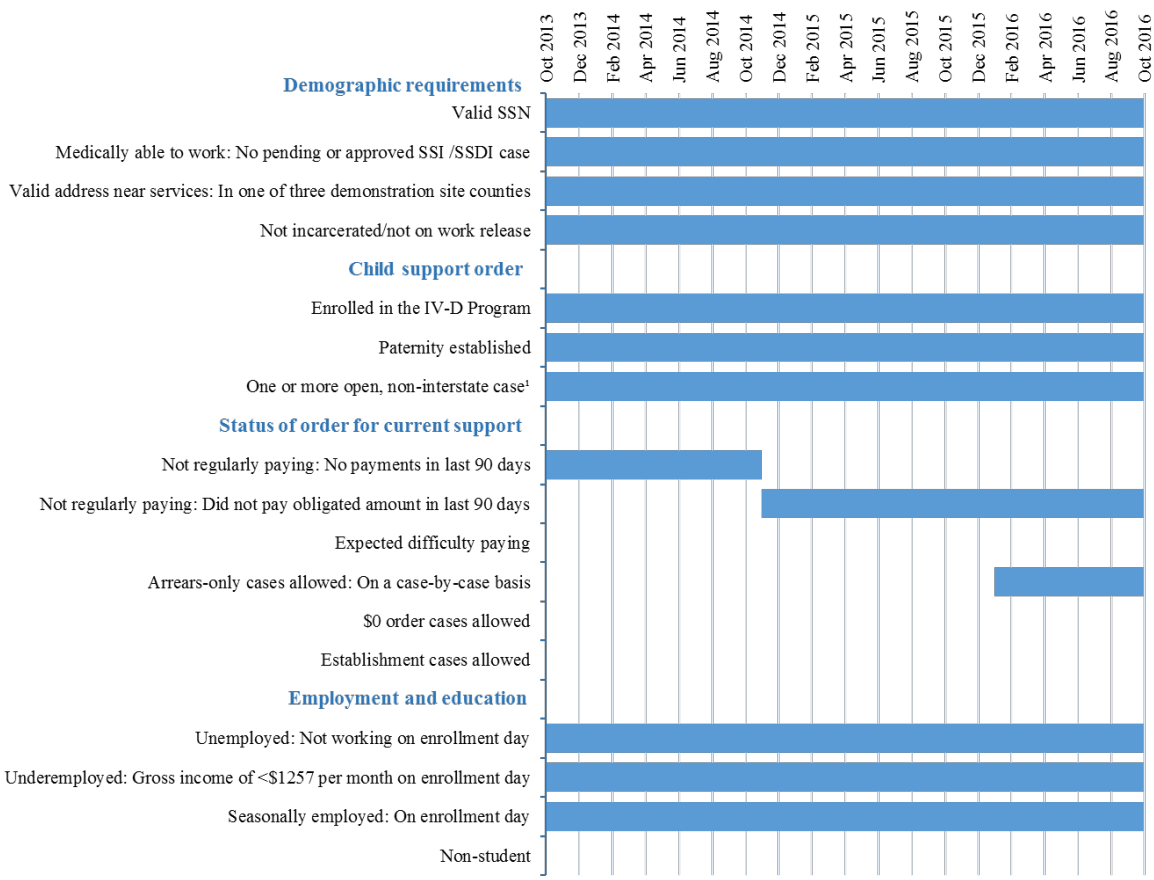
Operation: Work also modified their definition of the "not regularly paying child support" eligibility criteria during the course of the demonstration. From the start of the demonstration through November 2014, Operation: Work considered a noncustodial parent to not be paying child support regularly if he or she had not made *any* payments in the 90 days prior to enrollment. In December 2014, Operation: Work broadened this requirement to include

noncustodial parents who did not pay *the full amount* obligated during the 90 days prior to enrollment.

Finally, starting in 2015, Operation: Work began allowing a limited number of participants who lived in Horry, Greenville, or Charleston counties, but had eligible child support cases in adjacent Pickens, Dorchester, Berkeley, and Marion counties, to enroll in CSPED.

Figure A.13 provides a visual description of the criteria used by the Operation: Work program to determine whether participants were eligible for program services. The blue bar indicates time periods in which the corresponding criterion was in effect during the course of CSPED enrollment.

Figure A.13. South Carolina Operation: Work eligibility criteria (October 2013–September 2016)



[1]Within Charleston, Horry, or Greenville counties (whole demonstration) or Pickens, Berkeley, Dorchester, or Marion counties (as of May 2015).

b. Referral sources

Most referrals were court-based. Referrals came from contempt dockets throughout the demonstration, and later, as a means for increasing enrollment numbers, from administrative process hearings. For contempt hearings, child support staff pre-screened court dockets for eligibility. They confirmed eligibility on the day of court, and screened any additional potentially eligible noncustodial parents added late to the docket. For administrative process hearings, all noncustodial parents were screened the day of the hearing after being placed under an order.

In two implementation sites, nearly all participants enrolled following referrals from contempt dockets. In the third site, nearly all participants were referred through contempt dockets initially, but by the end of the demonstration, more participants started enrolling following referrals from administrative process hearings or as walk-ins to the child support office.

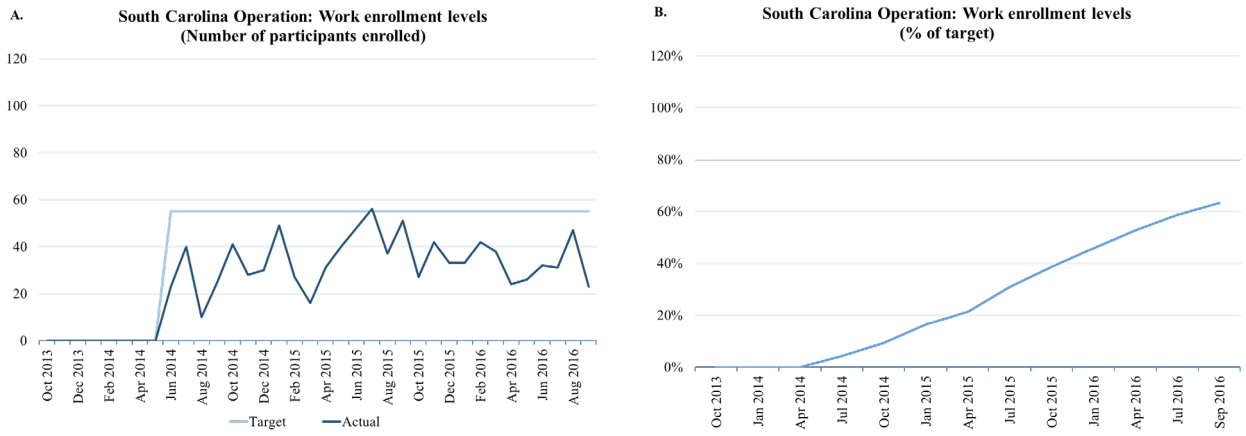
Additional referral sources included child support agency staff, referrals from other community-based providers, participant referrals, and self-referrals.

c. Enrollment

Operation: Work began enrolling participants into CSPED in June of 2014, approximately eight months after most other CSPED programs. In total, Operation: Work enrolled 950 participants, achieving 63.3 percent of the 1,500 participant enrollment target.

Figures A.14a and A.14b show changes in the Operation: Work program's enrollment numbers and progress towards each month's enrollment target throughout the sample intake period.

Figure A.14. South Carolina Operation: Work enrollment levels (October 2013–September 2016)



2. Participant characteristics

Table A.25. South Carolina Operation: Work participant characteristics

Age (average)	34.3
Sex (male)	88.0%
Number of biological children under age 18 (average)	2.8
Number of partners with whom has a biological child under age 18 (average)	2.1
Educational attainment (highest)	
Did not complete high school or GED	41.3%
High school diploma or GED	40.3%
Some college, associate's degree, or vocational degree	17.5%
Bachelor's degree or higher	1.0%
Race (alone or in combination with one or more other races)	
White (non-Hispanic)	21.7%
Black or African American (non-Hispanic)	74.0%
American Indian/Alaska Native	1.0%
Asian	0.0%
Native Hawaiian/Pacific Islander	0.1%
Multiple races	0%
Hispanic or Latino (of any race)	1.9%
Ever convicted of a crime	69.3%
Any paid work in the past 30 days	65.3%
Average monthly earnings (of those who worked for pay in the past 30 days)	$578
Current marital status	
Married, to a parent of any of his/her biological children	11.3%
Never married	64.6%
Divorced	13.7%
Widowed	0.6%
Separated	9.8%
Current housing situation	
Own/mortgage	3.6%
Rent	26.1%
Pay some of the rent	25.5%
Live rent free	32.5%
Live in a shelter, on the streets, in an abandoned building, or in a car	1.5%
Other	10.8%

Note: Due to rounding, percentages may not always appear to add up to 100%.

3. Program services

Table A.26. South Carolina Operation: Work services

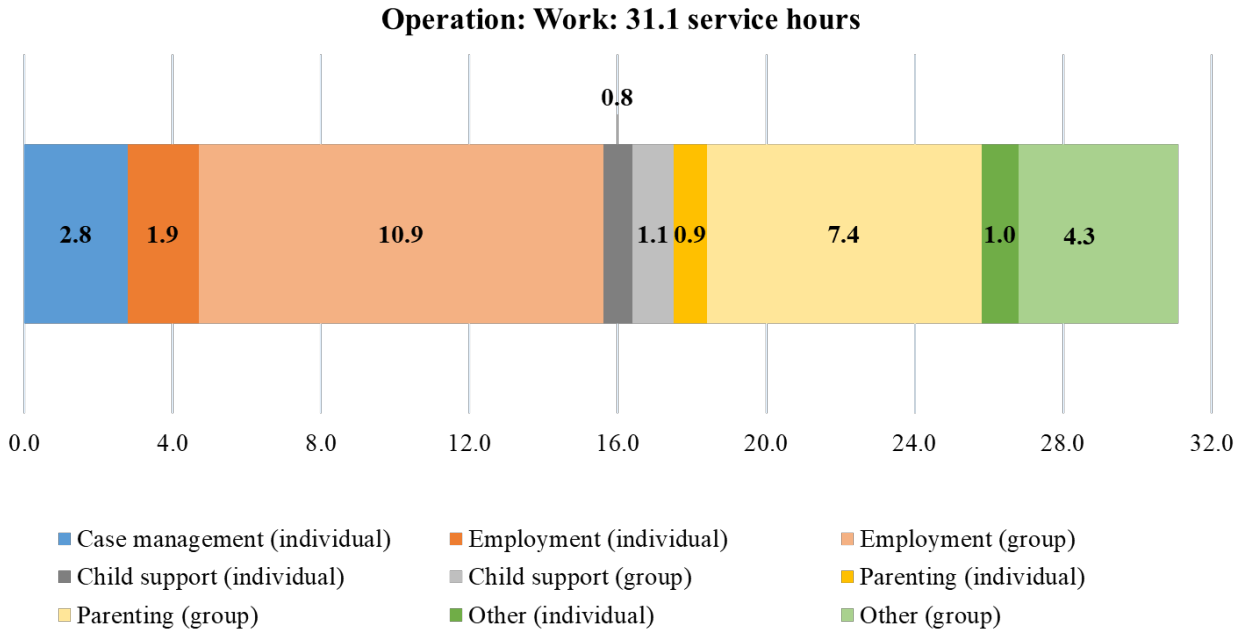
Service domain	Services[a]
Case management	• Needs assessments • Personalized service plans • Individualized assistance • Participant progress monitoring • Referrals to other services • Benefit eligibility assessments • Court-related activities • Intake assessments
Child support	• Case review • Expedited order review • Order modifications • Suspension of enforcement tools • State- and family-owed arrears compromise • License reinstatement • Early intervention monitoring • Wage withholding
Employment	• Facilitated and self-directed job search • GED and ESL classes • Short-term job skills training, OJT, and vocational training • Group- or individually-based job readiness training • Employment plans • Pre-employment and ongoing employment assessments • Resume and cover letter training • Job development services • Job retention services • Work supports • Voluntary drug testing • Rapid re-employment • Bonding • Records expungement • Job referrals
Parenting	Parenting classes were provided in a group format using a cohort approach and were delivered using the South Carolina Center for Fathers and Families internally-developed curriculum. Classes occurred once a week for 7 weeks in all sites, lasting 2 hours per session (14 total hours) in two sites and 1.5 hours per session in the third (10.5 total hours). Parenting was one of the program's three 7-week core modules. Participants transitioned sequentially (in any order) from parenting to economic stability to healthy relationships.
Other	• **Records expungement**. Records expungement assistance was provided through each site's local Solicitor's Office, which provided clinics for Operation: Work participants, assisted them with paperwork, and prioritized their applications. The South Carolina Center for Fathers and Families, in conjunction with the Bar Association, also developed for the general public online resources on applying for expungement.[b] • **Parenting time.** Requests for parenting time can be filed pro se in South Carolina. Partner staff in all implementation sites assisted participants with completing and notarizing required paperwork. The South Carolina Center for Fathers and Families provided additional guidance on filing pro se for the public by developing online access and visitation videos, providing step-by-step instructions for each form.[c] • **Supervised visitation and mediation.** Each site had staff trained as mediators, and offered mediation for program participants and custodial parents. Staff provided participants with on-site supervised visitation. • **Economic stability.** Economic stability classes were provided to Operation: Work participants once per week for 7 weeks in all sites, lasting 2 hours per session in one site and 1.5 hours per session in the third. • **Men's health.** Sites provided a 4-week men's health module (lasting 6 hours in two sites; 8 in the third).

[a]See Appendix C for definitions.
[b]Available here: http://www.scfathersandfamilies.com/resources/criminal_records_expungement_and_pardon_guides/full_expungement_guide/.
[c]Available here: http://scvisitation.com/.

4. Service dosage provided

Across all service categories, Operation: Work participants received on average 31.1 hours of services throughout their enrollment in the program. Participants spent most of their time engaged in employment services; participants spent 12.8 hours (41 percent of their time) engaged in those services. The number of hours received within each category of service is shown in Figure A.15.

Figure A.15. South Carolina Operation: Work average total service hours



5. Business-as-usual services

Most Operation: Work child support services were not available in the business-as-usual environment. Order reviews were available upon request and modifications were made if they met certain thresholds. Neither process could be expedited. State-owed arrears compromise was not available. License reinstatement was available only through negotiation of a lump sum amount with a caseworker and payment of the full negotiated amount. While publicly available pro se visitation and modification resources were available in the business-as- usual environment, child support staff did not help noncustodial parents to complete this paperwork.[47]

[47]CSPED programs did not follow these procedures for participants engaged in CSPED. Please see list of enhanced child support services provided to participants through Operation: Work above in Table A.26.

In the business-as-usual environment, enforcement by the child support office typically began after the custodial parent initiated a complaint to the caseworker regarding overdue support. Enforcement actions occurred simultaneously and included license revocation; credit reporting; and bank levies and liens. If these steps did not yield resumption of payments, the child support caseworker verified ability to pay and initiated contempt in coordination with the child support attorneys.

In South Carolina, the Clerks of Court play a major role in child support enforcement as a result of Rule 24 issued by the South Carolina Supreme Court. This rule states that Clerks of Court shall review all child support orders at least monthly and if a case is at least five days behind in its payments, the Clerk shall issue a show cause order and direct the party to appear in court. Because of this rule, contempt actions are routine in South Carolina. The Integrated Child Support Services Division has set up a screening process that occurs in the courthouse on the day of the contempt hearing. As part of this screening process, individuals who have been ordered to show cause are first interviewed by the child support program to determine whether a settlement can be reached without a hearing.

In all CSPED counties, employment and parenting services were available in the business-as-usual environment through the CSPED partner, but individuals had to find these services on their own. Any father in the CSPED counties could attend group-based classes offered by the CSPED partner, including employment boot camp, parenting, health relationships, economic stability, and men's health. Individuals who enrolled in these services outside of CSPED received less intensive case management services and did not receive incentives for participation.

6. Consistency with planned program services

Changes to the Operation: Work service delivery plans were as follows:

- **Delays in hiring site managers.** Operation: Work planned to have three site managers throughout the enrollment period, but it took more time than anticipated to fill these positions. Thus, even though enrollment began in June 2014, the three site managers were not hired until later. These delays, as well as turnover with the roles, contributed to lower enrollment levels.

- **Expanded role of the outreach coordinator.** Each implementation site employed an outreach coordinator—a staff member who helped facilitate participant engagement in program services by maintaining ongoing communication with participants and providing transportation, following up when participants did not attend classes, and communicating with the case management team about challenges and barriers faced by the participant. At first, the outreach coordinator role was a part-time position in each implementation site. However, the South Carolina Center for Fathers and Families turned these into full-time positions after program launch in order to meet service delivery needs.

- **Addition of mock interviews with employers.** The implementation sites added a mock interview exercise to the employment boot camp, conducted with a volunteer local employer.

7. Financial incentives provided

All incentives were administered by the partner agencies within each site, with the exception of state-owed arrears compromise. Operation: Work participants were eligible for up to $5,250 in state-owed arrears compromise. The child support site coordinators in each site were responsible for ensuring that participants completed the required milestones. Incentives included:

- After meeting program requirements for 90 days, participants received $500 off of their arrears;
- After six months of meeting program requirements, participants received another $1,000 off of their state-owed arrears; and
- After meeting program requirements for a full year, the child support agency took an additional $3,750 off of the arrears balance.

Additional financial incentives were provided through partner agencies. After completing employment boot camp, a first step in the program for all unemployed participants, participants received:

- Interview clothing;
- A leather Operation: Work portfolio into which the fatherhood staff provided hard-copy resumes on high-quality paper to hand out at job interviews; and
- Tuition assistance at a local community college.

Initially, the program provided $1,500 in tuition assistance, but increased this amount to $1,800 early in the demonstration. Operation: Work made this change because the base amount charged by community colleges for a number of certification programs was $1,800, and the program sought to cover the cost in full.

Additional incentives included:

- After completing the economic stability curriculum module, the program opened a savings account on behalf of the participant at a local bank or credit union and deposited $50;
- After completing the parenting and health relationships curriculum modules, participants were eligible to take part in a parent-child activity paid for by the program, as well as to receive assistance with mediation and pro se visitation requests; and
- After maintaining employment for 60 days, the participant received $100 in cash or as a gift card; they did not need to have made payments during that time.

8. The role of the courts

The courts were heavily involved in the recruitment process from the start of the grant. Most referrals to Operation: Work came from contempt proceedings. As noted above, contempt actions are routine in South Carolina as a result of Rule 24. As part of the screening process that occurs prior to contempt hearings, noncustodial parents were told about Operation: Work by child support workers if they reported that the reason for nonpayment of child support was lack of work. These individuals were referred to the Operation: Work site manager who was typically just outside the room where the screening process took place. After individuals agreed to be in the program and completed the baseline survey, they were randomly assigned to either the treatment or control group. Those who were assigned to the treatment group were then directed to meet with representatives of the local fatherhood program who were also at the court. Thus, Operation: Work participants met their Operation: Work child support worker and staff from the local fatherhood program on their first day in the program. In addition, Operation: Work child support and fatherhood staff reported to the court on participant progress at subsequent hearing dates. Eventually, Operation: Work added administrative process dockets as a referral source as well.

VI. Tennessee: Child Support Noncustodial Parent Employment Demonstration (CSPED)

A. Program overview

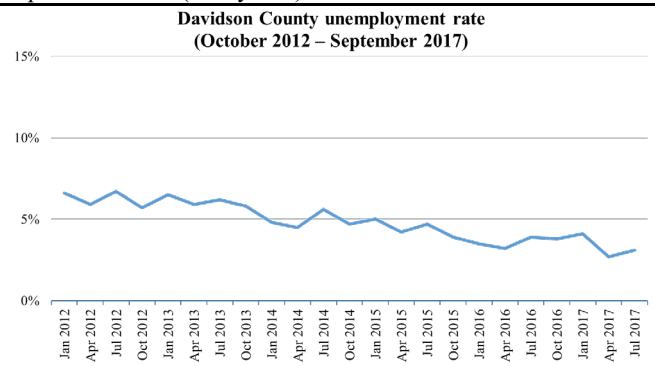
The Department of Human Services, Child Support Program, served as the CSPED grantee in Tennessee. It was the fiscal and lead agency. Tennessee's Child Support Program is supervised and administered by the state. Child support services are provided through local district attorneys, DHS staff, and private agencies under contract with the state. In all CSPED implementation sites, child support services were delivered through private agencies. Tennessee's CSPED program was implemented by the Child Support Program in Davidson, Hamilton, and Shelby counties. It was locally known as CSPED.

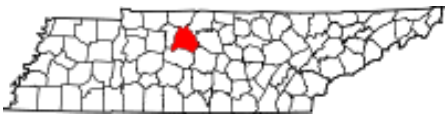
B. Implementation site profiles

Table A.27. Tennessee Child Support Noncustodial Parent Employment Demonstration: Davidson County implementation site profile

Lead agency	Child Support Program, Tennessee Department of Human Services
Employment partner	Tennessee Department of Labor and Workforce Development; Goodwill Industries of Middle Tennessee, Inc.
Parenting partner	Contracted parenting services providers*
Domestic violence partner	Tennessee Coalition to End Domestic and Sexual Violence
Co-location of service providers	None
Enrollment	397 (197 treatment group; 200 treatment group)

County characteristics	October 2013	September 2016
Population	638,395	667,885
County IV-D caseload size	40,018	37,723
Educational attainment		
High school or higher	86.4%	87.5%
Bachelor's degree or higher	35.9%	38.2%
Population below poverty level	18.5%	17.7%
Children below poverty level	30.0%	29.0%
Median household income	$47,335	$50,484
Race (alone or in combination with one or more other races)		
White	62.5%	63.0%
Black or African American	27.7%	27.6%
American Indian/Alaska Native	0.2%	0.3%
Asian	3.1%	3.4%
Native Hawaiian/Pacific Islander	0.0%	0.1%
Hispanic or Latino (of any race)	9.7%	10.0%



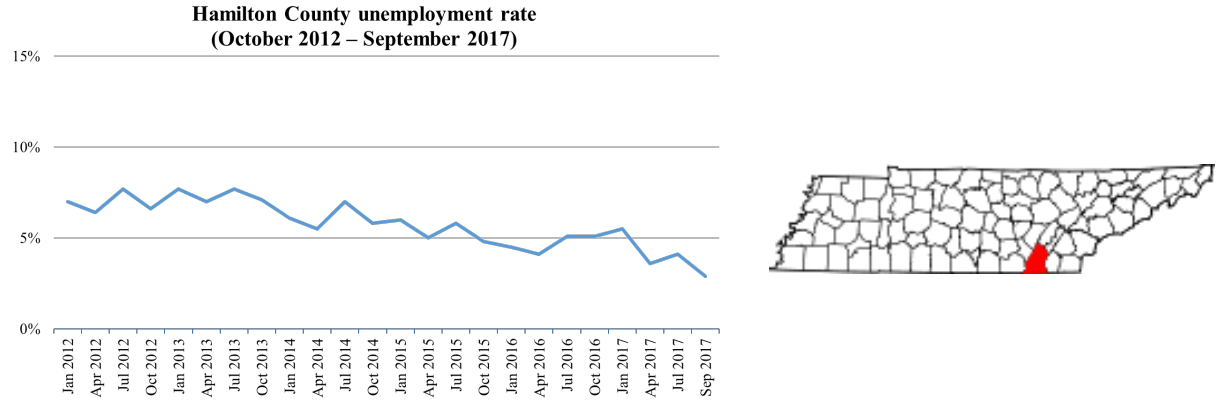


Source: Demographic data are from the U.S. Census 2013 and 2016 American Community Surveys. Available at: https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml. Unemployment data are from the Bureau of Labor Statistics Local Area Unemployment Statistics (LAUS): https://www.bls.gov/lau/.
*The initial parenting partner was a small non-profit called Faith in Action, but that partner was replaced by another local parenting service provider in 2016.

Table A.28. Tennessee Child Support Noncustodial Parent Employment Demonstration: Hamilton County implementation site profile

Lead agency	Child Support Program, Tennessee Department of Human Services
Employment partner	Tennessee Department of Labor and Workforce Development; Chattanooga Goodwill Industries
Parenting partner	First Things First
Domestic violence partner	Tennessee Coalition to End Domestic and Sexual Violence
Co-location of service providers	None
Enrollment	335 (168 treatment group; 167 control group)

County characteristics	October 2013	September 2016
Population	340,973	351,305
County IV-D caseload size	23,327	20,536
Educational attainment		
High school or higher	86.3%	87.8%
Bachelor's degree or higher	27.2%	29.6%
Population below poverty level	16.6%	14.8%
Children below poverty level	25.3%	21.7%
Median household income	$46,702	$49,434
Race (alone or in combination with one or more other races)		
White	74.9%	75.3%
Black or African American	20.1%	19.8%
American Indian/Alaska Native	0.2%	0.1%
Asian	2.0%	2.0%
Native Hawaiian/Pacific Islander	0.1%	0.0%
Hispanic or Latino (of any race)	4.6%	5.1%

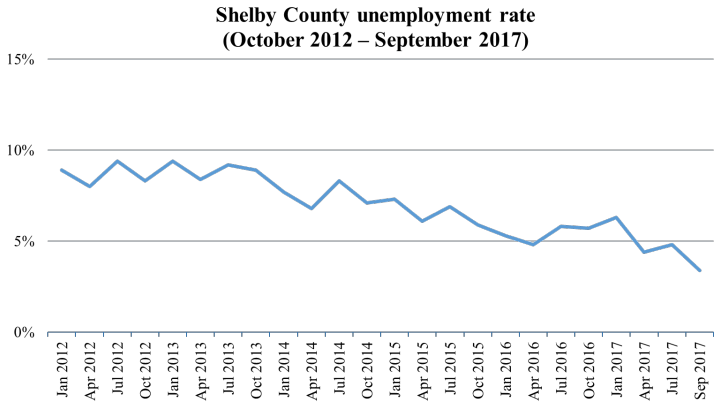


Source: Demographic data are from the U.S. Census 2013 and 2016 American Community Surveys. Available at: https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml. Unemployment data are from the Bureau of Labor Statistics Local Area Unemployment Statistics (LAUS): https://www.bls.gov/lau/.

Table A.29. Tennessee Child Support Noncustodial Parent Employment Demonstration: Shelby County implementation site profile

Lead agency	Child Support Program, Tennessee Department of Human Services
Employment partner	Tennessee Department of Labor and Workforce Development; Workforce Investment Network
Parenting partner	Families Matter, Memphis Inc.
Domestic violence partner	Tennessee Coalition to End Domestic and Sexual Violence
Co-location of service providers	None
Enrollment	778 (390 treatment group; 388 control group)

County characteristics	October 2013	September 2016
Population	932,919	936,990
County IV-D caseload size	106,245	94,093
Educational attainment		
High school or higher	86.0%	87.1%
Bachelor's degree or higher	29.0%	30.2%
Population below poverty level	20.8%	21.4%
Children below poverty level	31.6%	34.3%
Median household income	$46,250	$46,854
Race (alone or in combination with one or more other races)		
White	41.0%	39.6%
Black or African American	52.3%	53.2%
American Indian/Alaska Native	0.2%	0.2%
Asian	2.4%	2.5%
Native Hawaiian/Pacific Islander	0.0%	0.0%
Hispanic or Latino (of any race)	5.7%	6.0%



Source: Demographic data are from the U.S. Census 2013 and 2016 American Community Surveys. Available at: https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml. Unemployment data are from the Bureau of Labor Statistics Local Area Unemployment Statistics (LAUS): https://www.bls.gov/lau/.

C. Child support policy context

Table A.30. Tennessee Child Support Noncustodial Parent Employment Demonstration: Child support policy context

Organizational structure	State supervised - state administered[a]
Guidelines	Income shares[b]
Minimum order policy	$100/month minimum required, but court can set orders below. Income is imputed at $37,589 for male parents absent reliable income[c]
Order modification threshold	15%[d] or 7.5% for low-income obligors[e]
Order modification criteria[f]	• Change in income • Change in custody • Change in childcare arrangements • Change in health care • Change in the number of children legally responsible for • Medical condition or disability preventing work • Voluntary agreement to modify
TANF pass-through and disregard[g]	Yes
State-owed arrears compromise available	No

[a]Tennessee uses private contractors to administer its child support program in all three of the CSPED implementation sites.
[b]The income shares model adds together both parents' income, compares the result with a schedule of child support order amounts based on that income and number of children, and then prorates the order amount on the basis of their share of the total combined income.
[c]The minimum order amount allowable by statute is $100 per month; however, the judiciary may deviate below this guideline. Information comes from the Tennessee Department of Human Services Child Support Services Division Child Support Guidelines, Chapter 1240-2-4: https://publications.tnsosfiles.com/rules/1240/1240-02/1240-02.htm
[d]Information comes from L. W. Morgan, *Child Support Guidelines: Interpretation and Application*, Second Edition, NY: Wolters Kluwer Law & Business, 2015.
[e]Information comes from the Tennessee Department of Human Services Child Support Services Division Child Support Guidelines, Chapter 1240-2-4: https://publications.tnsosfiles.com/rules/1240/1240-02/1240-02.htm.
[f]Modifications can be requested once every 3 years, or as a result of a substantial change in circumstances as noted.
[g]Payments made during TANF receipt are passed through to the custodial parent and disregarded from benefits calculation to unmet need.

D. Tennessee's CSPED Program implementation

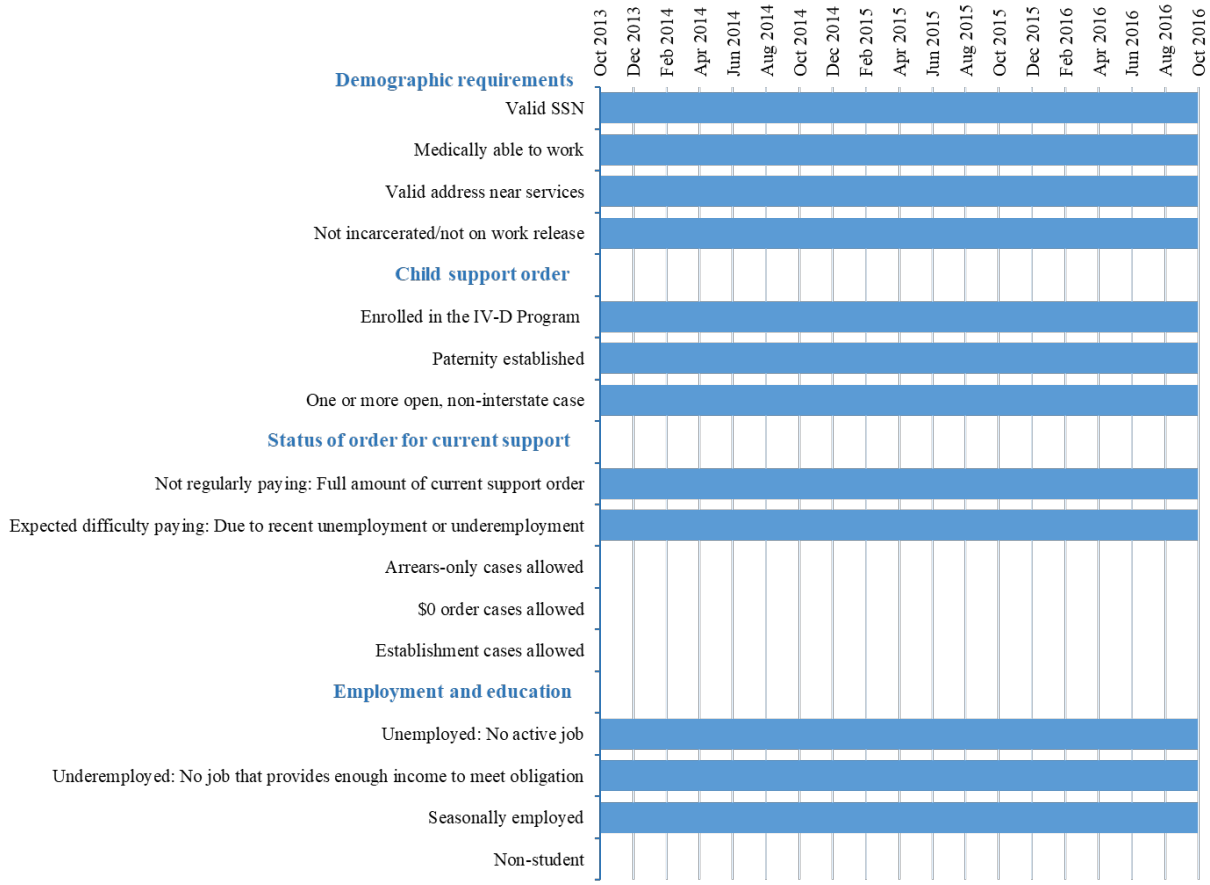
1. Eligibility, recruitment, and enrollment

a. Eligibility criteria

The program adhered closely to the criteria suggested by OCSE. Program eligibility criteria remained consistent across the enrollment period.

Figure A.16 provides a visual description of the criteria used by the program to determine whether participants were eligible for program services. The blue bar indicates time periods in which the corresponding criterion was in effect during the course of the CSPED enrollment period.

Figure A.16. Tennessee's CSPED program eligibility criteria (October 2013–September 2016)



b. Referral sources

In two implementation sites, most referrals came from child support agency staff. In the third site, most referrals came from walk-ins, though child support agency staff also provided referrals.

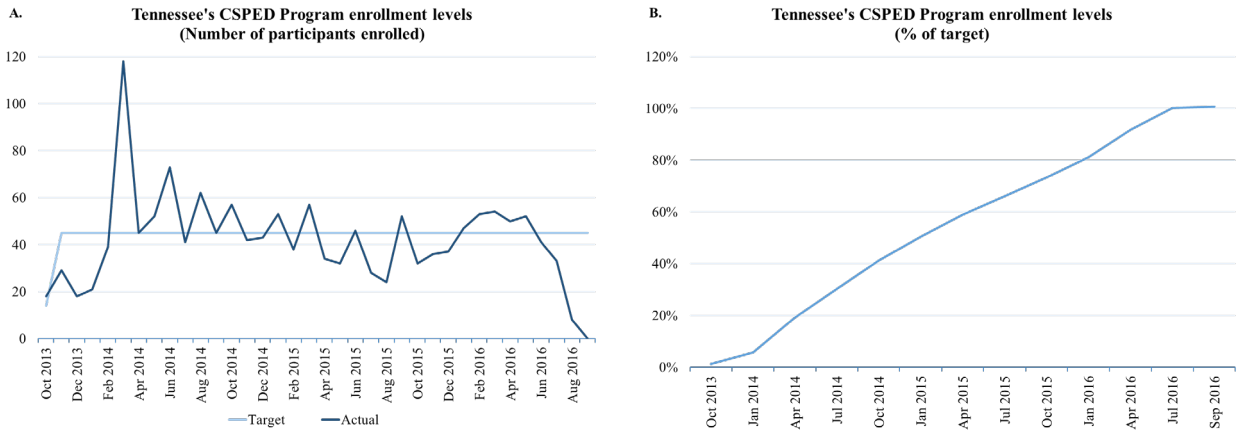
Other referral sources included community-based providers (including a community-based employment provider in one implementation site), and court-based referrals from child support attorneys. Referral sources remained consistent over time.

c. Enrollment

Though Tennessee's CSPED program struggled to achieve enrollment targets in the first few months of the demonstration, the program substantially increased enrollments in February of 2014 and consistently enrolled close to the target number of participants each month through the remainder of the demonstration. By August of 2016, Tennessee had enrolled 1,510 participants into CSPED, achieving 101 percent of the 1,500 participant enrollment target.

Figures A.17a and A.17b show changes in the program's enrollment numbers and progress towards each month's enrollment target throughout the sample intake period.

Figure A.17. Tennessee's CSPED program enrollment (October 2013–September 2016)



2. Participant characteristics

Table A.31. Tennessee Child Support Noncustodial Parent Employment Demonstration: Participant characteristics

Age (average)	35.9
Sex (male)	93.5%
Number of biological children under age 18 (average)	2.7
Number of partners with whom has a biological child under age 18 (average)	2.0
Educational attainment (highest)	
Did not complete high school or GED	23.0%
High school diploma or GED	43.8%
Some college, associate's degree, or vocational degree	29.6%
Bachelor's degree or higher	3.6%
Race and Hispanic ethnicity	
White (non-Hispanic)	9.1%
Black or African American (non-Hispanic)	87.9%
American Indian/Alaska Native	0.5%
Asian	0.1%
Native Hawaiian/Pacific Islander	0.1%
Multiple races	1.5%
Hispanic or Latino (of any race)	0.8%
Ever convicted of a crime	55.6%
Any paid work in the past 30 days	60.9%
Average monthly earnings (of those who worked for pay in the past 30 days)	$717
Current marital status	
Married	14.5%
Never married	56.7%
Divorced	17.2%
Widowed	0.3%
Separated	11.3%
Current housing situation	
Own/mortgage	3.6%
Rent	23.3%
Pay some of the rent	23.4%
Live rent free	34.7%
Live in a shelter, on the streets, in an abandoned building, or in a car	1.1%
Other	13.9%

Note: Due to rounding, percentages may not always appear to add up to 100%.

3. Program services

Table A.32. Tennessee Child Support Noncustodial Parent Employment Demonstration services

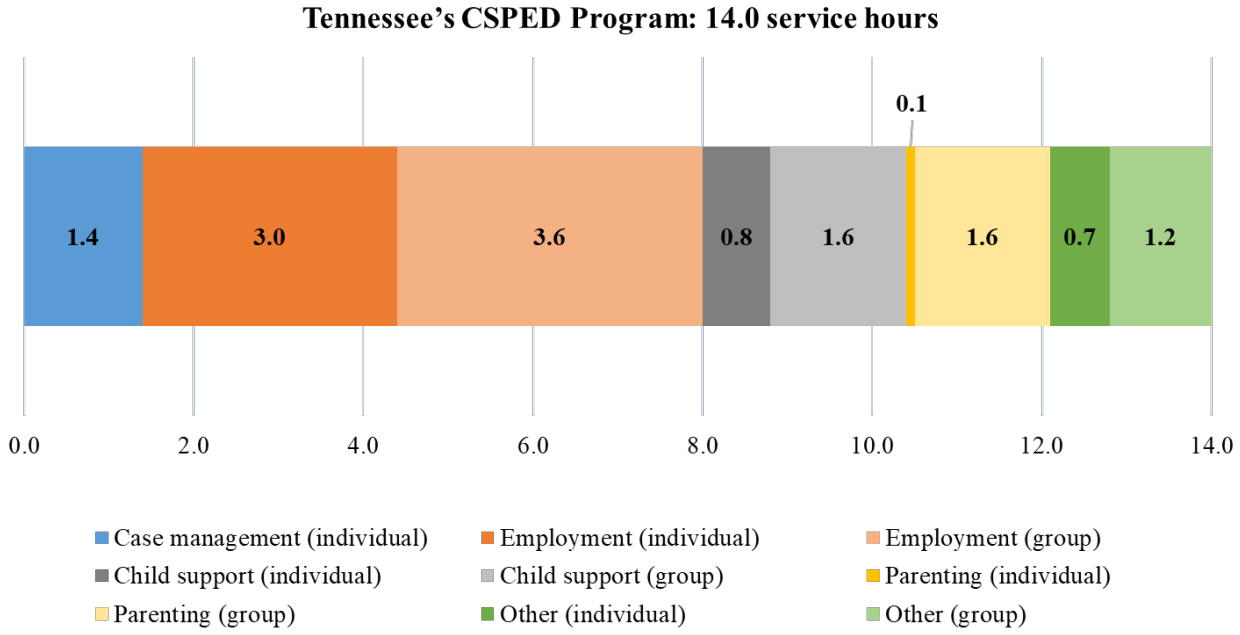
Service domain	Services[a]
Case management	• Needs assessments • Personalized service plans • Individualized assistance • Participant progress monitoring • Referrals to other services • Benefit eligibility assessments • Court-related activities • Intake assessments
Child support	• Case review • Expedited order review • Order modifications • Suspension of enforcement tools • Family-owed arrears compromise • License reinstatement • Early intervention monitoring • Wage withholding
Employment	• Facilitated and self-directed job search • GED/HiSET classes • Short-term job skills training, OJT, and vocational training • Group- or individually-based job readiness training • Employment plans • Internships • Pre-employment and ongoing employment assessments • Resume and cover letter training • Job development services • Job retention services • Job referrals • Work supports • Rapid re-employment • Bonding • Referrals for records expungement
Parenting	Parenting services operated independently and varied by implementation site. One site used the Nurturing Dads curriculum in a group format, using a cohort approach, for 2 hours per week over 10 weeks. Another used the Dads Making a Difference curriculum in a group format, using a cohort approach, across 13 sessions for a total of 19.5 hours. The third site planned to use, and began the demonstration using, the Fatherhood Development curriculum. They provided the 16-hour curriculum over 4 weeks. This site switched to the 24/7 Dads curriculum and provided classes over 8 weeks in 2-hour sessions for a total of 16 hours.
Other	• Assistance with parenting time was not provided. The program made referrals to pro bono legal clinics and mediation upon request. • Basic financial education was provided during parenting classes; standalone financial literacy education was not offered. Two sites made referrals to area financial education centers; the third did not have a referral resource for this service.

[a]See Appendix C for definitions.

4. Service dosage provided

Across all service categories, Tennessee's CSPED program participants received on average 14.0 hours of services throughout their enrollment in the program. Participants spent most of their time engaged in employment services; participants spent 6.6 hours (47 percent) of their time engaged in those services. The number of hours received within each category of service is shown in Figure A.18.

Figure A.18. Tennessee CSPED average total service hours



5. Business-as-usual services

Most child support services provided by the Tennessee CSPED program were not available in the business-as-usual environment. Orders could be reviewed upon request. Modifications must meet certain thresholds. Neither service was expedited. License reinstatement was available in the business-as-usual environment upon payment of a lump sum.[48] In the business-as-usual environment, enforcement begins after 45 days of missed payments. A child support worker from the field office has some discretion over how to proceed based on case history. License revocation occurs through an automated process every six months in the business-as-usual environment. Field office child support workers are able to, but typically do not, perform license revocation outside of this process. In most instances, the field office child support worker begins

[48]CSPED programs did not follow these procedures for participants engaged in CSPED. Please see list of enhanced child support services provided to participants through Tennessee's Noncustodial Parent Employment Demonstration above in Table A.32.

with an attempt to contact the noncustodial parent, followed by locate efforts if contacts are unsuccessful. Liens and asset seizures are performed by the state's central office on an ongoing basis. Field office child support workers check to confirm whether these efforts are currently underway at the state level before proceeding to contempt. If no efforts are currently underway, the child support worker proceeds to contempt.

In all CSPED counties, parenting services and some employment services were available in the business-as-usual environment, primarily through CSPED partner agencies. However, staff characterized the intensity and breadth of these services as more limited than CSPED. Furthermore, individuals had to access these services on their own and were not provided with case management services, training opportunities, or incentives for engaging in services. Staff perceived uptake of these services outside of CSPED to be low.

6. Consistency with planned program services

Tennessee's CSPED program services underwent changes in each core service domain throughout the demonstration.

a. Child support services

- **Introduction of family-owed arrears compromise.** Throughout the first half of the demonstration period, Tennessee statutes did not allow compromise of family-owed arrears. Following this law change on July 1, 2015, Tennessee began assisting extra- and regular-services noncustodial parents in obtaining family-owed arrears compromise. However, uptake remained low due to state-imposed eligibility requirements for this service.

- **Difficulty expediting modification of child support orders.** The program planned for modifications to be expedited across all sites. While the CSPED site managers assigned to each site reviewed cases in an expedited manner, the program struggled throughout the demonstration with expedited modifications due to caseload volume among child support staff who were responsible for conducting modifications.

- **Challenges with right-sizing orders.** When staff submitted modifications for participants not currently employed, in some instances, child support modifications were calculated using imputed income based on minimum wage or potential earnings. This resulted in some child support orders increasing instead of decreasing, which, in turn, caused CSPED staff to reduce their requests for modifications.

- **Conditional license reinstatement.** Following a staff change, in contrast to other sites, one site began waiting to initiate license reinstatement to gauge the participant's involvement in CSPED services, subject to case manager discretion.

b. Employment services

- **Referrals for vocational training.** While the program did not anticipate being able to provide vocational training for participants in most sites, the program ultimately added referrals to vocational training through their federally funded employment partner to other federally funded vocational training programs. One of two employment partners in one site offered vocational training throughout the demonstration.

- **Reliance on employment partners.** While the program originally intended to use one of the two employment partners in each implementation site based on participant job readiness, over time, the program relied more heavily on one employment provider than the other in each site due to the availability of services through that employment partner.

c. Parenting services

- **Changes to class structures.** One implementation site switched its class structure from an open-enrollment approach to a cohort approach early in the demonstration. The site made this change to facilitate stronger group cohesion and allow participants to graduate together as a group.

- **Changes to and gaps in service provision.** While parenting service provision remained consistent in two sites throughout the course of the grant, one implementation site experienced parenting facilitator turnover twice. The site was unable to provide parenting classes for several months, and as a result of this turnover, the curriculum used for parenting services and duration of classes changed. This site began the demonstration using the Dads Making a Difference curriculum. The site provided the 16-hour curriculum over four weeks. It then switched to the 24/7 Dads curriculum, provided over 8 weeks in two-hour sessions, for a total of 16 hours.

d. Case management services

- **Providing updates on program participation to the courts.** Upon identifying a need for communication with court staff on CSPED participant activities, sites began sharing information with the courts about participant progress in the program. One site provided monthly court reports and addressed questions from court staff on an as-needed basis. All sites also began attending court hearings as requested by either the participant or the court to report on progress.

- **Expansion of case manager roles.** In two sites, repeated turnover within employment providers led to substantial gaps in dedicated staffing within the employment agencies. As a result, case managers in these sites filled in to provide employment case management and act as the job developer for the site, in addition to performing their site manager responsibilities.

7. Financial incentives provided

In all three implementation sites, participants received a $50 gift card after three months of employment and making three consecutive payments through wage withholding, and a $100 gift card after six months of employment and six months of making payments via wage withholding.

Two implementation sites provided meals at each fatherhood session for participants.

8. The role of the courts

The court system played a minimal role in Tennessee's CSPED program. Child support attorneys sometimes referred potentially eligible participants to the program. Child support staff sometimes reported participant progress to the court, at the request of participants or child support attorneys.

VII. Texas: NCP Choices PEER

A. Program overview

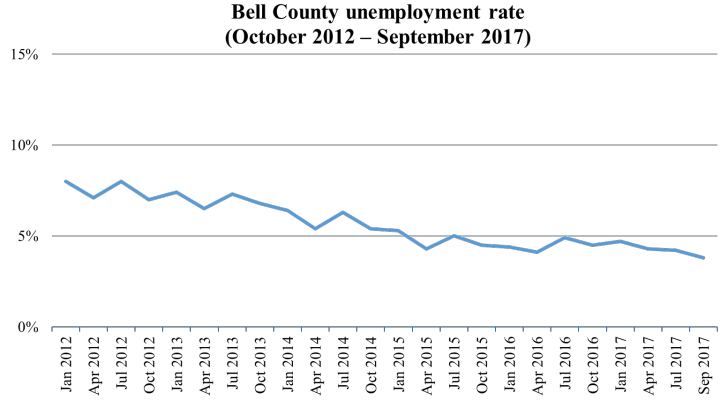
The Texas Office of the Attorney General, Child Support Division, served as the CSPED grantee in Texas. It was the fiscal and lead agency. The Texas child support enforcement program is supervised and administered by the state. The Office of the Attorney General's Child Support Division implemented the program in two sites: Bell and Webb counties. It was known locally as NCP Choices PEER.

B. Implementation site profiles

Table A.33. Texas NCP Choices PEER: Bell County implementation site profile

Lead agency	Child Support Division, Texas Office of the Attorney General
Employment partner	Workforce Solutions of Central Texas
Parenting partner	Workforce Solutions of Central Texas
Domestic violence partners	Families in Crisis, Inc. and Texas Council on Family Violence
Co-location of service providers	Employment and parenting
Enrollment	586 (291 treatment group; 295 control group)

County characteristics	October 2013	September 2016
Population	316,144	330,859
County IV-D caseload size	27,313	27,690
Educational attainment		
High school or higher	89.5%	90.3%
Bachelor's degree or higher	21.7%	23.2%
Population below poverty level	15.3%	14.7%
Children below poverty level	22.0%	20.8%
Median household income	$50,060	$51,529
Race (alone or in combination with one or more other races)		
White	66.2%	64.4%
Black or African American	21.3%	22.4%
American Indian/Alaska Native	0.7%	0.7%
Asian	2.9%	2.8%
Native Hawaiian/Pacific Islander	0.8%	0.7%
Hispanic or Latino (of any race)	22.3%	23.5%

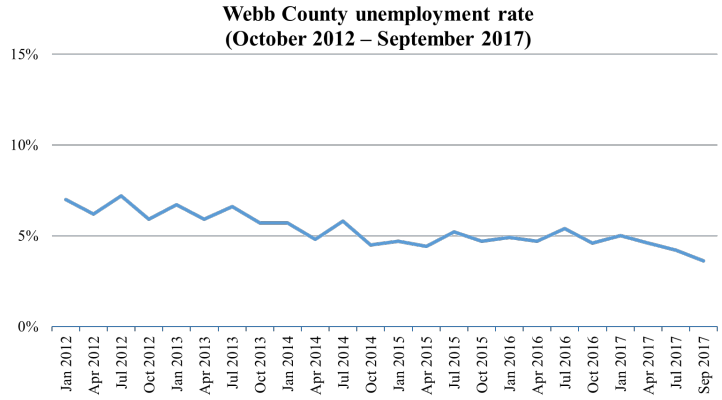


Source: Demographic data are from the U.S. Census 2013 and 2016 American Community Surveys. Available at: https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml. Unemployment data are from the Bureau of Labor Statistics Local Area Unemployment Statis0tics (LAUS): https://www.bls.gov/lau/.

Table A.34. Texas NCP Choices PEER: Webb County implementation site profile

Texas: NCP Choices PEER: Webb County, Texas	
Lead agency	Child Support Division, Texas Office of the Attorney General
Employment partner	Workforce Solutions of South Texas
Parenting partner	Workforce Solutions of South Texas
Domestic violence partners	Serving Children and Adults in Need (SCAN) and Texas Council on Family Violence
Co-location of service providers	Employment and parenting
Enrollment	577 (289 treatment group; 288 control group)

County characteristics	October 2013	September 2016
Population	254,829	266,006
County IV-D caseload size	17,833	18,612
Educational attainment		
High school or higher	64.2%	65.7%
Bachelor's degree or higher	17.2%	17.5%
Population below poverty level	31.4%	32.1%
Children below poverty level	42.5%	43.2%
Median household income	$39,449	$38,711
Race (alone or in combination with one or more other races)		
White	93.5%	94.8%
Black or African American	0.4%	0.4%
American Indian/Alaska Native	0.4%	0.2%
Asian	0.6%	0.5%
Native Hawaiian/Pacific Islander	0.0%	0.0%
Hispanic or Latino (of any race)	95.5%	95.5%



Source: Demographic data are from the U.S. Census 2013 and 2016 American Community Surveys. Available at: https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml. Unemployment data are from the Bureau of Labor Statistics Local Area Unemployment Statis0tics (LAUS): https://www.bls.gov/lau/.

C. Child support policy context

Table A.35. Texas NCP Choices PEER child support policy context

Organizational structure	State supervised - state administered
Guidelines	Percentage of income[a]
Minimum order policy	Imputed minimum wage order is required absent income information[b]
Order modification threshold	20% and $100/month[c]
Order modification criteria[d]	• Change in income • Change in custody • Change in childcare arrangements • Change in health care • Change in education costs • Change in the number of children legally responsible for • Voluntary agreement to modify
TANF pass-through and disregard[d]	Yes
State-owed arrears compromise available	No

[a]The percentage of income model is one that considers the noncustodial parent's income when setting the order amount, without regard to the custodial parent's income.
[b]Information comes from the Texas Family Code, Chapter 154: http://www.statutes.legis.state.tx.us/Docs/FA/htm/FA.154.htm
[c]The Attorney General of Texas, https://www.texasattorneygeneral.gov/faq/cs-frequently-asked-questions-about-child-support-modifications.
Modifications can be requested once every 3 years, or as a result of a substantial change in circumstances as noted.
[d]$75 of monthly payments on current support made during TANF receipt are passed through to the custodial parent and disregarded from benefits calculation.

D. NCP Choices PEER Program implementation

1. Eligibility, recruitment, and enrollment

a. Eligibility criteria

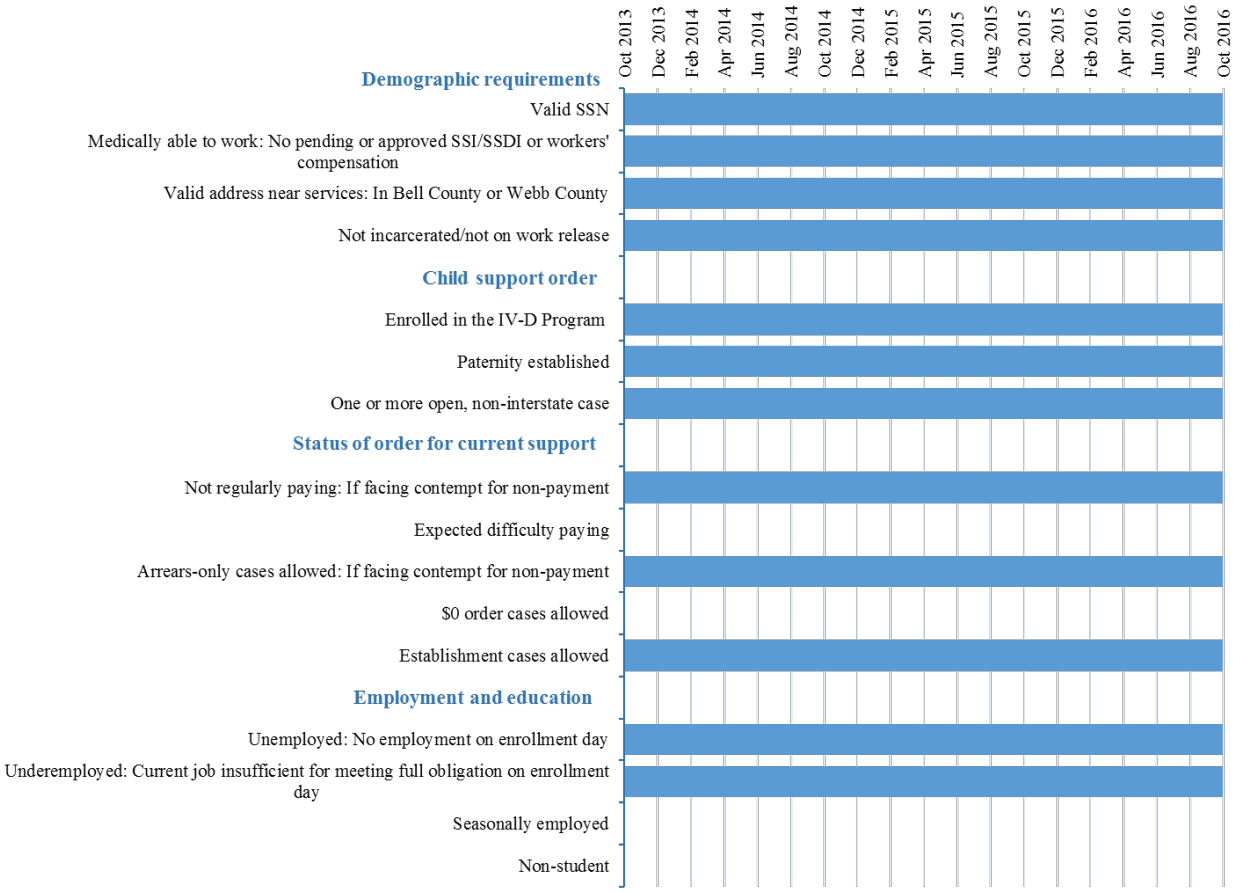
The NCP Choices PEER program expanded upon the OCSE eligibility criteria by allowing new establishment cases to enroll in the program. The program also allowed arrears-only cases to enroll if the noncustodial parent faced contempt for nonpayment.

NCP Choice PEER defined "not regularly paying" child support as a noncustodial parent facing contempt for nonpayment of child support.

Program eligibility criteria remained consistent across the enrollment period.

Figure A.19 provides a visual description of the criteria used by the NCP Choices PEER program to determine whether participants were eligible for program services. The blue bar indicates time periods in which the corresponding criteria were in effect during the course of the CSPED enrollment period.

Figure A.19. Texas NCP Choices PEER eligibility criteria (October 2013–September 2016)



b. Referral sources

All referrals to NCP Choices PEER came through the courts. Throughout the demonstration, most noncustodial parents referred to NCP Choices PEER faced contempt for non-payment. All of these participants entered the program through enforcement dockets. After six months, NCP Choices PEER also began adding establishment cases to court dockets. However, noncustodial parents coming to court for establishment were often determined ineligible at court, and this referral source remained secondary to enforcement dockets throughout the demonstration.

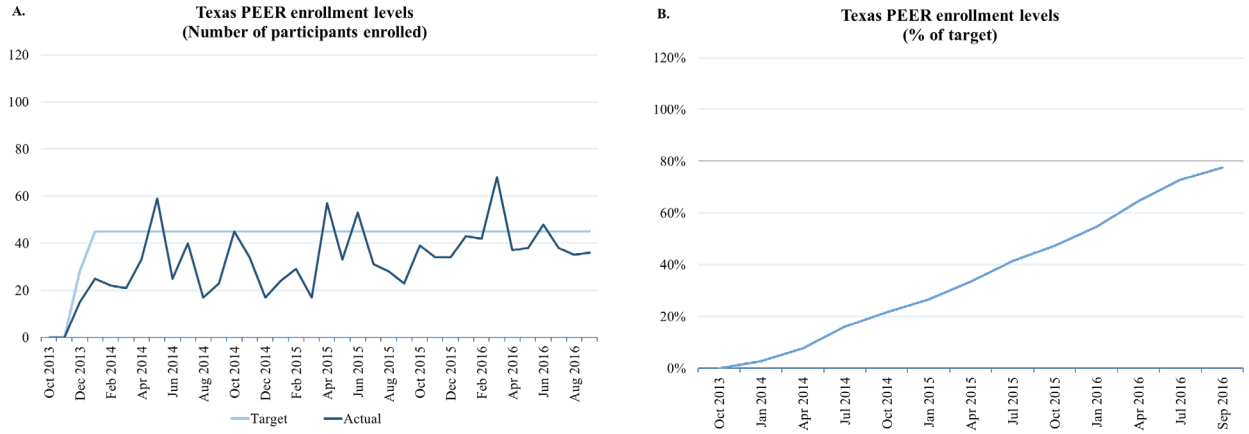
Child support officers screened dockets for potentially eligible participants prior to the court hearing, confirmed eligibility of those noncustodial parents on the day of court, and invited eligible noncustodial parents to take part in the study prior to appearing before the judge. All CSPED participants were ordered to participate in program services by a judge overseeing their contempt or establishment proceedings. This order occurred regardless of whether an individual had agreed to participate in the CSPED evaluation. Participation in the evaluation was voluntary.

c. Enrollment

NCP Choices PEER struggled to achieve enrollment targets for an extended period early on in the demonstration due to slow-downs in the contempt filing process. However, the program substantially increased enrollments in the spring of 2015 as problems with contempt filing subsided and the program was able to add additional court dockets in both implementation sites, expanding the size of the recruitment pool. By the end of the sample intake period, NCP Choices PEER enrolled 1,163 participants into CSPED, achieving 78 percent of the 1,500 participant enrollment target.

Figures A.20a and A.20b show changes in the NCP Choices PEER program's enrollment numbers and progress towards each month's enrollment target throughout the sample intake period.

Figure A.20. Texas NCP Choices PEER enrollment levels (October 2013–September 2016)



2. Participant characteristics

Table A.36. Texas NCP Choices PEER participant characteristics

Age (average)	32.8
Sex (male)	94.2%
Number of biological children under age 18 (average)	2.4
Number of partners with whom has a biological child under age 18 (average)	N/A
Educational attainment (highest)	
Did not complete high school or GED	30.7%
High school diploma or GED	43.9%
Some college, associate's degree, or vocational degree	23.8%
Bachelor's degree or higher	1.6%
Race and Hispanic ethnicity	
White (non-Hispanic)	10.9%
Black or African American (non-Hispanic)	25.0%
American Indian/Alaska Native	0.4%
Asian	0.2%
Native Hawaiian/Pacific Islander	0.3%
Multiple races	1.6%
Hispanic or Latino (of any race)	61.6%
Ever convicted of a crime	75.5%
Any paid work in the past 30 days	52.5%
Average monthly earnings (of those who worked for pay in the last 30 days)	N/A
Current marital status[a]	
Married	20.1%
Never married	45.1%
Divorced	23.0%
Widowed	0.4%
Separated	11.5%
Current housing situation	
Own/mortgage	N/A
Rent	N/A
Pay some of the rent	N/A
Live rent free	N/A
Live in a shelter, on the streets, in an abandoned building, or in a car	N/A
Other	N/A

[a]Texas study participants completed an abbreviated version of the baseline survey, which did not include these items.
Note: Due to rounding, percentages may not always appear to add up to 100%.

3. Program services

Table A.37. Texas NCP Choices PEER services[a]

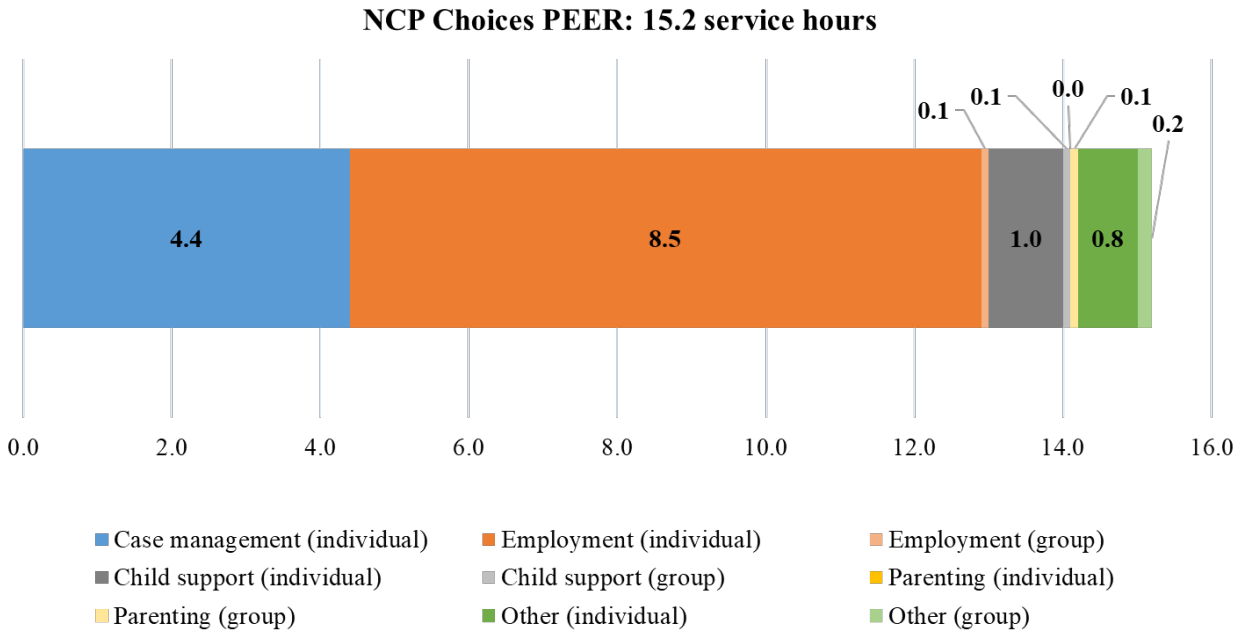
Service domain	Services
Case management	• Needs assessments • Personalized service plans • Individualized assistance • Participant progress monitoring • Referrals to other services • Benefit eligibility assessments • Court-related activities • Intake assessments
Child support	• Case review • Order modifications • Suspension of enforcement tools • Family-owed arrears compromise • License reinstatement • Early intervention monitoring • Wage withholding
Employment	• Facilitated and self-directed job search • GED and ESL classes, plus online onsite GED preparation classes • Short-term job skills training, OJT, and vocational training • Group- or individually-based job readiness training • Employment plans • Pre-employment and ongoing employment assessments • Resume and cover letter training • Job development services • Job retention services • Work supports • Bonding • Unpaid work experience • Job referrals • Rapid re-employment
Parenting	Parenting classes were provided in a group-based, cohort format, using the Texas PEER curriculum. Classes were offered four days per week for two weeks, for a total of 16 hours of programming.
Other	• Assistance with parenting time was not provided, though project staff made referrals to the state access and visitation hotline. • Financial literacy education was not offered.

[a]See Appendix C for definitions.

4. Service dosage provided

Across all service categories, NCP Choices PEER participants received on average 15.2 hours of services throughout their enrollment in the program. Participants spent most of their time engaged in employment services; participants spent 8.6 hours (61 percent of their time) engaged in those services. The number of hours received within each category of service is shown in Figure A.21.

Figure A.21. Texas NCP Choices PEER average total service



5. Business-as-usual services

NCP Choices PEER child support services and business-as-usual services shared some commonalities. Debt reduction planning and suspension of state-owed arrears were not available to either extra or regular services participants in the implementation sites. Order review and initiation of modifications occurred at court for both extra and regular services participants; the primary difference was that extra services participants had a direct connection to a child support officer for assistance with their child support order during their time in the program. Family-owed arrears compromise was available at the request of the custodial parent for both extra and regular services participants. Wage withholding teams performed regular checks for employment and initiated wage withholding for all cases.

Early intervention monitoring teams were present within each office and monitored all new cases. For CSPED participants, early intervention monitoring was conducted by the participant's designated child support officer. Another difference between NCP Choices PEER and business-as-usual was the suspension of enforcement tools, including license reinstatement, which was not available in the business-as-usual environment, but was available for CSPED participants.[49]

[49]CSPED programs did not follow these procedures for participants engaged in CSPED. Please see list of enhanced child support services provided to participants through NCP Choices PEER above in Table A.37.

In the business-as-usual environment, enforcement begins 30 days after a noncustodial parent misses a payment, at which point the noncustodial parent receives an automatically generated letter and a phone call from a child support officer. The child support officer has discretion to determine an enforcement tool appropriate for the case, such as suspension of driver's and professional licenses, passport holds, or liens on property or vehicles. The child support officer initiates the action and proceeds sequentially through enforcement options before initiating contempt actions; contempt actions are initiated after no fewer than 90 days of nonpayment.

In both sites, some employment services were available in the business-as-usual environment, primarily through the CSPED partner agencies. However, staff characterized the intensity and breadth of these services as lower than CSPED. Furthermore, individuals seeking out these services outside of CSPED would have to access them on their own and would not have access to a case manager, training opportunities, or incentives for participation. Staff perceived uptake of these services as low. Parenting services are not generally available in the business-as-usual environment, through the CSPED partner, or other non-CSPED providers.

6. Consistency with planned program services

Changes to the NCP Choices PEER service delivery plans were as follows:

- **Low uptake in and completion of parenting services.** NCP Choices PEER intended that all participants receive parenting classes. To facilitate the integration of parenting classes and employment services, services were co-located at the workforce partner agency and parenting classes were provided by state workforce specialists even though their expertise was in employment rather than parenting education. Despite these efforts to integrate parenting classes into NCP Choices PEER, take-up and completion of parenting classes was low. Staff found that many noncustodial parents experienced difficulty attending parenting sessions for a variety of reasons. First, parenting classes were scheduled during the day, in conflict with participant work search activities and work schedules. Additionally, once a noncustodial parent obtained employment, the program no longer expected participants to attend parenting classes. These factors contributed to small numbers of participants enrolled in cohorts and facilitators did not schedule and suspended classes when only a few participants were available.

- **Scheduling and holding classes with smaller numbers of participants.** In an effort to increase participation in parenting classes, the number of participants needed to schedule and hold parenting classes was reduced.

- **Offering a wider range of parenting class times.** In an effort to facilitate increased engagement in parenting classes, one implementation site attempted delivery of the curriculum in alternate formats on several occasions, such as two eight-hour sessions. Most classes that were provided, however, were provided using the two-week, two-hours per session model described in Table A.37.

7. Financial incentives provided

Incentives for NCP Choices PEER included:

- A $100 gift card when a participant obtained a job;
- A $100 gift card after the participant maintained that job for three months;
- A $100 gift card after six months of job retention; and
- One implementation site provided an additional $100 gift card for a work-related expense upon obtaining a job.

8. The role of the courts

The courts played an integral role in program operations across both implementation sites. Court dockets were the sole source of referrals for potentially eligible program participants. Child support officer staff used dockets to perform initial eligibility screening. They confirmed eligibility at court, performed order review and modification in court, and facilitated a warm handoff to the employment and parenting providers inside the courtroom on the day of intake.

Whether or not noncustodial parents agreed to participate in the CSPED study, court staff used GMIS to randomly assign noncustodial parents to receive NCP Choices PEER program services or to receive regular services. In each implementation site, the judge then added engagement in NCP Choices PEER program services as a component of the court order for all noncustodial parents assigned to extra services. The court monitored progress for extra services participants, and program staff reported to the judge on participant compliance with program requirements. Judges could re-order participants to engage in program services up to three times, if participants completed services but subsequently stopped meeting their obligations.

In both implementation sites, program staff kept the judges apprised of program milestones, and judges made accommodations to court dockets to facilitate increased enrollment. Judges from both sites were invited to participate in regular program meetings.

VIII. Wisconsin: Supporting Parents Supporting Kids (SPSK)

A. Program overview

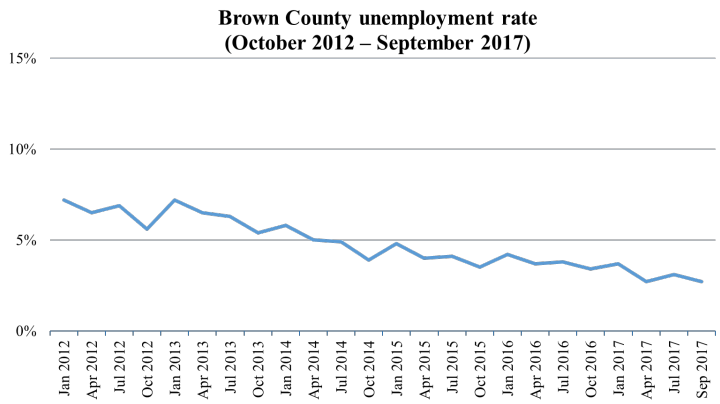
The Wisconsin Department of Children and Families served as the CSPED grantee in Wisconsin. It was the fiscal agent for the grant. The Brown County and Kenosha County Child Support Agencies were the lead agencies. They implemented CSPED in their respective counties. The program was known locally as Supporting Parents Supporting Kids (SPSK).

B. Implementation site profiles

Table A.38. Wisconsin Supporting Parents Supporting Kids (SPSK): Brown County implementation site profile

Lead agency	Brown County Child Support Agency
Employment partner	Forward Service Corporation
Parenting partner	Family Services of Northeast Wisconsin
Domestic violence partners	Catholic Charities of the Diocese of Green Bay; Golden House; and Wisconsin Coalition Against Domestic Violence
Co-location of service providers	Full
Enrollment	663 (332 treatment group; 331 control group)

County characteristics	October 2013	September 2016
Population	250,597	256,621
County IV-D caseload size	13,576	14,473
Educational attainment		
High school or higher	90.4%	91.4%
Bachelor's degree or higher	26.8%	28.2%
Population below poverty level	11.5%	11.7%
Children below poverty level	15.9%	15.5%
Median household income	$53,119	$54,172
Race (alone or in combination with one or more other races)		
White	88.4%	86.0%
Black or African American	2.3%	2.3%
American Indian/Alaska Native	2.4%	2.5%
Asian	2.8%	3.1%
Native Hawaiian/Pacific Islander	0.0%	0.0%
Hispanic or Latino (of any race)	7.5%	8.1%

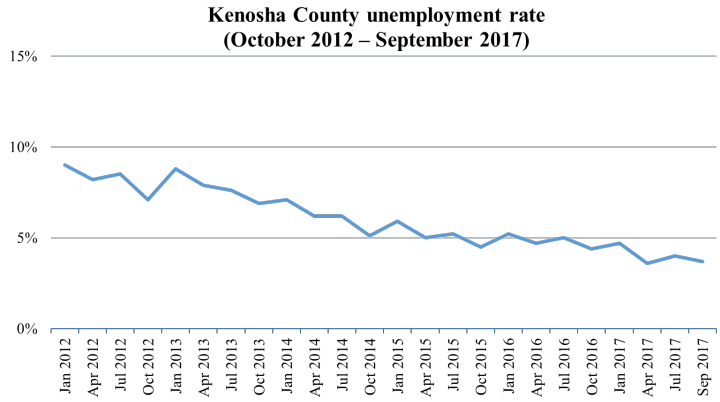


Source: Demographic data are from the U.S. Census 2013 and 2016 American Community Surveys. Available at: https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml. Unemployment data are from the Bureau of Labor Statistics Local Area Unemployment Statistics (LAUS): https://www.bls.gov/lau/.

Table A.39. Wisconsin Supporting Parents Supporting Kids (SPSK): Kenosha County implementation site profile

Lead agency	Child Support Agency, Division of Workforce Development, Kenosha County Department of Human Services
Employment partner	Goodwill Industries of Southeastern Wisconsin, Inc.
Parenting partner	Goodwill Industries of Southeastern Wisconsin, Inc.
Domestic violence partners	Women and Children's Horizons, Circle of Change Batterers Treatment Program, and Wisconsin Coalition Against Domestic Violence
Co-location of service providers	Full
Enrollment	765 (383 treatment group; 382 control group)

County characteristics	October 2013	September 2016
Population	166,874	167,896
County IV-D caseload size	12,368	11,953
Educational attainment		
High school or higher	88.8%	90.0%
Bachelor's degree or higher	23.2%	24.6%
Population below poverty level	14.0%	15.2%
Children below poverty level	20.0%	22.9%.
Median household income	$54,930	$56,086
Race (alone or in combination with one or more other races)		
White	87.4%	86.9%
Black or African American	7.0%	7.4%
American Indian/Alaska Native	0.3%	0.4%
Asian	1.5%	1.4%
Native Hawaiian/Pacific Islander	0.0%	0.0%
Hispanic or Latino (of any race)	12.0%	12.6%



Source: Demographic data are from the U.S. Census 2013 and 2016 American Community Surveys. Available at: https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml. Unemployment data are from the Bureau of Labor Statistics Local Area Unemployment Statistics (LAUS): https://www.bls.gov/lau/.

C. Child support policy context

Table A.40. Wisconsin Supporting Parents Supporting Kids (SPSK): Child support policy context

Organizational structure	State supervised - county administered
Guidelines	Percentage of income[a]
Minimum order policy	$85/month is the required minimum, but courts can set orders below minimum. Minimum wage orders may be used absent income information[b]
Order modification threshold	15% and $50/month[c]
Order modification criteria[d]	• Change in income • Incarceration • Change in custody • Change in childcare arrangements • Change in health care • Change in education costs • Voluntary agreement to modify
TANF pass-through and disregard[d]	Yes
State-owed arrears compromise available	Yes

[a]The percentage of income model is one that considers the noncustodial parent's income when setting the order amount, without regard to the custodial parent's income.
[b]Information comes from the Wisconsin Department of Children and Families Legislative Reference Bureau, Chapter 150, http://docs.legis.wisconsin.gov/code/admin_code/dcf/101_199/150
The minimum order amount for one child for noncustodial parents with an income of less than $755 per month is $85 dollars. See Chapter 150, Appendix C: https://docs.legis.wisconsin.gov/code/admin_code/dcf/101_199/150_c.pdf
[c]Information comes from the Wisconsin Department of Children and Families, Bureau of Child Support, *Your Guide to Changing and Ending Child Support,* https://dcf.wisconsin.gov/files/publications/pdf/861.pdf.
Modifications can be requested once every 33 months or as a result of a substantial change in circumstances.
[d]Current support payments made during TANF receipt are passed through to the custodial parent and disregarded from benefits calculation.

D. SPSK Program implementation

1. Eligibility, recruitment, and enrollment

a. Eligibility criteria

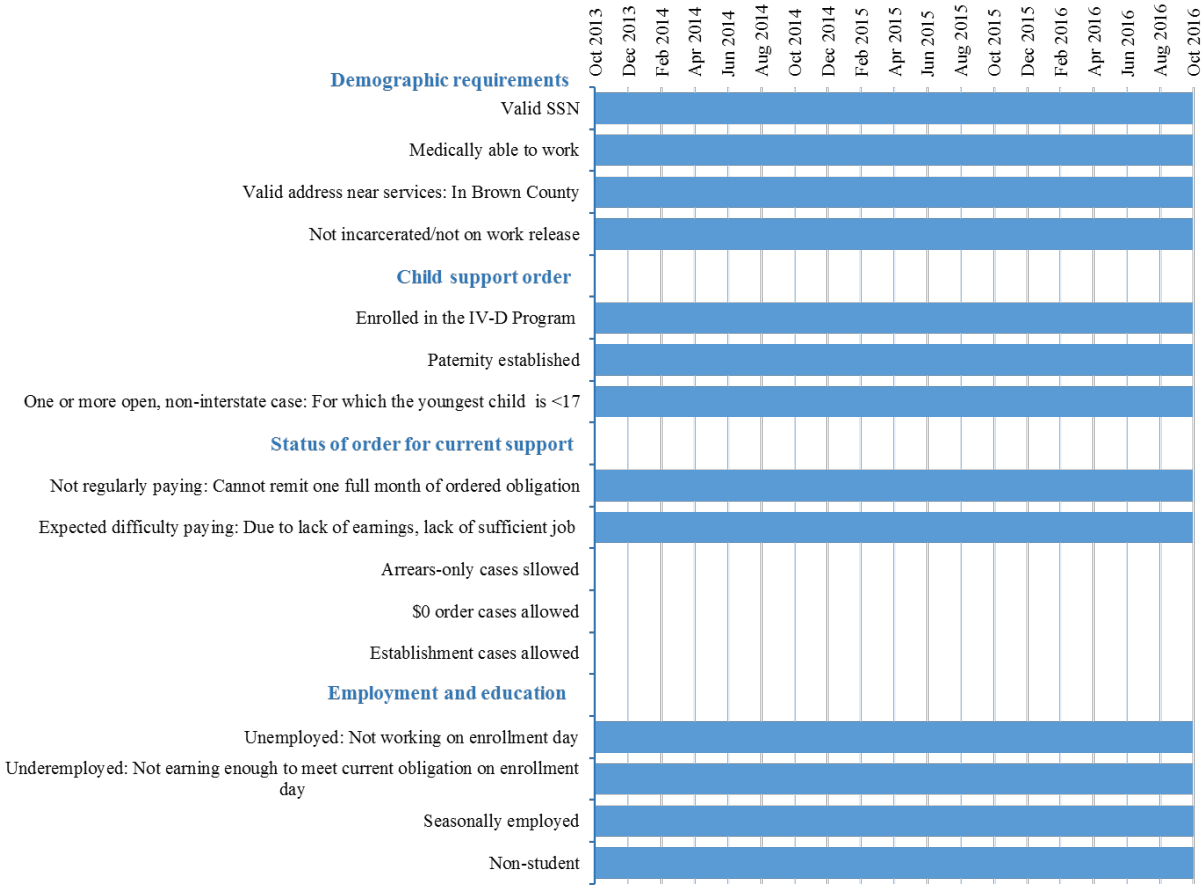
The SPSK program adhered closely to the criteria suggested by OCSE. The implementation sites also added several additional criteria. Noncustodial parents under state supervision through a Huber[50] program were not eligible for enrollment because they are considered incarcerated, even if the noncustodial parent presented as unsupervised at the time of enrollment. Additionally, the Brown County implementation site required that the youngest child on eligible cases be under age 17.

[50]Both counties have established "Huber" facilities that allow correctional facilities inmates to leave detention unsupervised for employment-related and other purposes. https://docs.legis.wisconsin.gov/statutes/statutes/303/08

The Wisconsin implementation sites used similar eligibility criteria across the life of the demonstration, with a few differences in how each site defined various criteria. The eligibility criteria for each implementation site are displayed below.

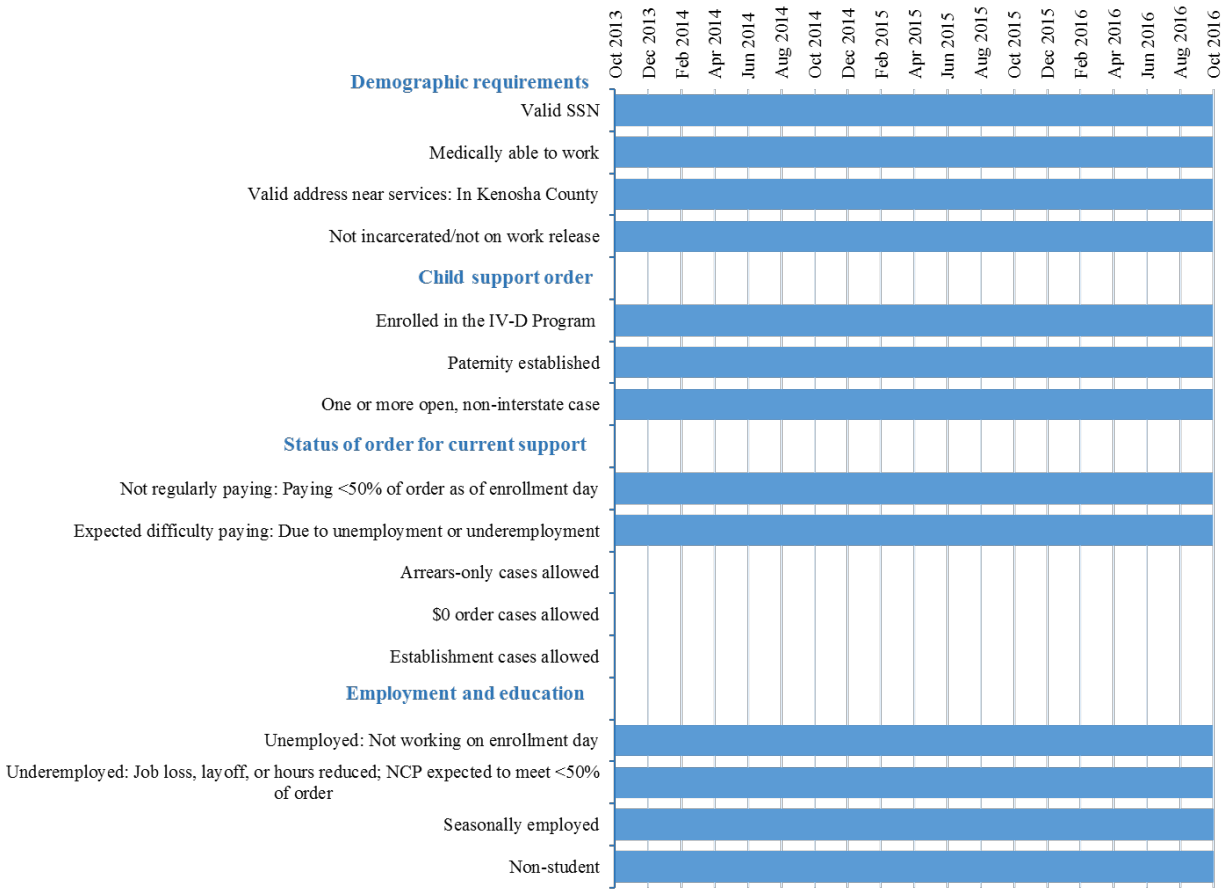
Figure A.22a and A.22b provide a visual description of the criteria used by the Brown County and Kenosha County SPSK programs, respectively, to determine whether participants were eligible for program services. The blue bar indicates time periods in which the corresponding criteria were in effect during the course of the CSPED enrollment period.

Figure A.22a. Wisconsin SPSK Brown County eligibility criteria (October 2013–September 2016)



[1]Includes open cases only, not closed or 'pending' closed cases

Figure A.22b. Wisconsin SPSK Kenosha County eligibility criteria (October 2013–September 2016)



b. Referral sources

In both implementation sites, most referrals came from child support agency staff. Other referrals came from community-based providers (such as a non-CSPED affiliated fatherhood programs and homeless shelters), probation and parole, and participant referrals. Both received referrals from the courts. In one implementation site, these came through court-ordered work search orientations; in the other, most court referrals came from stipulations to work search activities.

One site experienced changes to prevalence of referral sources throughout the demonstration. This site expected more referrals from court-ordered work search activities, but due to lower-than-anticipated attendance at work search sessions, the site relied more heavily than anticipated on sources such as child support staff. This site also began receiving referrals from probation and parole and a non-CSPED fatherhood program during the last year of CSPED enrollment.

c. Enrollment

SPSK enrollment remained mostly steady during the first two years of the grant, with a substantial increase in enrollments in summer of 2015. By spring of 2016, enrollment tapered off. Through the end of the sample intake period, SPSK enrolled 1,428 participants into CSPED, achieving 95.2 percent of the 1,500 participant enrollment target.

Figures A.23a and A.23b show changes in the SPSK program's enrollment numbers and progress towards each month's enrollment target throughout the sample intake period.

Figure A.23. Wisconsin SPSK enrollment levels (October 2013–September 2016)

2. Participant characteristics

Table A.41. Wisconsin Supporting Parents Supporting Kids (SPSK): Participant characteristics

Age (average)	33.9
Sex (male)	86.4%
Number of biological children under age 18 (average)	2.5
Number of partners with whom has a biological child under age 18 (average)	1.9
Educational attainment (highest)	
Did not complete high school or GED	28.1%
High school diploma or GED	42.5%
Some college, associate's degree, or vocational degree	27.2%
Bachelor's degree or higher	2.2%
Race and Hispanic ethnicity	
White (Non-Hispanic)	47.2%
Black or African American (Non-Hispanic)	31.3%
American Indian/Alaska Native	2.7%
Asian	0.8%
Native Hawaiian/Pacific Islander	0.4%
Multiple races	3.0%
Hispanic or Latino (of any race)	14.6%
Ever convicted of a crime	68.2%
Any paid work in the past 30 days	55.2%
Average monthly earnings (of those who worked for pay in the last 30 days)	$707
Current marital status	
Married, to a parent of any of his/her biological children	9.2%
Never married	63.68%
Divorced	21.6%
Widowed	0.3%
Separated	5.4%
Current housing situation	
Own/mortgage	2.9%
Rent	31.6%
Pay some of the rent	19.1%
Live rent free	31.5%
Live in a shelter, on the streets, in an abandoned building, or in a car	2.2%
Other	12.8%

Note: Due to rounding, percentages may not always appear to add up to 100%.

3. Program services

Table A.42. Wisconsin Supporting Parents Supporting Kids (SPSK) services

Service domain	Services[a]
Case management	• Needs assessments • Personalized service plans • Individualized assistance • Participant progress monitoring • Referrals to other services • Benefit eligibility assessments • Court-related activities • Intake assessments
Child support	• Case review • Expedited order review • Order modifications • Suspension of enforcement tools • State- and family-owed[b] arrears compromise • Debt reduction planning • License reinstatement • Early intervention monitoring • Wage withholding
Employment	• Facilitated and self-directed job search • GED and ESL classes • Short-term job skills training; referrals to vocational training; • Referrals to other programs that provide subsidized employment to eligible participants • Group- or individually based job readiness training • Employment plans • Pre-employment and ongoing employment assessments • Resume and cover letter training • Job development services • Job retention services • Work supports • Job referrals • Bonding • Rapid re-employment
Parenting	Parenting classes were provided in a cohort-based group format using the modified Texas PEER curriculum. Classes were offered for 2 hours per session for 16 total hours, across a 2-week period in one implementation site and a 3-week period in the other site.
Other	• Assistance with parenting time was not provided; referrals to pro bono legal services for access and visitation were provided. • Financial literacy education was not offered[c]

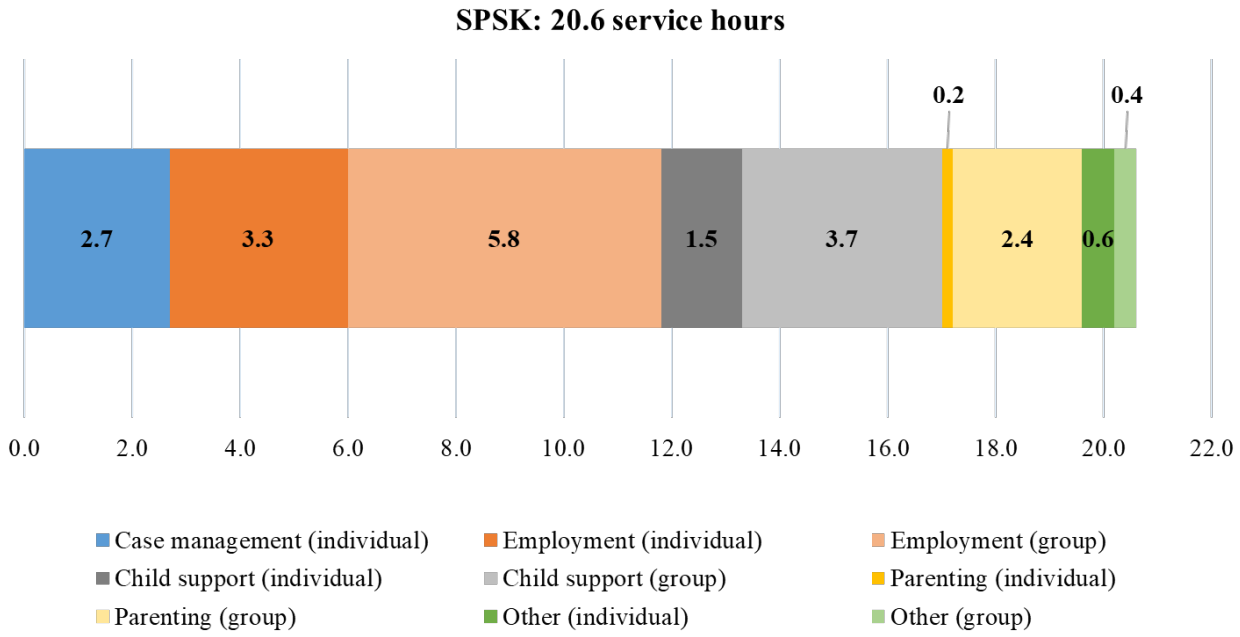
[a]See Appendix C for definitions.
[b]Family-owed arrears compromise was available in one implementation site.
[c]In one implementation site, classes were not offered, but midway through the demonstration the parenting services provider began offering individual financial counseling upon request of the noncustodial parent.

4. Service dosage provided

Across all service categories, SPSK participants received on average 20.6 hours of services throughout their enrollment in the program. Participants spent most of their time engaged in

employment services; participants spent 9.1 hours (44 percent of their time) engaged in those services. The number of hours received within each category of service is shown in Figure A.24.

Figure A.24. Wisconsin SPSK average total service hours



5. Business-as-usual services

Most SPSK child support services were not available in the business-as-usual environment. Order review was available, but only at the request of either parent, at the initiation of the caseworker, or every 33 months for TANF cases.[51] Order modifications were approved if they met the state's threshold.

In the business-as-usual environment, enforcement processes vary by implementation site. In one implementation site, after 30 days of nonpayment, a letter is sent automatically to the noncustodial parent and the child support worker initiates license suspension. After no sooner than 90 days, caseworkers file for contempt; if a noncustodial parent begins paying during that time, the contempt charge will be dismissed. In the other implementation site, the period prior to enforcement is determined at the discretion of the child support worker; typically this occurs after about six months. Child support staff have discretion about initiating a stipulation to work search, rather than contempt, or suspension of recreational licenses.

[51]CSPED programs did not follow these procedures for participants engaged in CSPED. Please see list of enhanced child support services provided to participants through SPSK above in Table A.42.

In both counties, parenting and employment services were available in the business-as-usual environment through non-CSPED partner providers or CSPED partner agencies. However, staff characterized the intensity and breadth of these services as lower than CSPED. Individuals seeking out these services outside of CSPED had to access them on their own and did not have access to a case manager, training opportunities, or incentives for participation. Staff perceived uptake of these services outside of CSPED to be low.

6. Consistency with planned program services

Changes to the SPSK services delivery plans were as follows:

- **Unpaid work experience.** The programs initially planned to offer unpaid work experience; however, due to conflicts with the state's worker compensation policy, they were unable to do this at any point during the demonstration in either implementation site.

- **Changes to case management approach.** In one implementation site, the program initially used an integrated, cross-agency approach to case management. As caseloads grew, however, case managers from each partner agency refined their activities to focus on case management activities within their own areas of expertise.

- **Changes to scheduling of parenting classes.** During the planning phase, both implementation sites planned to provide services over a three-week period; however, prior to launch, one site changed the model to administer classes over two weeks.

- **Changes to format of parenting classes.** In both implementation sites, participant schedules led the programs to begin offering individualized make-up sessions for parenting classes. One site did so on an as-needed basis. The other site began offering parenting classes individually in conjunction with weekly office hours. By the end of the demonstration, about half of all participants who engaged in parenting services did so individually rather than in a group.

- **Changes to parenting provider staffing.** Upon losing a facilitator late in the demonstration, one implementation site decided to integrate the fatherhood facilitator role into the job readiness instructor role.

7. Financial incentives provided

Incentives for SPSK extra services participants included:

- A $25 gift card and $250 in state-owed arrears compromise upon completion of the parenting curriculum;
- $25 gift cards upon maintaining employment with income withholding in place, or making payments in compliance with the court order, at one, three, and six month intervals;
- State-owed arrears compromise at periodic intervals for maintaining employment with income withholding in place, or making payments in compliance with the court order. The intervals and corresponding amounts were: one month ($500); three months ($750); six months ($1000); one year ($2000); and
- Food was also provided at each fatherhood class in each implementation site.

One implementation site also suspended contempt actions for 30-60 days for regular services participants as an enrollment incentive.

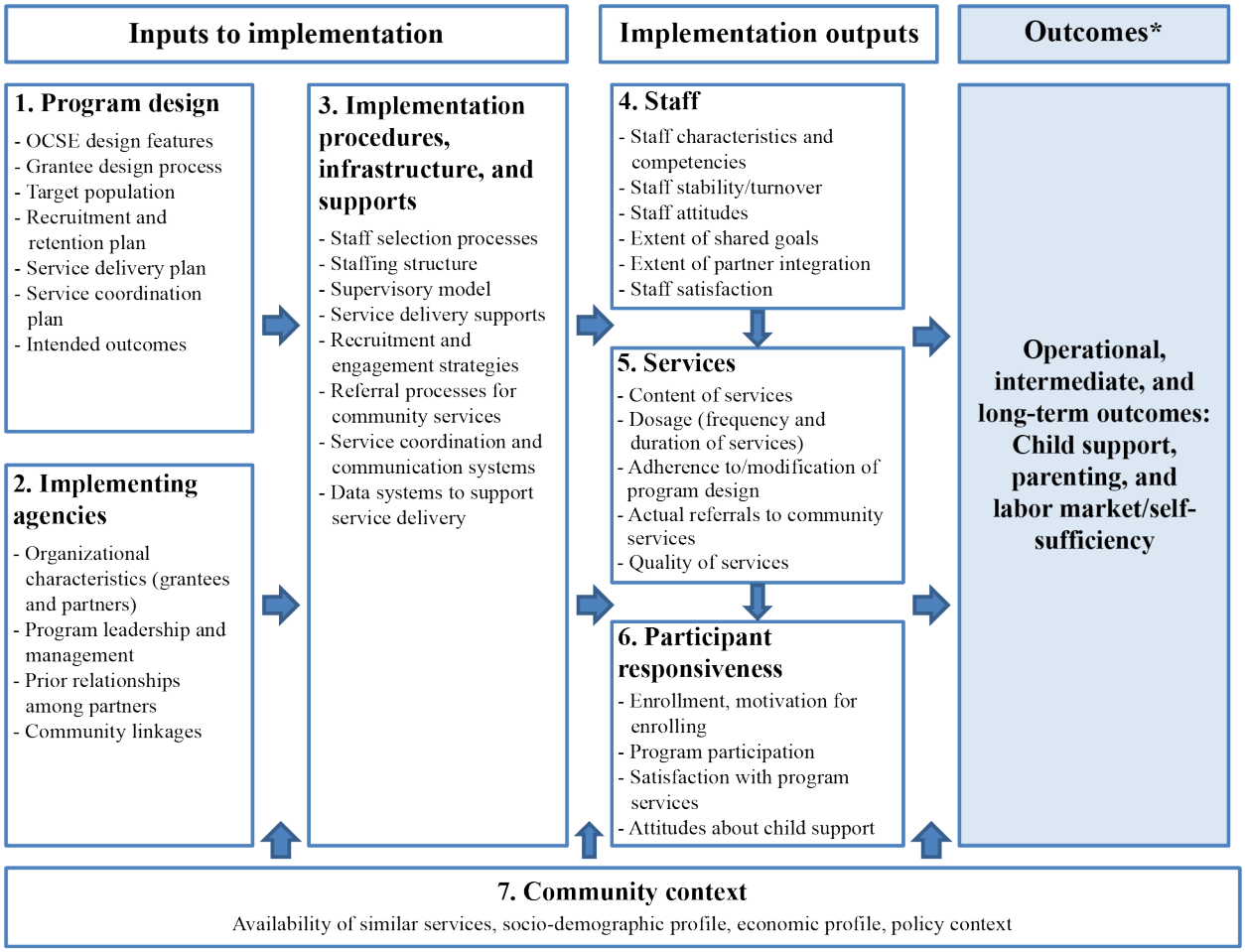
8. The role of the courts

The courts had different levels of involvement in SPSK across the two counties. In both demonstration counties, the court aided in the recruitment process by ordering noncustodial parents behind on child support to work search. However, court orders to work search occurred more frequently in one county than the other; in one county, noncustodial parents were more frequently stipulated to work search.

Additionally, in both demonstration counties, child support staff exchanged information with child support attorneys about participant engagement in program services and provided feedback to the courts on participant progress towards meeting court requirements.

Appendix B. Conceptual Framework for the CSPED Implementation Study

Figure B.1. Conceptual framework for the CSPED implementation study



*CSPED examines impacts on 14 primary outcomes in 7 key domains, as well as outcomes in additional domains. The CSPED Impact Report, which is expected to be released in Spring of 2019, will describe findings from these analyses. These 7 key domains, categorized in 3 areas, are: (1) Child support outcomes: child support compliance, child support paid, child support orders, and NCP attitudes towards the child support system; (2) Parenting outcomes: NCP sense of responsibility for children; (3) Labor market and self-sufficiency outcomes: NCP employment, NCP earnings.

Appendix C. Terms & Definitions

I. Service Contacts and Referrals

Referral: documented when a caseworker refers a client to an agency that is not receiving CSPED grant funds.

Service contact: any direct service provided to a noncustodial parent by the CSPED grantee or a partner agency.

II. Workshop List and Registered Workshop Activity

Workshop: a series of classes providing one or more topics or curricula offered by the program (for example, "How to Manage Money"). A workshop typically had a curriculum and a predefined number of participation hours.

Group: a set of planned meetings for a Workshop. Groups are similar to classes.

Session: a single meeting of the group at a specific date, time, and location (for example, a group might have a session on Monday, November 5th at 7:45 a.m.).

III. Incentives and Work Supports

Pre-enrollment incentive: any incentive offered to noncustodial parents to come in and consider participating in intake. This includes financial incentives, such as gift cards, and non-financial incentives such as a 30-day reinstatement of a suspended driver's license. It does *not* include the gift card participants received for completing the baseline survey.

Post-enrollment incentive: any financial incentive, such as gift cards, offered to participants for completing program milestones (i.e., keeping an appointment, attending a workshop session).

Work support: anything offered to the noncustodial parent to help them gain or keep employment (i.e., clothing, transportation).

IV. Service Content Category Definitions

A. Case management

Benefit eligibility assessment: Evaluation given to a participant to determine whether he/she is eligible for public benefits.

Court-related activity: Any activity that a case manager performed on behalf of a participant that related to court, such as attending court when a participant is scheduled for a hearing, preparing reports about the participant for the court.

Individualized assistance: Any one-on-one assistance intended to help the participant overcome his/her barriers to paying consistent child support, such as securing or maintaining housing, or helping gain access to his/her children.

Intake assessment: An evaluation of a participant's needs conducted after random assignment.

Needs assessment: An evaluation of a participant's needs conducted after random assignment.

Participant progress monitoring: Monitoring a participant's progress in the CSPED program.

Personalized service plans: A plan developed for the participant that indicates the specific services that he/she needs to overcome barriers to employment and paying consistent child support.

Referrals to other services: A referral made to a service that is not paid for by the CSPED grant, such as substance abuse treatment.

B. Child support

Family-owed arrears compromise: A reduction of child support debt owed to the custodial party upon the request and approval of the custodial party. .

State-owed arrears compromise: A state-approved reduction of child support debt owed to the state once noncustodial parents complete specific milestones set by the CSPED grantee..

Order review: The process of checking a child support order by the child support agency to see if it qualifies for a modification.

Order modification: A legal change in the amount of a current child support order. The legal process used to change the amount of the current support order may vary depending on the jurisdiction.

Debt reduction planning: Assistance given that provides an approach for the participant to reduce his/her child support arrears.

Early intervention monitoring: A review of a participant's child support order and payment behavior. This review takes place during the first couple of months after the order is established.

Expedited order review: Conducting an order review in an expedited fashion.

Imputed income: The amount of income a court or child support agency attributes to a noncustodial parent when determining the amount of child support order if the noncustodial parent reports no or little income.

Minimum order amount: Policies determining the lowest amount for which a child support order can be set.

Minimum wage order: A child support order that is calculated using the minimum wage rather than actual income.

Reinstatement of driver's license: Assistance given to reinstate a driver's license for a participant.

Releasing a hold on a driver's license: The child support program revokes the suspension of the driver's license, which was imposed due to nonpayment of child support.

Case review: Review of a participant's child support case.

Suspension of enforcement tools: Child support remedies to obtain child support, such as liens and license revocation, were suspended for a participant.

TANF pass-through and disregard: Parts of payments collected on behalf of TANF recipients are passed-through to the custodial parent (instead of held to reimburse the state) and disregarded from benefits calculation.

Wage withholding: A wage withholding order was issued for a participant.

C. Fatherhood/parenting education services

Father/child activities: An activity for the father and his/her child that is organized or paid for by the program, such as going to the zoo with tickets from the program.

Help completing court filings: Assistance given to a participant to complete court forms or filings related to access and visitation.

Individual counseling: Discussions with a participant in matters related to parent/child relationships or co-parenting.

Mediation services: Discussions with a trained mediator who is paid by the grant to negotiate agreements between the participant and the custodial party about child support payments and child access.

Parenting plans: A plan that documents when each parent will have access to his/her children. The plans can also address other issues, such as allocating decision-making authority for children's education and health care. These plans, once completed, are usually incorporated into a child support order and become a legal document.

D. Employment services

Bonding: Assistance given to a participant to obtain a bond or insurance that protects his/her employer from theft or malfeasance by the participant.

Employment assessment: An evaluation conducted of a participant's ability to obtain and keep a job.

Employment plan: A plan developed for a participant that documented how that participant is going to get a job and find a better paying or a preferred job if appropriate.

English as a second language: Any service given to the participant that assisted him/her with learning English when that is not his/her first language.

Financial literacy: Assistance given to the participant to improve his/her money management and budgeting skills.

GED classes: Assistance given to a participant so that he/she could enroll in and attend General Equivalency Diploma (GED) classes, which involve class instruction to enhance basic reading and math skills so that an individual can pass the GED test.

Internships: Assistance given to a participant to help them obtain a temporary paid employment position in which a participant acquires new work experience. The participant's pay may be paid entirely by the employer or it may be subsidized by the CSPED grant or other funds. If an internship is secured for a participant, case managers entered the length in weeks of the internship.

Job development services: Any activity that requires the case worker to reach out to employers to find jobs for participants, such as talking to employers to identify those who are willing to hire participants, calling employers to let them know that a client is applying for a specific job.

Job readiness training: Individual assistance is given to help a participant get ready for work, such as explaining how to dress for an interview. (If job readiness training is delivered to a group, it should be recorded under workshops.)

Job referral: A case manager referred a participant to a job opening in which the case manager knows the employer will seriously consider the participant for employment. These were job openings where the case manager has some reason to believe that the participant has a good chance of getting the job.

Job retention services: Any service that helped a participant keep a job, such as dealing with conflicts with other workers and supervisors.

Job search–facilitated: Assistance was given to the participant to help them identify and respond to job leads.

Job search–self-directed: Activities undertaken by the participant to find work under the supervision of a case manager but not the direct involvement of the case manager.

On-the-job training: Assistance given to a participant to obtain training at his/her workplace while performing the actual job that provides knowledge and skills essential to the full and adequate performance of the job. If on-the-job training is secured for a participant, case managers entered the length of the training in weeks.

Pre-employment assessment: An evaluation of a participant's ability to obtain and keep a job that is done before a participant gains employment.

Rapid re-employment: Assistance given to a participant to find a new job in the first few weeks after the participant lost a job.

Records expungement: Assistance given to a participant to remove criminal information from his/her criminal record.

Resume/cover letter training: Assistance given to a participant in how to write a cover letter or resume.

Short-term job skills training: Assistance given to a participant to obtain training that was short-term (less than a month) and intended to upgrade a person's skills in a specific occupation so that the individual may be able to obtain employment in that occupation. It took place in a classroom or on the job. It could have led to certification or not. If short-term training was secured for a participant, the case manager indicated the length of the training in weeks.

Subsidized employment: Assistance given to a participant to obtain a temporary employment position where the employer receives a subsidy from the CSPED grant or other public funds to offset some or all of the wages paid to the participant. If subsidized employment was secured for a participant, the case manager indicated the length of the subsidized employment in weeks in the box next to subsidized employment.

Unpaid work experience: Assistance given to a participant to engage in a work activity that provides the individual with an opportunity to acquire general skills, knowledge, and work habits necessary to obtain employment. The participant was not paid for this activity. This activity was supervised by an employer, work site sponsor, or other responsible party on an ongoing basis no less frequently than once in each day in which the individual is scheduled to participate. If unpaid work experience is secured for a participant, the case manager indicated the length of the experience in weeks.

Vocational training: Assistance was given to a participant to obtain longer-term training from an organized educational program related to preparing the individual for a specific occupation (vocational training usually takes more than a month). If vocational training was secured for a participant, the case manager indicated the length of the training in weeks.

Voluntary drug testing: A participant engaged in a drug test voluntarily to help him/her secure employment.

Work supports: Specific items given to a participant to help him/her secure and maintain employment, such as bus passes, uniforms, and tools.

E. Domestic violence services

Assessment: An evaluation conducted to determine the participant's risk of being involved in domestic violence.

Batterer services for participant: Assistance given to a participant to enroll him/her into services for batterers.

Screening: The participant was asked a series of questions to ascertain the participant's risk of being involved in domestic violence.

Victim services for participant: Assistance given to a participant to enroll him/her into services for victims of domestic violence.

Victim services for custodial parent: Assistance given to a custodial parent of a participant to enroll him/her into services for victims of domestic violence.

Appendix D. Fatherhood/Parenting Curriculum Topics

Table D.1. Fatherhood/parenting curriculum topics

Grantee	Curriculum topics	Grantee	Curriculum topics
California	***On My Shoulders*** 1. Welcome 2. Life Is Good (Ways to Increase Your Happiness) 3. Personality and Parenting 4. Stress and Calming 5. Speaking to Understand 6. Listening to Understand 7. Commitment, the Long View 8. Personal Roadmapping 9. Free to Be (Deconstructing Negative Labels) 10. How to Get What I Need 11. Attachment and Nurturing Trust 12. Playing by the Rules 13. Community Safety 14. Passages (Reflection and Wrap-up Session) 15. Child Support	***Colorado***	***Nurturing Fathers*** 1. Roots of Fathering 2. The Power to Nurture 3. Discipline 4. Nurturing Relationships 5. Child Support and Financial Tips 6. Teamwork Between Noncustodial and Custodial Parents 7. Work and Fathering 8. Becoming a Responsible Father
Iowa	***Men: Quenching the Father Thirst*** (shown) and ***Women: Growing Great Kids*** (not shown) 1. The Father Thirst Epidemic 2. What About the Children? 3. It Takes a Man to Be a Dad 4. My Challenges as a Dad 5. My Father and Past History 6. My Mother and Women Relationships 7. The Father-Mother Partnership 8. Commitment to Your Child 9. Emotional Encouragement 10. Connecting Through Communication 11. Social Involvement 12. Leading by Training and Life Change 13. Making a Life Change	***Ohio***	***24/7 Dads*** 1. Family History 2. What It Means To Be a Man 3. Showing and Handling Feelings 4. Men's Health 5. Communication 6. The Father's Role 7. Discipline 8. Children's Growth 9. Getting Involved 10. Working with Mom and Co-Parenting 11. Dads and Work 12. My 24/7 Dad Check List 13. Domestic Violence 14. Child Support

(table continues)

Fatherhood/parenting curriculum topics (continued)

Grantee	Curriculum topics	Grantee	Curriculum topics
South Carolina	***Responsible Fatherhood*** 1. As a Parent/The Importance of Fathers 2. A Father's Influence on his Children/ Understanding Your Child's Needs 3. How Well Do I Know My Child? 4. Esteem Building 5. Effective Discipline 6. Co-Parenting 7. Modeling to Help Children Learn	***Texas***	***Parent, Employment, Education, and Responsibility (PEER)*** 1. Coming Into Focus 2. Shifting Focus from Others to My Child 3. Counting on Child Support 4. Focusing on What Is Possible 5. Valuing My Role as a Parent 6. Building a Strong Kid 7. Understanding and Communicating with My Child 8. Overcoming Obstacles

(table continues)

Fatherhood/parenting curriculum topics (continued)

Grantee	Curriculum topics		
	Fatherhood Development (initial curriculum)		
Tennessee	***Davidson (Nashville)***	***Dads Making a Difference Hamilton (Chattanooga)***	***Nurturing Dads Shelby (Memphis)***
	1. Personal Development 2. Life Skills 3. Responsible Fatherhood 4. Relationships 5. Health and Sexuality	1. Family History 2. What It Means to Be a Man 3. Showing and Handling Feelings 4. Men's Health 5. Communication 6. The Father's Role 7. Discipline 8. Children's Growth 9. Getting Involved 10. Working with Mom and Co-Parenting 11. Dads and Work 12. Celebrate	1. The Roots of Fathering 2. Self-Nurturing Skills I: Fathering "The Little Boy Within" 3. Self-Nurturing Skills II: Fathering The Power to Meet My Own Needs 4. The World of Feelings and Male Nurturance 5. The Power to Nurture: Fathering Without Violence or Fear 6. Overcoming Barriers to Nurturing Fathering: Anger, Alcohol/Other Substances, and Stress 7. Discipline and Fun and Games 8. Playshop: Fun and Games for Fathers and Their Children 9. Nurturing Relationships I: Fathering Sons/Fathering Daughters 10. Nurturing Relationships II: Teamwork Between Father and Spouse/Co-Parent 11. A Time and Place for Fathering 12. Healing the Father Wound 13. Graduation Ceremony and Closing Activity

Grantee	Curriculum topics
Wisconsin	***Parent, Employment, Education, and Responsibility (PEER)*** 1. Coming Into Focus 2. Shifting Focus from Others to My Child 3. Counting on Child Support 4. Focusing on What Is Possible 5. Valuing My Role as a Parent 6. Building a Strong Kid 7. Understanding and Communicating with Your Kids 8. Overcoming Obstacles

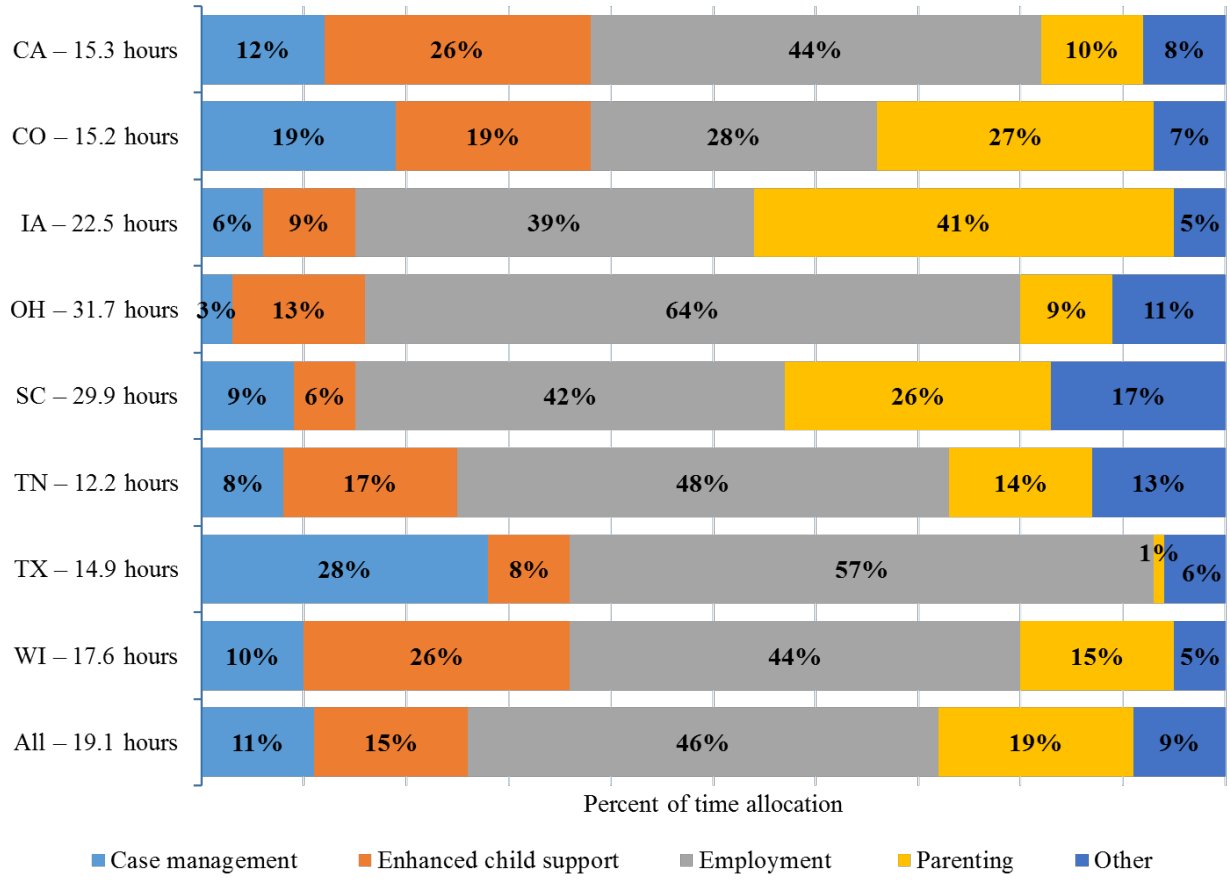
Appendix E. Time Allocation Across Core Service Domains in the First 12 Months of Enrollment

The information presented in Chapter 6 focused on the total amount of time that a participant received services through CSPED. Therefore, the total amount of time a participant might have received services varied depending on whether they enrolled earlier or later in the demonstration period. In spite of this variation, all CSPED participants had at least a 12-month period in which they could have received program services. In support of the forthcoming Impact Report, this appendix replicates several analyses from Chapter 6, restricted to the first 12 months following a participant's enrollment in CSPED.

I. Time Allocation Across the First 12 Months of Service Delivery

CSPED participants received an average of 19.1 hours of services in the first year of enrollment, and spent most of that time engaged in CSPED employment services. Including services delivered in both individual and group formats, on average across grantees, participants spent nearly half of their time throughout their first year in the program on employment services; 19 percent on parenting services; 15 percent on child support services; 11 percent on case management services; and 9 percent on other types of services (Figure E.1).

Figure E.1. Time allocation across CSPED services during the first 12 months of enrollment, by content area

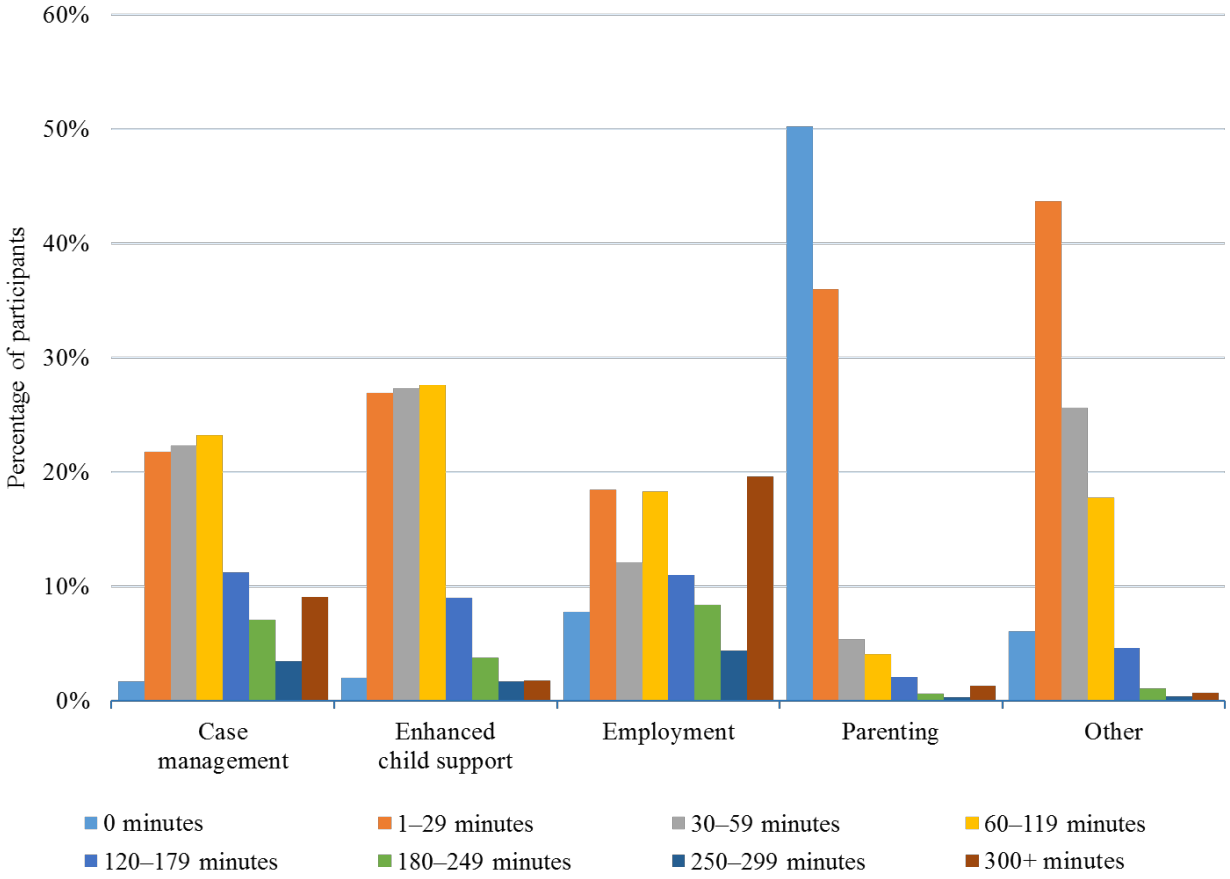


II. Service Hours Across Domains and Modes in the First 12 Months Following Enrollment

A. Individual contact minutes in the first 12 months

Figure E.2 shows the distribution of individual contact minutes across the first 12 months of a participant's enrollment in CSPED across all participants. The extent to which participants received a similar dosage of services varied across core service areas. Within case management and enhanced child support services, most participants received 1 to 119 minutes of services. For employment services, however, the proportion of participants who received just 1 to 29 minutes of services was nearly identical to those who received 1 to 2 hours of services or more than 5 hours of services. Within parenting, the vast majority of participants received no or few minutes of individually provided services.

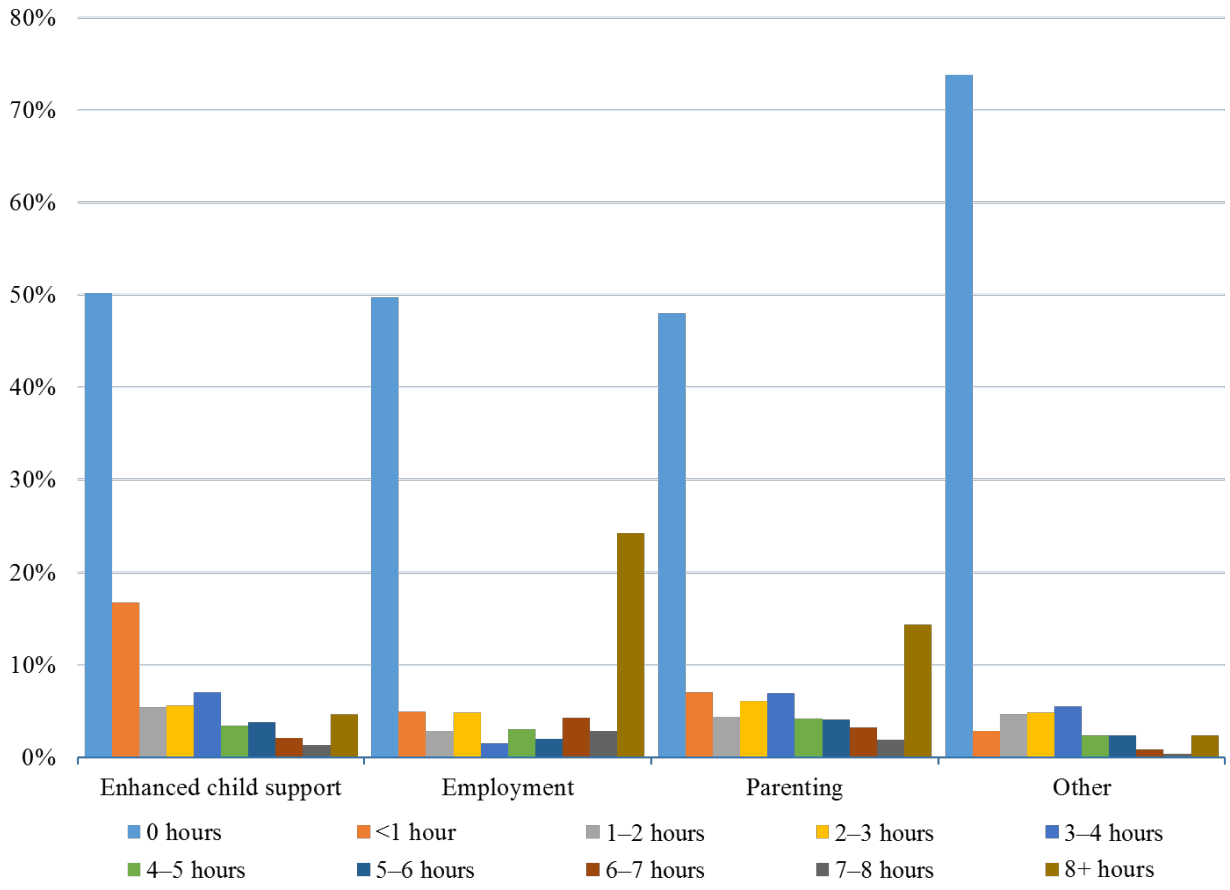
Figure E.2. Distribution of individual contact minutes during first 12 months of enrollment, by service type



B. Group service hours in the first 12 months

Figure E.3 shows the distribution of group session hours across the first 12 months of a participant's enrollment in CSPED across all participants. In contrast to individually provided services, about half of the CSPED participants did not receive any hours of enhanced child support or employment services in a group session during the first 12 months of their enrollment. Parenting services was the only core service in which the majority of CSPED participants received the service in a group session in the first 12 months. Among those who received employment and parenting services in a group session, most commonly participants received more than 8 hours of these services.

Figure E.3. Distribution of group session hours during first 12 months of enrollment, by service type



C. Service hours received within grantees

Within and across grantees, the level of services received by participants also varied substantially (Figure E.4). In all but two grantees—Iowa and Ohio—the quarter of participants who received the lowest dosage of services received fewer than five total hours of services.

Grantees also varied in the extent to which most participants received the "average," or mean, amount of hours within a grantee. Across grantees, participants received an average of 19.1 hours of services in the first year. Participants at the median, or fiftieth percentile, of the distribution received only 12.1 hours of services. In California, Colorado, Texas, Tennessee, and Wisconsin, participants in the fiftieth percentile received fewer than 10 service hours. Iowa, Ohio, and South Carolina provided 21 to 36 hours of services to participants at the fiftieth percentile.

Also, the two grantees—South Carolina and Ohio—that provided the highest dosage to participants in the top 75 percent of service hours received provided more than twice as many service hours than California, Colorado, and Tennessee provided to the top 75 percent of participants in those grantees, and nearly four times as many as participants in Texas.

Figure E.4. Service hours received within grantees