Kenosha County

Human Services Committee Meeting
Monday, March 7, 2016 at 6:30 p.m.
Administration Building
2nd Floor Committee Room

Agenda

NOTE: UNDER THE KENOSHA COUNTY BOARD RULES OF PROCEDURE ANY REPORT, RESOLUTION, ORDINANCE OR MOTION APPEARING ON THIS AGENDA MAY BE AMENDED, WITHDRAWN, REMOVED FROM THE TABLE, RECONSIDERED OR RESCINDED IN WHOLE OR IN PART AT THIS OR AT FUTURE MEETINGS. NOTICE OF SUCH MOTIONS TO RECONSIDER OR RESCIND AT FUTURE MEETINGS SHALL BE GIVEN IN ACCORDANCE WITH SECTION 2 C OF THE COUNTY BOARD RULES. FURTHERMORE, ANY MATTER DEEMED BY A MAJORITY OF THE BOARD TO BE GERMANE TO AN AGENDA ITEM MAY BE DISCUSSED AND ACTED UPON DURING THE COURSE OF THIS MEETING AND ANY NEW MATTER NOT GERMANE TO AN AGENDA ITEM MAY BE REFERRED TO THE PROPER COMMITTEE. ANY PERSON WHO DESIRES THE PRIVILEGE OF THE FLOOR PRIOR TO AN AGENDA ITEM BEING DISCUSSED SHOULD REQUEST A COUNTY BOARD SUPERVISOR TO CALL SUCH REQUEST TO THE ATTENTION OF THE BOARD CHAIRMAN

1. Call To Order / Roll Call
2. Citizen's Comments
3. Approval Of Minutes - 2/1/2016 HSC Minutes

   Documents: 02-01-16 HSC MINUTES.PDF
4. Resolution To Approve The County Executive Appointment Of Judy Jensen To The Kenosha County Commission On Aging

   Documents: JUDYJENSENRESOLUTION.PDF
5. Resolution To Approve The County Executive Appointment Of William Erickson To The County Veterans Service Commission.

   Documents: WILLIAMERICKSONRESOLUTION.PDF
6. Child Support Presentation: Supporting Parents Supporting Kids (SPSK) Program

   Documents: CSPED FACT SHEET 1-MARCH 2015 .PDF, CSPEDINTERIMPL2015 COMPLIANT.PDF, IRP CSPED EARLY IMP RPT PRESS RELEASE FINAL.PDF
7. Such Other Business As Authorized By Law
8. Committee Members Comments
9. Adjournment

HUMAN SERVICES COMMITTEE
Minutes of Meeting
February 1, 2016 @ 6:30 pm
Kenosha County Administration Building

Committee Members Present: Dayvin Hallmon, Mike Goebel, Greg Retzlaff, Leah Blough, Sara Klimisch-YIG, Jasmine Zeidan-YIG

Committee Members Absent: David Arrington, Anita Johnson,

Excused Absence: Erin Decker

Staff Present: John Jansen, LaVerne Jaros, Adelene Greene, Gwen Perry-Brye

1. Call to Order/Roll Call

   The meeting was called to order at 6:30 p.m. by Dayvin Hallmon, Chair. Roll call was taken.

2. Citizen's Comments – None

3. Approval of Minutes: January 4, 2016 **(on tape at 2:10)**
   Motion to approve the HSC meeting minutes of 1-2-16 by Supervisor Michael Goebel, seconded by Supervisor Leah Blough. Youth in Governance voted for approval. All in favor. **MOTION CARRIED UNANIMOUSLY.**

4. Resolution to Approve the County Executive Appointment of Barbara Wisnefski to the Kenosha County Commission on Aging. **(on tape at 2:33)**

5. Resolution to Approve the County Executive Appointment of Gabriele Nudo to the Brookside Board of Trustees.

6. Resolution to Approve the County Executive Appointment of Richard Willoughby to the Kenosha County Human Services Board.

7. Resolution to Approve the County Executive Appointment of John O'Day to the Kenosha County Human Services Board.

   John Jansen stated items 4, 5 6 and 7 are resolutions for various committees.

   Greg Retzlaff asked if all the people were current. John stated, Barb is not. Barb had worked at Aging and Disability Services for a number of years and is retired. Gabe Nudo had been on the Brookside Board of Trustee as a County Board Supervisor and now will become a citizen on that Board. Richard Willoughby and John O'Day are both active members of the Kenosha County Human Services Board.

   Greg Retzlaff asked if there is conflict with people on the Brookside Board who are also a County Supervisor. John Jansen stated the structure has been in place for a long time. All of the committees and board structure was put together when we became a Human Services Department. It was reviewed by Corporation Counsel back in the mid-90s and found the Committees to be appropriate at that time.

   MOTION to group and approve items 4, 5, 6 and 7 by Michael Goebel, seconded by Leah Blough. Youth in Governance voted for approval. All in favor. **MOTION CARRIED UNANIMOUSLY.**

8. DWD: Presentation of Human Services 2015 Transaction Report. **(on tape @ 09:20)**
   John Jansen stated he had asked Adelene Greene to pull numbers from 2015 in regards to the volume of transactions and people seen at the Kenosha County Job Center. John stated he believes people don't understand the amount of business that transpires at the Job Center.

   Adelene Greene distributed and presented 2015 Reception Stats for the KCC Human Services office. The Division of Workforce Development are in two locations. One is in Western County. It is a smaller operation of the Human Services operation at the Kenosha County Job Center. Adelene Greene reviewed the report and stated there was approximately 5,800 people who visited the KCC.

Adelene presented the Clerical Services Transaction Report which is for the Kenosha County Job Center. The Kenosha County Job Center is a homeless drop off site so we are presented with clients who leave their mail at the Job Center for approximately 30 days. There were 56,400 transactions for the KCJC. When clients bring information to our Division we convert paper documents to electronic files. There were an additional 12,000 transactions that occur in addition to the 56,400. On the back side, Goodwill has staff who answer the phones for the Kenosha County Job Center. There were 260,000 phone calls that came into the building. Those phone calls come in from the general public for a variety of reasons.

In addition the Job Center has staff called the Economic Support Income Maintenance Workers who also field phone calls specifically for eligibility benefits. We operated under a consortium with Racine County. We track the number of calls that come in on a quarterly and annual basis. So there was an additional 212,000 calls that came into the Kenosha County Job Center Call Center.

Adelene Greene explained the WIA (Workforce Investment Act) Program report. This program caters to those who are dislocated, laid-off, unemployed, underemployed, and looking to enhance their skills so they can become employed or enhance their skills.

In the Kenosha County Job Center there is a unit called Employment Central. This is State operated. This unit that handles the general public and not necessarily the public assistance participants. Employment Central also provides for the trade adjustment assistance act. This is for people who have been laid off due to foreign competition. They get special training and special funding from the State.

There is an office of Veteran services in Employment Central. This unit helps veterans find employment.

There is an onsite computer lab for people to update their computer skills, resumes, and take classes. This is free of charge.

Dayvin Hallmon had questioned the Veteran services statistics caseload versus enrolled. Dayvin Hallmon asked if we had some challenges in this area. Adelene Greene added that this is a State Veterans unit. Adelene Greene believes people come for a short period of time. They don't come back if the services isn't providing what they think it should provide and that may pertain to the low number of people utilizing this. They are a difficult population because their expectations of what they come for are higher than what can be delivered. This is a hard to serve population for a variety of reason. Some suffer from PTSD. That is why the numbers don't look as good as they could.

Dayvin Hallmon asked if there was a chance to get someone at the Human Services Committee meeting to speak on what can be done to improve this. Adelene Greene stated she can ask one of the two individuals who works at the State office to come before the committee and speak on the challenges. Adelene Greene stated the State office actually works with getting Veterans employed. The Division of Veterans Services office works with getting benefits to veterans that they are entitled to. Adelene Greene stated she will make the request.

The Division of Vocation Rehabilitation (DVR) is a State program that is housed at the Job Center. They are reluctant to provide us information in terms of the people that they serve and those outcomes.

Dayvin Hallmon asked who the person is who works with inmates at the Detention Center and how does the PCDU (Professional and Career Development Unit) engage with them. Adelene Greene stated it is a Division of Workforce contracted service individual from Goodwill Industries. His name is Pedro Harvey. He goes to the Detention Center as well as the Urban Outreach center to do workshops on site for them. Dayvin Hallmon is wondering what the job placement rate is for those who were formally incarcerated and how we can improve this. Adelene Greene isn't sure about the answer to that question. Dayvin Hallmon asked if this person could speak to the Human Services Committee as well.

Adelene Greene stated the Child Support unit works with a population of formerly incarcerated individuals. This program is called the Supporting Parents Support Kids Program (SPSK). They have a case management individual who works with employers. There are only a certain amount of employers who are willing to take on formerly incarcerated individuals. There are some statistics for that specific population but not to incarcerated or formally incarcerated population.

Dayvin Hallmon asked if the Human Services Committee could hear from that person and follow up from the State Veterans person. Adelene Greene asked if Dayvin Hallmon wanted this all in one meeting. Dayvin Hallmon stated yes.

Adelene Greene stated there is an individual who works with the Job Corps program at the Job Center. This program works with youth in trying to get them on the right track and employed. The age range is 16 to 24. This is another State program.

Greg Retzlaff asked if we could also invite the person in charge of the Job Corps program to the Human Services Committee. He added this person could present at a separate meeting. Adelene Greene stated she would make the request of these State people.

Dayvin Hallmon asked if he should email the Cabinet secretary because he can make it happen. Adelene Greene stated she would make the request first.

Dayvin Hallmon asked if there was a Regional liaison at the Job Center for the State Job Corps program as oppose to the person who is at the Job Center. Adelene Greene believes the person who is located at the Job Center is a Regional employee. Dayvin Hallmon stated the drop-off rate is not very high. He questioned why individuals are carried over from month to month. Dayvin Hallmon wanted to know who the next in hierarchy was. Adelene Greene stated the Milwaukee office would be the next higher agency for Job Corps. Dayvin Hallmon stated, he would like to see if they could send a representative to a HSC meeting. Adelene Greene stated she would make the request. Adelene Greene stated if they decline, Dayvin Hallmon could make his contacts and see if they would appear.

9. Health: Presentation of "Evaluation of A Local Health Department Home Visitation Program; Impact of Reproductive Life Planning." **(on tape @ 36:50)**

John Jansen stated that Gwen Perry-Brye just recently earned her doctorate. Gwen presented what she did as part of her dissertation.

Gwen Perry-Brye stated she is the Clinical Services Director, Assistant Health Officer for Kenosha County. Gwen Perry-Brye recently completed her doctorate in nursing practice, which is one of the arms of the doctorate degree from UWM-Milwaukee. It is not a PhD but a DNP which means it looks at the expertise in clinical practice.

Gwen Perry-Brye stated the hallmark of family reproductive health planning has been the ability to achieve desire birth spacing and controlling family size. Smaller families and longer birth intervals have contributed to better health of the infants, the children, and the mom. It improved the social and economic role of the mother. Birth spacing for this project was within 16 months from the birth of the last baby to the pregnancy of the next.

There are two federally approved evidence based home visitation programs implemented in the Health Department. They are the Nurse Family Partnership Program and Parents as Teachers Program. The Nurse Family Partnership Program is the eligibility criteria and is for women who have no children at all. The second is called Parents as Teachers and is designated for parents who have other children.

Gwen Perry-Brye explained the programs and the common reproductive life principles. Gwen Perry-Brye discuss the flow chart of exclusion criteria for the study.

Youth in Governance Sara Klimisch asked if this program was for teenagers. Gwen Perry-Brye stated that it was for all women of reproductive age in Kenosha County for two years.

Greg Retzlaff asked if the private sector was looked at. Gwen Perry-Brye added that data is difficult to get. The home visitors work with the women who have public assistance. Gwen Perry-Brye stated it's about 45 percent of the women who are touched by this program. Medical assistance covers about 40-45 percent of pregnancies in our counties. All the rest are private.

Leah Blough asked if there are actual patients that don't need the eligibility requirements. Gwen Perry-Brye stated there are several different risk factor questions used such as race, homelessness, history of violence, issues that have been created by the State. This is called the creative initial assessment form. If they have four or more risk factors they are eligible for our program by definition of the actual home visiting program. If it is less than four we have another nurse that actually can take them on during the pregnancy but her services will stop at 60 days. In order to be eligible for the program they have to be at risk or high risk in order to get the services.

Youth in Governance Jasmine Zeidan asked what the home visitation entails. It is a weekly or biweekly program in which the nurse builds a relationship with her client. The nurse meets with her client on a weekly/biweekly basis during first part of her pregnancy up until the 3rd trimester. She starts with her weekly visits 2 to 3 weeks after delivery and up until 6 months. Then it is every other week until the baby is two. The purpose of the visits is health education for the baby, mother, and family. They look to reduce rapid pregnancy and promote birth spacing. They work to make sure mom and baby are eating healthy, work on self-sufficiency, finishing school and employment if requested by mother. All of these are incorporated into the performance measures.

Greg Retzlaff asked if this program helps with the decline of premature deliveries. Gwen Perry-Brye stated she didn't look at that as a risk factor in this program. The nurse actually incorporates the signs and symptoms of early labor in the home visit.

Dayvin Hallmon asked about this 40/45 percent number in the presentation. Dayvin Hallmon asked if that was the total pregnancy in the County in a given year. Gwen Perry-Brye stated that it is the total medical assistance paid deliveries. Public assistance is responsible for the payment of these deliveries in the County. It is an overlap in terms of population.

Dayvin Hallmon asked for clarification on the education and economic means in regards to this report. Gwen Perry-Brye stated it benefits the community to look at the women before she has the child. To make sure the community can provide the reproductive potential on a positive. Making sure we have a strong health care system. Making sure we have a strong human services system. Making sure public and private are working together to provide access to care. The infant mortality rate is an indicator of the health in the community.

Dayvin Hallmon asked Adelene Greene to speak in regards to the medical assistance population. Adelene Greene stated the medical assistance population is one of the more stable population in Kenosha. Some of the other groups are declining. There is always a need for medical assistance either through the Affordable Care Act or BadgerCare programs. The marketplace is considered part of the health insurance but not part of medical assistance.

Dayvin Hallmon asked Gwen Perry-Brye to define a stable family. Gwen Perry-Brye stated by what the women defines as stable. It is very client centered.

Youth in Governance Jasmine Zeidan asked if the program can be compared to Planned Parenthood. Gwen Perry-Brye stated no not really as they work with the mother during her pregnancy and then post-partum. It is more closely aligned with a comprehensive home visitation program.

Mike Goebel asked if most of these pregnancies are unplanned. Gwen Perry-Brye stated that was one of the questions in the initial assessment. It fell in the middle. Statistically 50 percent of the pregnancies are unplanned, but that doesn't mean it is unwanted.

Youth in Governance Sara Klimisch asked if clients don't have a mode of transportation does the program provide transportation to doctor appointments. Gwen Perry-Brye stated that they find different incentives, stipends such as bus tokens. Medical visits are covered under county transportation

10. Such Other Business As Authorized By Law - None

11. Committee Members Comments: Dayvin Hallmon stated there was a card for members of the HSC including Youth in Governance to sign for Sharon Davis.

12. Adjournment (**on tape at 01:14)**
It was moved to adjourn by Leah Blough, seconded by Greg Retzlaff. All in favor. **MOTION carried unanimously**. Meeting adjourned at 7:45 p.m.

Respectfully submitted,

Margaret DesArmo
Senior Administrative Assistant

KENOSHA COUNTY
BOARD OF SUPERVISORS

RESOLUTION NO._____

Subject: RESOLUTION TO APPROVE THE APPOINTMENT OF Judy Jensen **TO THE KENOSHA COUNTY COMMISSION ON AGING**	
Original ☒ Corrected ☐	2nd Correction ☐ Resubmitted ☐
Date Submitted: 03/15/16	Date Resubmitted:
Submitted By: Human Services Committee	
Fiscal Note Attached ☐	Legal Note Attached ☐
Prepared By: John T. Jansen	Signature: John T. Jansen

WHEREAS, pursuant to County Executive Appointment 2015/16-28, the County Executive has appointed Ms. Judy Jensen to serve on the Kenosha County Commission on Aging, and

WHEREAS, the Human Services Committee has reviewed the request of the County Executive for confirmation of his appointment of the above named to serve on the Kenosha County Commission on Aging and is recommending to the County Board the approval of this appointment,

NOW, THEREFORE, BE IT RESOLVED that the Kenosha County Board of Supervisors confirms the appointment of Ms. Judy Jensen to the Kenosha County Commission on Aging. Ms. Jensen's appointment shall be effective immediately and continuing until the 31st day of September, 2018, or until a successor is appointed by the County Executive and confirmed by the County Board of Supervisors. Ms. Jensen will serve without pay and will be filling a vacancy of the board.

HUMAN SERVICES COMMITTEE:	Aye	Nay	Abstain	Excused
Dayvin Hallmon, Chairman	☐	☐	☐	☐
Mike Goebel	☐	☐	☐	☐
Anita Johnson	☐	☐	☐	☐
Erin Decker	☐	☐	☐	☐
David Arrington	☐	☐	☐	☐
Leah Blough	☐	☐	☐	☐
Greg Retzlaff	☐	☐	☐	☐

COUNTY OF KENOSHA

OFFICE OF THE COUNTY EXECUTIVE
Jim Kreuser, County Executive

1010 – 56th Street, Third Floor
Kenosha, Wisconsin 53140
(262) 653-2600
Fax: (262) 653-2817

APPOINTMENT 2015/16-28

RE: KENOSHA COUNTY COMMISSION ON AGING

TO THE HONORABLE KENOSHA COUNTY BOARD OF SUPERVISORS:

Placing special trust in her judgment and based upon her qualifications, I hereby submit to the Honorable Kenosha County Board of Supervisors for its review and approval the name of

Ms. Judy Jensen
10402 3rd Avenue
Pleasant Prairie, WI 53158

to serve a three-year term on the Kenosha County Commission on Aging beginning immediately upon confirmation of the County Board and continuing until the 31st day of December, 2018 or until a successor is appointed by the County Executive and confirmed by the Kenosha County Board of Supervisors.

Ms. Jensen will serve without pay.

Ms. Jensen will be filling a vacancy of the board.

Respectfully submitted this 28th day of January, 2016.

Jim Kreuser

Jim Kreuser
Kenosha County Executive

COUNTY OF KENOSHA
OFFICE OF THE COUNTY EXECUTIVE
JIM KREUSER

APPOINTMENT PROFILE

KENOSHA COUNTY COMMISSIONS, COMMITTEES, & BOARDS

(Please type or print)

Name: Judy (First) A (Middle) Jensen (Last)

Residence Address: 10402 3rd Avenue, Pleasant Prairie

Previous Address if above less than 5 years: _____

Occupation: Retired (Company) _____ (Title)

Business Address: _____

Telephone Number: Residence 262-694-9046 Business _____

Daytime Telephone Number: 262-694-9046

Mailing Address Preference: Business ( ) Residence (X)

Email Address: jjensen28@wi.rr.com

Do you or have you done business with any part of Kenosha County Government in the past 5 years? Yes ( ) No (X)

If yes, please attach a detailed document.

Affiliations: List affiliations in all service groups, public service organizations, social or charitable groups, labor, business or professional organization, and indicate if it was a board or staff affiliation.
YWCA - Staff (1997-2009); former Board member of following: AFSCME/WSEU 2748; Kenosha AFL-CIO; PIC; Senior Action Council; Shalom Center; GTC (1983-1992)

Special Interests: Indicate organizations or activities in which you have a special interest but may not have been actively involved.

_____
_____
_____

*If more space is needed, please attach another sheet.
Kenosha County Commissions, Committees, & Boards
Appointment Profile - Page 2

Governmental Services: List services with any governmental unit.
Former State of Wisconsin employee (1973-1997)

Additional Information: List any qualifications or expertise you possess that would benefit the Board, Committee, Commission, etc.
Worked with numerous non-profits in Kenosha County

Conflict Of Interest: It would be inappropriate for you, as a current or prospective appointee, to have a member of your immediate family directly involved with any action that may come under the inquiry or advice of the appointed board, commission, or committee. A committee member declared in conflict would be prohibited from voting on any motion where "direct involvement" had been declared and may result in embarrassment to you and/or Kenosha County.

Judy Jensen
Signature of Nominee

01/21/16
Date

Please Return To: Kenosha County Executive
1010 – 56th Street
Kenosha, WI 53140

(For Office Use Only)

Appointed To: _____
Commission/Committee/Board

Term: Beginning _____ Ending _____

Confirmed by the Kenosha County Board on: _____

New Appointment _____ Reappointment _____

Previous Terms: _____

KENOSHA COUNTY
BOARD OF SUPERVISORS

RESOLUTION NO._____

Subject: RESOLUTION TO APPROVE THE APPOINTMENT OF Mr. William Erickson **TO THE KENOSHA COUNTY VETERANS SERVICE COMMISSION**	
Original ☒ Corrected ☐	2nd Correction ☐ Resubmitted ☐
Date Submitted: 03/15/16	Date Resubmitted:
Submitted By: Human Services Committee	
Fiscal Note Attached ☐	Legal Note Attached ☐
Prepared By: John T. Jansen	Signature: John T. Jansen

WHEREAS, pursuant to County Executive Appointment 2015/16-30, the County Executive has appointed Mr. William Erickson to serve on the Kenosha County Veterans Service Commission, and

WHEREAS, the Human Services Committee has reviewed the request of the County Executive for confirmation of his appointment of the above named to serve on the Kenosha County Veterans Service Commission and is recommending to the County Board the approval of this appointment,

NOW, THEREFORE, BE IT RESOLVED that the Kenosha County Board of Supervisors confirms the appointment of Mr. William Erickson to the Kenosha County Veterans Service Commission. Mr. Erickson's appointment shall be effective immediately and continuing until the 31st day of December, 2018, or until a successor is appointed by the County Executive and confirmed by the County Board of Supervisors. Mr. Erickson will serve without pay, but will receive a per diem. He will be succeeding Thomas Fredericksen.

HUMAN SERVICES COMMITTEE:	Aye	Nay	Abstain	Excused
_____ Dayvin Hallmon, Chairman	☐	☐	☐	☐
_____ Mike Goebel	☐	☐	☐	☐
_____ Anita Johnson	☐	☐	☐	☐
_____ Erin Decker	☐	☐	☐	☐
_____ David Arrington	☐	☐	☐	☐
_____ Leah Blough	☐	☐	☐	☐
_____ Greg Retzlaff	☐	☐	☐	☐

COUNTY OF KENOSHA

OFFICE OF THE COUNTY EXECUTIVE
Jim Kreuser, County Executive

1010 – 56th Street, Third Floor
Kenosha, Wisconsin 53140
(262) 653-2600
Fax: (262) 653-2817

APPOINTMENT 2015/16-30

RE: KENOSHA COUNTY VETERANS SERVICE COMMISSION

TO THE HONORABLE KENOSHA COUNTY BOARD OF SUPERVISORS:

Placing special trust in his judgment and based upon his qualifications, I hereby submit to the Honorable Kenosha County Board of Supervisors for its review and approval the name of

Mr. William Erickson
420 57th Street, #311
Kenosha, WI 53140

to serve a three-year term on the Kenosha County Veterans Service Commission beginning immediately upon confirmation of the County Board and continuing until the 31st day of December, 2018 or until a successor is appointed by the County Executive and confirmed by the Kenosha County Board of Supervisors.

Mr. Erickson will serve without pay, but will receive a per diem.

Mr. Erickson will be succeeding Thomas Fredericksen.

Respectfully submitted this 25th day of February, 2016.

Jim Kreuser

Jim Kreuser
Kenosha County Executive

COUNTY OF KENOSHA
OFFICE OF THE COUNTY EXECUTIVE
JIM KREUSER

APPOINTMENT PROFILE

KENOSHA COUNTY COMMISSIONS, COMMITTEES, & BOARDS

(Please type or print)

Name: WILLIAM (First) A. (Middle) ERICKSON (Last)

Residence Address: 420 57TH ST. #311, KENOSHA, WI 53140

Previous Address if above less than 5 years: 7802 38TH AVE, KENOSHA, WI 53142

Occupation: KENOSHA COUNTY JOB CENTER (Company) SPECIAL PROJECTS (Title)

Business Address: 8600 SHERIDAN ROAD, KENOSHA, WI 53143

Telephone Number: Residence 262-960-6007 Business 262-697-4606

Daytime Telephone Number: BOTH LISTED ABOVE

Mailing Address Preference: Business ( ) Residence (X)

Email Address: ERICKSONBILL41@gmail.com
BILL.ERICKSON@KENOSHACOUNTY.ORG

Do you or have you done business with any part of Kenosha County Government in the past 5 years? Yes (X) No ( )

If yes, please attach a detailed document. PLEASE SEE RESUME

Affiliations: List affiliations in all service groups, public service organizations, social or charitable groups, labor, business or professional organization, and indicate if it was a board or staff affiliation.

AMERICAN LEGION POST 21 - MEMBER
JAIL CHAPLAINCY OF KENOSHA COUNTY, INC - BOARD
UNITED WAY OF KENOSHA COUNTY - COMMITTEE
RACINE KENOSHA COMMUNITY ACTION AGENCY - COMMITTEE

Special Interests: Indicate organizations or activities in which you have a special interest but may not have been actively involved.

*If more space is needed, please attach another sheet.
Kenosha County Commissions, Committees, & Boards
Appointment Profile - Page 2

Governmental Services: List services with any governmental unit.
PLEASE SEE RESUME

Additional Information: List any qualifications or expertise you possess that would benefit the Board, Committee, Commission, etc.
PLEASE SEE RESUME

Conflict Of Interest: It would be inappropriate for you, as a current or prospective appointee, to have a member of your immediate family directly involved with any action that may come under the inquiry or advice of the appointed board, commission, or committee. A committee member declared in conflict would be prohibited from voting on any motion where "direct involvement" had been declared and may result in embarrassment to you and/or Kenosha County.

William A Erickson
Signature of Nominee

February 10, 2016
Date

Please Return To: Kenosha County Executive
1010 – 56th Street
Kenosha, WI 53140

(For Office Use Only)

Appointed To: _____
Commission/Committee/Board

Term: Beginning _____ Ending _____

Confirmed by the Kenosha County Board on: _____

New Appointment _____ Reappointment _____

Previous Terms: _____

RESUME

Bill Erickson
420 57th Street #311
Kenosha, WI 53140
262-960-6007
ericksonbill41@gmail.com

EDUCATION

Columbus High School, Marshfield, WI
University of Wisconsin, Madison, BA Psychology

WORK HISTORY

11/21/83-12/30/03 Kenosha County Department of Human Services
-11/21/83-5/31/86 Caseworker, General Assistance Program
-6/1/86-12/30/03 Supervisor, Economic Support Program

1/12/04-10/1/14-Andrea & Orendorff, LLP, Special Projects Manager at the KCJC

1/12/15-6/30/15 RAMAC-Certified Application Counselor for the Affordable Care Act

AA Plan for Kenosha County Government (12/31/14 data)
1/11/16-Present CVSO (County Veteran Service Officer) Spring 2016 Convention
-coordinator assistant duties

PAST JOB DUTIES at the KCJC

Welfare Fraud Program Supervisor
Civil Rights Compliance Coordinator
Medicaid Transportation Coordinator
Interpreter Services Coordinator

Other

Member of American Legion Post 21
504 58th St, Kenosha, WI 53140

The National Child Support Noncustodial Parent Employment Demonstration (CSPED)

OCSE launched the National Child Support Noncustodial Parent Employment Demonstration (CSPED) to test the efficacy of child support-led employment strategies. The goal is to increase the reliable payment of child support by noncustodial parents who are willing but unable to pay. This fact sheet is the first in the CSPED series and introduces the demonstration.

What are the CSPED Grants?

To further the national child support program's mission and goals, OCSE operates a number of competitive grant programs that provide federal funds for research and demonstration programs and special projects of regional and national significance for operating state child support programs. In fiscal year 2012, OCSE used its grantmaking authority under Section 1115 of the Social Security Act to establish the National Child Support Noncustodial Parent Employment Demonstration (CSPED).

Through a competitive grant application process, eight state child support programs were selected to participate in the five-year demonstration from October 2012 to September 2017. The eight states are: California, Colorado, Iowa, Ohio, South Carolina, Tennessee, Texas, and Wisconsin. The first year was a planning year. In October 2013, sites began enrollment and random assignment, which runs through September 2016. During the final year, grantees will continue to serve noncustodial parents as the demonstration winds down. Each grantee will receive $775,000 in 1115 demonstration funds over five years. Once Federal Financial Participation (FFP) is added, the total amount of funding available to each grantee over five years is $2.3 million.

Why are employment programs led by child support relevant?

The goal of the child support program is that every child can rely on steady financial and emotional support from both of their parents throughout childhood as they grow into adults. Stable child support collections depend on the economic stability of the noncustodial parent. In fact, in FY 2013, 74 percent of all child support collections were received through wage withholding by employers. So while the child support program works well for those parents who have steady incomes from regular employment or other means, it has been less effective for the 20 to 30 percent of noncustodial parents with limited earnings. For example, 70 percent of unpaid child support debt is owed by parents with no or low reported earnings.[1]

Noncustodial fathers care about their children and want to provide for them. However, noncustodial fathers with little or no connection to the formal labor market cannot pay consistent support, increasing the likelihood that they and their children are poor. These parents face multiple employment barriers. Criminal records are common among this population, further reducing their employment prospects. Nearly 90 percent have a high school education or less, and 40 percent do not work at all in a given year.[2] Many also have health problems, substance abuse issues, unstable housing arrangements, and limited access to private transportation, all of which make it difficult to get and keep a job.

The child support program is uniquely positioned to effectively manage the delivery of employment services and assure results for children. Prior research shows that child support-led employment programs are more likely to yield results for noncustodial parents and their children.[3] The child support program serves 80 percent of poor custodial families and has a strong stake in seeing that poor noncustodial parents are able to support their children.[4] Managing employment programs allows the child support program to ensure that noncustodial parents receive the services they need to find work. Once they find a job, wage withholding ensures that child support goes to custodial families.

The CSPED Model

To be eligible for CSPED, noncustodial parents have to be in the child support program with a current support order and not making regular payments because they are under- or unemployed. As noted previously, the demonstration is child support-led. Specifically, this means the child support program sets the expectations and manages the program. It is the fiscal and lead agency in each site. It does not mean that child support programs provide the employment and fatherhood/parenting services. The child support program provides the child support piece and then it partners

Manuel, a 39-year-old father of five, was laid off from his job of 16 years in May 2013. Shortly after, he was mugged. Thieves stole the $1,000 in his wallet from his last paycheck he had just cashed. More devastating to Manuel, they took his Social Security card and permanent residence card. He didn't have funds to pay rent or replace the stolen identification, and no employer would hire him without them.

"Participating in CO-PEP changed my life for the better"

A Colorado project, Jefferson County CO-PEP, stepped in to help. CO-PEP staff contacted the landlord and worked out a payment arrangement and helped Manuel navigate the complicated immigration system to get a new passport and Social Security card.

(continued on next page)

with employment and fatherhood/parenting programs to provide those services.

CSPED is comprised of four core services:

- **Case Management** - Case managers provide entry to program services and assure program and participant accountability.
- **Enhanced Child Support Services –** The locations operating CSPED in each state temporarily suspend discretionary enforcement tools, such as revoking drivers' licenses, and expedite review and adjustment, if appropriate, of child support orders. States are also encouraged to reduce state-owed child support debt in return for successful program outcomes.
- **Employment-Oriented Services –** The grantees provide job search assistance, job readiness training, job development and placement, and job retention services. Some also provide short-term skills training, on-the-job training, and courses toward a high school diploma.
- **Fatherhood/Parenting Activities using Peer Support –** The grantees provide father-hood/parenting classes from an OCSE-approved curriculum using a peer support format.

The grantees partner with a domestic violence expert in their community who is available for training and consultation throughout the demonstration. They operate under a domestic violence plan developed during the planning year and reviewed by the domestic violence expert.

Each grantee has an incentive package that is used to encourage successful program outcomes among participants. Specific incentives vary among the sites, but typically include gift cards, bus passes, and tickets for child-oriented outings. Most sites also provide limited work supports, such as transportation assistance, uniforms, emergency set asides, and assistance with child care.

Within days, Manuel landed a job offer in a nursing home kitchen. He made his first full child support payment after struggling for nine months to make ends meet.

Manuel said, "Participating in CO-PEP changed my life for the better by helping me work with Immigration, rental assistance, transportation, and my resume. [Before] I felt down, no energy, depressed, and overwhelmed. I didn't know where to start or what to do. My CO-PEP case manager provided me information about computers and the library which has really helped. She is still helping me get better and better. CO-PEP is helping me get back on my feet and provide for the needs of my children."

Who Delivers CSPED Services?

The eight state child support programs in the CSPED demonstration selected 18 local areas within their states to implement CSPED. Each local area has a site manager who is a child support worker at the local office. The child support programs partner with local agencies to deliver CSPED services, allowing the partners to do what they do best.

How is CSPED being evaluated?

CSPED is being evaluated using random assignment, the most rigorous evaluation method available. OCSE awarded a grant to the Wisconsin Department of Children and Families (DCF) to evaluate CSPED. DCF, in turn, partnered with the University of Wisconsin, Institute for Research on Poverty and Mathematica Policy Research to conduct the evaluation.

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California - Pathways to Self-Sufficiency (PASS)

Location of Lead Agency	Employment Provider	Fatherhood/Parenting Provider	Domestic Violence Expert
Stanislaus County	Alliance Worknet	Center for Human Services	Haven Women's Center of Stanislaus County

Colorado - Colorado Parent Employment Project (CO-PEP)

Location of Lead Agency	Employment Provider	Fatherhood/Parenting Provider	Domestic Violence Expert
Arapahoe County	Workforce Center	Arapahoe County Fatherhood Coordinator and Aurora Mental Health	Gateway, and Colorado Department of Human Services Domestic Violence Program (state level)
Boulder County*	Workforce	Steven Gimple, Licensed Family Therapist	Safehouse Progressive Alliance for Nonviolence, Safe Shelter of St. Vrain Valley, and Colorado Department of Human Services Domestic Violence Program (state level)
El Paso County	Goodwill Industries	Responsible Fatherhood	TESSA, CASA, and Colorado Department of Human Services Domestic Violence Program (state level)
Jefferson County	Workforce Center and Goodwill Industries	David Rossett	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 (state level)
Prowers County	Workforce Center	Prowers County Department of Human Services	Domestic Safety Resource Center, Partnership for Progress, 11th Judicial District's Family Court Facilitator, and Colorado Department of Human Services Domestic Violence Program (state level)

* Boulder County exited the program in February 2015 due to staffing changes.

Iowa - Reliable Employment and Child Support Help (REACH)

Location of Lead Agency	Employment Provider	Fatherhood/Parenting Provider	Domestic Violence Expert
Des Moines Regional Area	Evelyn K. Davis Center for Working Families	Visiting Nurse Services of Iowa and Dad's With A Purpose	Iowa Coalition for Domestic Violence

Ohio - Right Path for Fathers Partnership

Location of Lead Agency	Employment Provider	Fatherhood/Parenting Provider	Domestic Violence Expert
Stark County	Goodwill Industries and Stark County Community Action Agency	Early Childhood Resource Center	Domestic Violence Project

South Carolina - Operation: Work

Location of Lead Agency	Employment Provider	Fatherhood/Parenting Provider	Domestic Violence Expert
Charleston County	South Carolina Center for Fathers and Families: Father to Father	South Carolina Center for Fathers and Families: Father to Father	South Carolina Coalition Against Domestic Violence and Sexual Assault
Greenville County	South Carolina Center for Fathers and Families: Upstate Fatherhood Coalition	South Carolina Center for Fathers and Families: Upstate Fatherhood Coalition	
Horry County	South Carolina Center for Fathers and Families: A Father's Place	South Carolina Center for Fathers and Families: A Father's Place	

Tennessee - Child Support Noncustodial Parent Employment Demonstration (CSPED)

Location of Lead Agency	Employment Provider	Fatherhood/Parenting Provider	Domestic Violence Expert
Davidson County	Department of Labor and Goodwill Industries	Faith in Action	Tennessee Coalition to End Domestic and Sexual Violence
Hamilton County		First Things First	
Shelby County	Department of Labor and WIN Career Strategies	Families Matter	

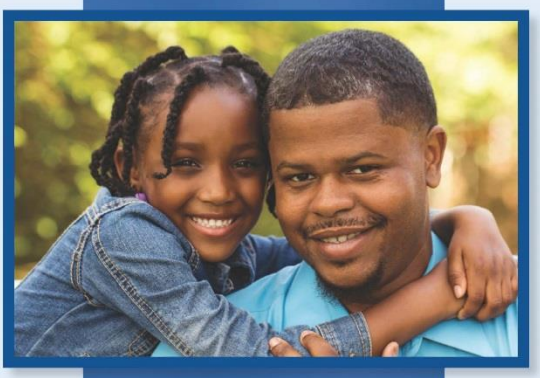
Texas - NCP Choices PEER

Location of Lead Agency	Employment Provider	Fatherhood/Parenting Provider	Domestic Violence Expert
Bell County	Texas Workforce Commission	Texas Workforce Commission	Texas Council on Family Violence
Webb County			

Wisconsin - Supporting Parents Supporting Kids (SPSK)

Location of Lead Agency	Employment Provider	Fatherhood/Parenting Provider	Domestic Violence Expert
Brown County	Forward Service Corporation	Family Services	End Domestic Abuse WI - Wisconsin Coalition Against Domestic Violence
Kenosha County	Goodwill Industries	Goodwill Industries	

Helping Noncustodial Parents Support Their Children: Early Implementation Findings from the Child Support Noncustodial Parent Employment Demonstration (CSPED) Evaluation



September 2015

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Helping Noncustodial Parents Support Their Children: Early Implementation Findings from the Child Support Noncustodial Parent Employment Demonstration (CSPED) Evaluation

Interim Report

September 2015

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EXECUTIVE SUMMARY

In the past several 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 an increasing proportion of births to unmarried parents (Cancian et al. 2011), almost a third of children did not live with both parents in 2014 (U.S. Census Bureau 2014). The child support system is designed to address the potential negative consequences for children living apart from one of their parents by ensuring that noncustodial parents contribute financially to their upbringing. However, many noncustodial parents, including a disproportionate share of those whose children are living in poverty, have limited earnings and ability to pay child support (see, for example, Garfinkel et al. 2009; Sorensen and Zibman 2001). Moreover, child support orders often constitute a high proportion of their limited income. 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 fall 2012, the Office of Child Support Enforcement (OCSE) within the Administration for Children and Families, U.S. Department of Health and Human Services (DHHS) launched the Child Support Noncustodial Parent Employment Demonstration Project (CSPED) to identify effective policy alternatives to address these needs. OCSE competitively awarded grants to child support agencies in eight states to provide enhanced child support, employment, parenting, and case management services to noncustodial parents who are 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 Institute for Research on Poverty, University of Wisconsin, along with its partner Mathematica Policy Research, are conducting the evaluation. The evaluation's primary aim is to test rigorously whether CSPED increases the reliability of child support payments. In addition, the evaluation will generate extensive information on how these programs operate, what they cost, and whether benefits exceed their costs. It includes a random assignment impact evaluation, an implementation study, and a benefit-cost analysis. This interim implementation report provides an early look at the first two years of CSPED, consisting of a planning year and one year of program operations.

The CSPED program

OCSE awarded five-year grants to all eight grantees; the grants began in fall 2012 with a one year planning period. All grantees except one began enrolling participants in the last quarter of 2013; one grantee began in June 2014. The demonstration will continue operating through September 2017. Each grantee aims to recruit 1,500 eligible noncustodial parents into CSPED. Half of the enrollees will be randomly assigned to receive CSPED services; half will be assigned to a control group and will not receive the extra services.

Child support agency leadership is a defining characteristic of CSPED. OCSE required CSPED grantees to be child support agencies, serving as fiscal agents for the grants and managing day-to-day operations. Each site was required to offer four core services: enhanced child support services, employment assistance, parenting education delivered in a peer support

format, and case management. The child support agency was expected to partner with community service providers for employment and parenting services; case management could be provided by child support or a partner agency. Grantees were also required to work with domestic violence consultants to develop a domestic violence plan. While OCSE provided grantees with guidance on design features and core services, it allowed the grantees to align their efforts with preexisting policies, procedures, and the local social service context.

Recruitment and engagement

On average, grantees achieved 87 percent of planned first year enrollment, ranging from 45 to 120 percent across grantees. Recruiting sufficient numbers of participants was a significant challenge for grantees. Most refined their outreach approaches during the first year of operations, moving from more passive to more proactive strategies. Direct outreach by child support workers yielded the most referrals, but some child support workers were not comfortable in their new role as CSPED recruiter. Staff identified tailored messages, “warm handoffs,” and same-day enrollment as promising recruitment strategies.

After enrollment, the next hurdle was engaging CSPED participants in services and sustaining engagement over time. Typical barriers to participation included lack of transportation, lack of motivation to participate, child care responsibilities, and periods of incarceration. Staff reported that rapid engagement in services, developing trusting relationships, and intensive follow-up were promising strategies for keeping participants engaged in services over time. Grantees also provided a range of incentives and work supports to encourage program participation and employment. Enrolled participants faced multiple barriers to obtaining employment and paying child support, including criminal records, poor work histories, lack of transportation, and poor communication and organizational skills.

Service delivery

Grantees provided services through individual contacts and group-based activities. Nearly all CSPED participants received at least one individual service contact during their first four months of enrollment; 53 percent attended at least one group session. On average, participants received 14 hours of CSPED services during their first four months of enrollment, including five hours of individual contacts and nine hours of group session. Of the hours received by participants, employment services accounted for half and parenting services accounted for almost a third, on average. Participants who attended at least one group session received 17 hours of group sessions and six hours of individual contacts, for a total of 23 hours, on average, during the first four months of enrollment.

Case management services included intake assessments, individualized plans, connecting participants to services, and monitoring participants’ progress. Enhanced child support services included order reviews, modifications, suspending enforcement activities, reinstating driver’s licenses, and compromising state-owed arrears. Employment services providers varied in their focus on job search assistance, job development, job readiness training, and job training. Parenting sessions focused on parenting responsibilities and skills, co-parenting, and the importance of parental involvement.

Staff identified several gaps in services: help with parenting time, substance use and mental health treatment, subsidized employment, and help reinstating or obtaining driver's licenses.

Early implementation challenges

Grantees and their partners experienced a steep learning curve during the first year of CSPED operations. The demonstration required child support agencies to shift to new strategies for increasing payments from low-income noncustodial parents that required new ways of working and new partnerships. CSPED grantees grappled with several challenges including:

- Reorienting child support staff and systems toward helping low-income noncustodial parents obtain employment
- Recruiting noncustodial parents to enroll in CSPED
- Keeping participants engaged in services
- Addressing participants' multiple barriers to employment such as criminal records, lack of work history, and low levels of education
- Establishing partnerships and meshing different organizational cultures
- Helping participants with parenting time issues

Early lessons learned

This report covers an early period of CSPED operations and reflects grantees' initial efforts to implement the demonstration and overcome implementation challenges. Staff are likely to learn much more about implementation as the demonstration proceeds. Nevertheless, these early lessons represent observations of staff shared during site visits and synthesis of implementation data collected to date.

Deploy child support workers who support CSPED's goals to identify and recruit participants. Although grantees tested a range of strategies for recruiting noncustodial parents to participate in CSPED, child support workers proved to be the best source of eligible applicants. However, not all child support workers welcomed this new task because some did not feel comfortable in the role of recruiter. Promising strategies for addressing these concerns included providing child support workers with training on how to recruit participants, information about how CSPED benefits the child support program, and success stories about noncustodial parents who have obtained employment and are paying child support.

Develop services that take into account the challenges faced by the target population. During the first year of implementation, grantees learned much more about the challenges faced by CSPED participants. In particular, most participants face substantial barriers to employment and difficulties accessing their children. Staff found that many participants needed job readiness instruction, individualized help to prepare résumés and learn how to complete job applications, and placement in jobs identified for them by job developers. Some employment partners also sought new resources such as programs that offered help with criminal record expungement, employment services for individuals with criminal records, and help reinstating or obtaining driver's licenses. Staff also sought to develop trusting rapport to keep participants motivated;

support from peers in their job readiness and parenting group also motivated participants to stay engaged. Grantees reported that they did not have sufficient resources or authority to address parenting time issues and cited this as a gap in services.

Design services to promote sustained participant engagement. Grantees identified several promising strategies for promoting participation in services. First, grantees aimed to engage participants quickly, within a few days of enrollment, either by meeting with them one-on-one, providing an orientation session, or getting them involved quickly in job readiness and parenting classes. Some designed their service offerings for ease of access, such as by co-locating services, front-loading group activities in the initial weeks after enrollment, and scheduling activities in consistent time blocks. In addition, staff scheduled quick turnaround appointments no more than a few days in advance and coupled the appointments with reminder calls. Grantees also put systems in place to follow up with participants as soon as possible when they did not attend a scheduled appointment or group session. Finally, grantees provided gas cards and bus passes to participants that did not have transportation.

Invest in strong partnerships and communication systems. Especially due to the complexity of CSPED, clear systems for referring participants to services, tracking participation, and coordinating follow-up contacts was essential to keep participants from falling through the cracks. In addition, partners needed strong working relationships to resolve problems that inevitably arose related to recruitment, engagement, and service delivery. Promising strategies for establishing these relationships included co-location, which fostered familiarity and regular communication; regular meetings to discuss progress; clear delineation of roles and responsibilities for follow-up and documentation of services; and strong communication protocols across agencies.

Next steps

Grantees will continue to implement CSPED for three years beyond the time period covered by this interim report. A final implementation report will examine the full implementation period and provide a more comprehensive assessment of the types and dosage of services participants received. The report will focus on the infrastructure and supports that facilitated implementation, program features that appear to promote higher levels of participant engagement, promising strategies for helping participants obtain employment and make regular child support payments, and strategies for overcoming common implementation hurdles. A final report will examine CSPED's impacts on participants' outcomes and include a benefit-cost analysis.

I. INTRODUCTION

In the past several 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 an increasing proportion of births to unmarried parents (Cancian et al. 2011), almost a third of children did not live with both parents in 2014 (U.S. Census Bureau 2014). The child support system is designed to address the potential negative consequences for 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 includes an entitlement to cash assistance for low-income single parents, have only increased the importance of reliable child support. For example, among poor families who receive it, child support constitutes about 40 percent of household income (Sorensen 2010). However, many noncustodial parents, including a disproportionate share of those whose children are living in poverty, have limited earnings and ability to pay child support (see, for example, Garfinkel et al. 2009; Sorensen and Zibman 2001). Moreover, child support orders often constitute a high proportion of their limited income. 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 fall 2012, the Office of Child Support Enforcement (OCSE) within the Administration for Children and Families, U.S. Department of Health and Human Services (DHHS) launched the Child Support Noncustodial Parent Employment Demonstration Project (CSPED) to identify effective policy alternatives to address these needs. OCSE competitively awarded grants to child support agencies in eight states to provide enhanced child support, employment, and parenting services to noncustodial parents who are 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 Department of Children and Families chose the Institute for Research on Poverty, University of Wisconsin, along with its partner Mathematica Policy Research, to conduct the evaluation.

The CSPED evaluation aims to advance the field's knowledge of effective strategies for supporting noncustodial parents as providers for their children. It includes an impact study, a benefit-cost study, and an implementation study. This interim implementation report is the first of two implementation reports to be completed. It provides a look at the first two years of CSPED, consisting of a planning year and one year of program operations. The report provides information about types and dosage of services participants received in the early months of service delivery—during participants' first four months of enrollment. A final implementation report will provide more-comprehensive information about participants' service receipt over a longer period of time. In the rest of this chapter, we provide background information about the CSPED program and evaluation. We also describe the implementation study, including research questions, data sources, and analytic methods used.

A. The CSPED program

The demonstration's goal, as stated in the request for applications, was to identify effective strategies for improving reliable payment of child support by unemployed or underemployed noncustodial parents, with the intent of improving children's well-being and reducing public

assistance costs. The grant application required demonstrations to be led by child support agencies and 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.

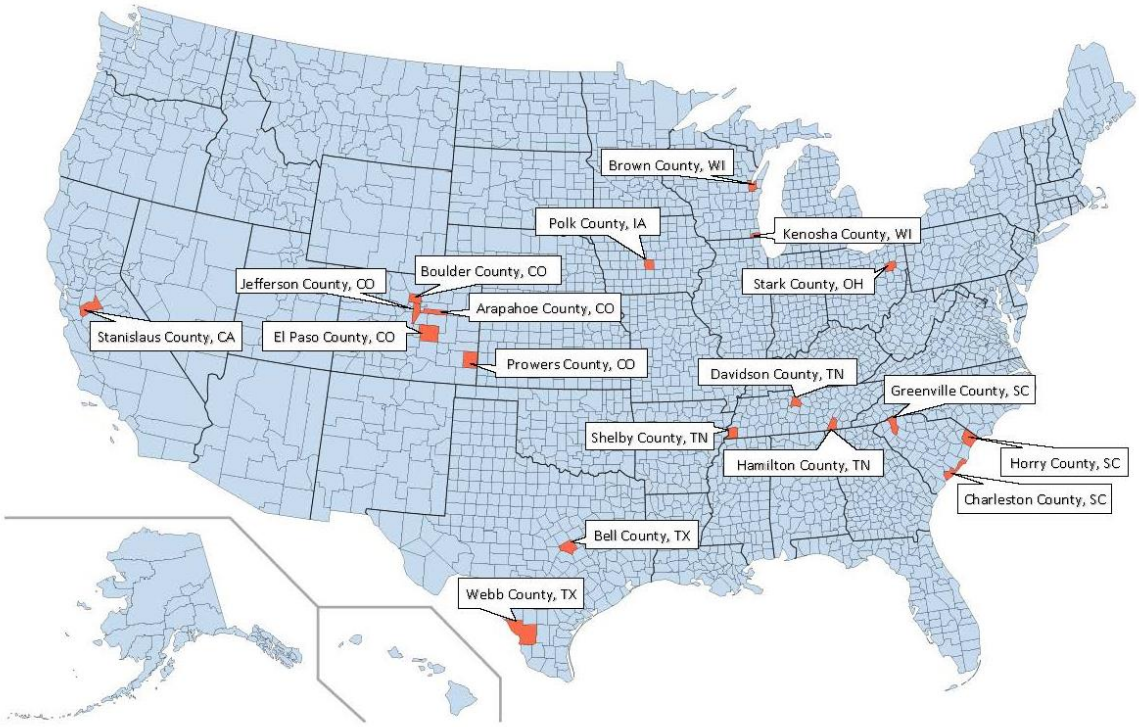
In September 2012, OCSE competitively awarded grants to the agencies responsible for child support in eight states (Figure I.1).

In each state, CSPED operates in a selected number of implementation sites, usually one or more counties or regions of the state (Appendix A). Grantees designated a total of 18 implementation sites, ranging from one county each in Ohio and California to five counties in Colorado (Figure I.2).[1] 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.

Figure I.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

Figure I.2. CSPED implementation sites



[1] Throughout this report, the term *grantees* refers to the eight grantees, and *implementation sites* refers to the 18 local areas where CSPED services were delivered.

All grantees except South Carolina began enrolling participants and providing services in the last quarter of 2013; South Carolina began in June 2014. The demonstration will continue operating through September 2017. Each grantee aims to recruit 1,500 eligible noncustodial parents into the CSPED evaluation research sample. Grantees will provide services to 750 noncustodial parents randomly assigned to CSPED; the other 750 will be assigned to a control group that will not receive the extra services.

B. The CSPED evaluation

The CSPED evaluation has three main components: (1) an implementation study, (2) an impact study, and (3) a benefit-cost study. The evaluation is using a rigorous, randomized controlled trial design to examine the effectiveness of CSPED in improving noncustodial parents' outcomes in three areas: (1) child support, (2) labor market participation, and (3) parent-child contact. The evaluation's primary aim is to test rigorously whether CSPED increased the reliability of child support payments. In addition, the evaluation will generate extensive information on how the demonstration programs operated, what they cost, and whether the benefits of the programs exceed their costs. Data sources include baseline and 12-month follow-up surveys of sample members, administrative records, data on service use collected using a web-based Grantee Management Information System (GMIS), semi-structured staff interviews, participant focus groups, and web-based staff surveys. The information gathered will be critical to informing decisions related to 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.

C. The CSPED implementation study

The CSPED implementation study has three main objectives:

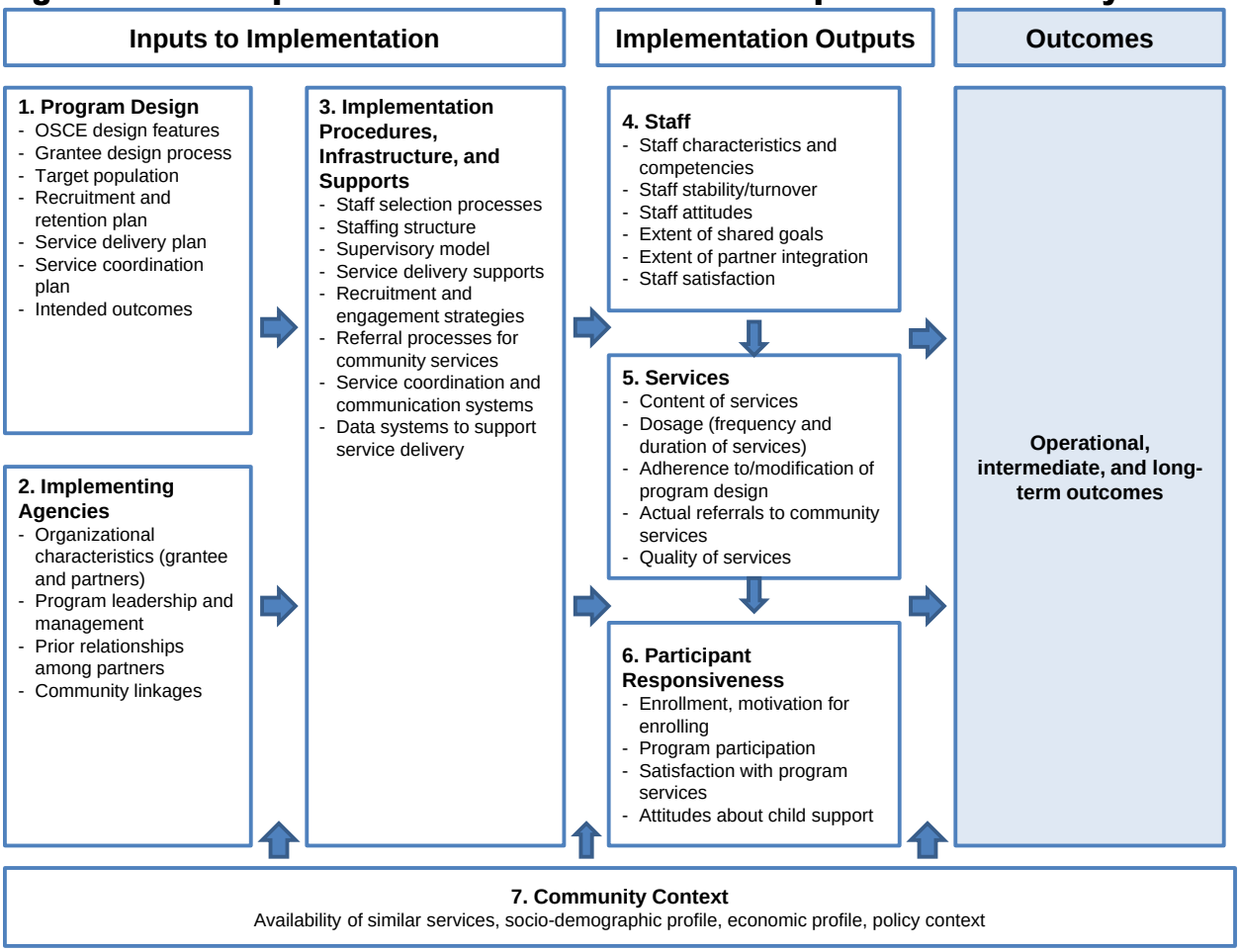
1. To document program design and implementation to aid in interpreting impact findings and support future replication
2. To identify inputs that may support high-quality implementation and higher levels of program participation
3. To identify lessons learned about promising implementation strategies and common implementation hurdles

To guide the implementation study design process, the evaluation team developed a conceptual framework to illustrate how the eight grantees will design and implement the demonstration and aim to produce positive outcomes (Figure I.3). The framework describes and draws connections between inputs to implementation, implementation outputs, and outcomes, and it identifies constructs that the implementation study will measure.

Inputs to implementation include the program design, the agencies implementing the demonstration, and the implementation systems developed to facilitate service delivery. Program design encompasses OCSE's design specifications for the demonstration; the design processes carried out by grantees during the planning year; the target population and intended outcomes identified by grantees; and grantees' plans for recruitment and retention, service delivery, and coordination across service providers. The characteristics of grantees and partner agencies

providing demonstration services are also critical to understanding implementation. For example, experience providing similar services, program leadership, and prior relationships among partners can influence how well child support and partner staff work together toward common goals. To implement the demonstration successfully, grantees also need to develop procedures, infrastructure, and staff supports that research has shown to be associated with quality implementation (Fixsen et al. 2005; Meyers, Katz, et al. 2012; Meyers, Durlak, and Wandersman 2012). These include systems for selecting, training, supervising, and supporting staff; referral processes; service coordination and communication systems; and data systems to support service delivery.

Figure I.3. Conceptual framework for the CSPED implementation study



The implementation study will also measure implementation outputs: actual demonstration staffing, services provided, and participants' responsiveness to the services. Staff outputs include the characteristics of staff assigned to work on the demonstration, levels of staff turnover, staff attitudes and extent of shared goals about the demonstration, the extent to which staff across agencies work in an integrated fashion, and staff satisfaction with the demonstration. Service delivery outputs include the actual content, dosage, and quality of services delivered, as well as the degree of adherence to each demonstration's program design. Participant responsiveness includes measures of service take-up such as enrollment and participation levels, participant satisfaction with services, and attitudes about child support.

Program implementation occurs within a specific community context that could affect implementation and the kinds of services available to participants in the control group. The implementation study will examine the availability of similar services in the community as well as the socio-demographic, economic, and policy context in which each demonstration operates. In addition, the implementation of CSPED is occurring in the context of a random assignment evaluation that imposes requirements about informed consent, baseline data collection, and maintaining a contrast between the services provided to those enrolled in the program and those who are not. These requirements, and the challenges they present, would not exist in a program implemented independently of a rigorous evaluation.

1. Implementation study research questions

The implementation study aims to address eight research questions aligned with the conceptual framework:

1. What were the key design features of CSPED, and how did the grantees design the demonstration?
2. What were the characteristics of CSPED grantees and their partners?
3. What procedures, infrastructure, and supports were in place to facilitate implementation?
4. What were the characteristics of CSPED staff?
5. What services were provided, and what was the quality of the services?
6. How did participants respond to CSPED? What program features appear to be linked to participant responsiveness?
7. What were the key features of the community context in which CSPED operated?
8. What promising implementation strategies did CSPED grantees develop? What implementation hurdles did grantees face?

2. Data sources

The evaluation team is using multiple sources and methods to collect a mix of qualitative and quantitative information about CSPED implementation: semi-structured staff interviews, participant focus groups, web-based staff surveys, data on program participation, a baseline survey of program applicants, and program documentation. For this early look at implementation, the report draws primarily on semi-structured interviews, focus groups, and staff surveys. The final implementation report will draw more heavily on participation data collected over a longer period of time.

Semi-structured staff interviews. The evaluation conducted site visits to seven grantees between late May and early August 2014; we visited the eighth grantee, South Carolina, in November 2014. During the visits, we interviewed staff from grantee and partner agencies to learn about their roles in CSPED, plans and goals for the demonstration, design activities during the planning year, staffing structure, recruitment and engagement strategies, services offered, enrollment and service delivery, community characteristics, and lessons learned. We interviewed staff working in all counties covered by the demonstration, for a total of 177 staff interviews ranging from 14 to 35 across grantees.

Participant focus groups. The evaluation team conducted a focus group with participants during six of the eight site visits.[2] A total of 34 noncustodial parents participated in a focus group, ranging from 1 to 9 across the six grantees. The evaluation team recruited focus group participants from a pool of participants that, according to the evaluation's GMIS, had been enrolled for at least 45 days and were participating in services. During the focus groups, we aimed to learn about participants' enrollment experiences and motivations for enrolling, experiences and satisfaction with services, and attitudes about child support.

Web-based staff surveys. The evaluation team fielded a web-based staff survey in May 2014 in seven states (and in November 2014 in South Carolina) to all grantee and partner staff who provided services to participants. Through the survey, we aimed to learn about 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, 139 of 159 staff responded to the survey, for a response rate of 87 percent.

GMIS. The evaluation team developed a web-based system, GMIS, to perform random assignment and track program participation. CSPED staff entered information about all services provided to 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. From these data, we aimed to learn about the types, dosage, and duration of services actually provided through CSPED.

Baseline survey of program applicants. A baseline survey was administered to all program applicants prior to random assignment using computer-assisted telephone interviewing. For this interim implementation study, we used baseline survey data on participant characteristics to describe noncustodial parents enrolled in the program during the period covered by this report. We will draw on additional information from the baseline survey, as well as a follow-up survey, for the final implementation report.

Program documentation. To understand OCSE's vision and design specifications for CSPED, the evaluation team reviewed the CSPED grant announcement, design specification memos from OCSE, and notes from planning calls with grantees during the planning year.

3. Analytic methods

We used multiple methods to analyze data from staff interviews, participant focus groups, staff surveys, and GMIS data. Qualitative analysis of the staff interviews and participant focus groups was an iterative process using thematic analysis and triangulation of data sources (Patton 2002; Ritchie and Spencer 2002). First, we developed a coding scheme for the study, organized according to key research questions. Within each question, we defined codes for key themes and subtopics we expected to cover in the interviews. To facilitate consistent note writing and ensure that the site visitors' information would be comparable, we developed write-up templates

[2] We did not conduct focus groups in Iowa and Ohio because we had not yet received clearance to do so from the University of Wisconsin's Institutional Review Board by the time of the site visit.

tailored to each interview type. Because we conducted a large number of interviews and focus groups, we used a qualitative analysis software package to simplify organizing and synthesizing the qualitative data. Using the software, we coded the notes and retrieved data from all respondents linked to our research questions. We retrieved data on particular questions across all staff and for different staff categories (such as grantee and partner agency staff).

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

D. Road map to the report

The rest of this report presents early implementation findings from CSPED's planning year and first year of implementation. Chapter II describes CSPED's design, including core design features and grantee activities during the demonstration's planning year. Chapter III discusses procedures and infrastructure for hiring and supporting CSPED staff and staff characteristics. In Chapter IV, we discuss participant recruitment and engagement strategies, as well as the characteristics of participants enrolled during the first year. Chapter V describes service delivery, including the type, mode, and dosage of services delivered. We also discuss service gaps reported by staff. Chapter VI provides participants' perspectives and experiences with CSPED and the child support program. Chapter VII describes early implementation challenges and lessons learned. Appendix A presents brief profiles of each grantee and implementation site, and Appendix B summarizes relevant child support policies for each grantee.

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II. DESIGN FEATURES, DESIGN PROCESS, AND COMMUNITY CONTEXT

Key findings: Program design

- 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 were required to partner with domestic violence experts in the community; grantees also partnered with consultants to develop plans for handling domestic violence.
- Grantees partnered with other service providers to deliver employment and parenting services.
- Most grantees and partner agencies had prior experience with similar initiatives and target populations.
- Each grantee aimed to enroll 1,500 noncustodial parents into the CSPED evaluation, half to receive CSPED services and half to a business-as-usual control condition.
- During the planning year, grantees recruited partners, developed service delivery plans, and refined eligibility criteria.
- CSPED services and participation supports were distinct from the usual services available to control group members.

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). 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.

This chapter describes the key design features of CSPED and grantee activities during the planning year to adapt them to local context and prepare for implementation. The information in this chapter is based on the CSPED grant announcement, OCSE design specification memos, and notes from planning calls with grantees during the planning year. We also include information provided by CSPED staff during site visit interviews.

A. Key design features

OCSE provided grantees with guidance on design features and core services, while providing flexibility to align the demonstration with preexisting policies, procedures, and the local social service context.

- **Child support agencies were required to lead the demonstrations.**

The CSPED grant announcement required grantees to be child support agencies. This decision was based on earlier research findings from Parents' Fair Share[3] showing that sites led

[3] Parents' Fair Share was a national demonstration project authorized by the Family Support Act of 1988. In recognition that the increased emphasis on child support enforcement embodied in the Family Support Act would be

by child support were more successful in obtaining positive impacts (Doolittle, Knox, Miller, and Rowser 1998). The child support agency was expected to be the fiscal agent for the grant and manage the demonstration's day-to-day operations. The rationale, as articulated in guidance provided to the grantees, was that child support leadership would produce stronger outcomes for three reasons: (1) child support had access to the target population through the child support enforcement system; (2) child support 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 had access to the data needed to assess the demonstration's effectiveness. Across the eight grantees, four operated in a state-supervised, county-administered child support program; four were state administered. Child support programs associated with two grantees were operated by private contractors in four implementation sites.

Leadership by child support agencies is a defining characteristic of CSPED and a key design feature that differentiates it from past efforts to provide employment services to low-income noncustodial parents. For example, under Parents' Fair Share, the lead agency role was not specified in the project design, but child support was the local lead agency in two of the six demonstration sites, representing two of the three demonstration sites with significant impacts (Doolittle, Knox, Miller, and Rowser 1998). Indeed, CSPED leaders and managers uniformly described child support's required leadership role in the demonstration as crucial. Some said that child support was not well-positioned to recruit noncustodial parents due to lack of trust. Nevertheless, most felt strongly that child support needed to lead recruitment and be the "face" of CSPED to begin to change negative perceptions of the child support system. Once participants were recruited, child support agencies were able to connect them to services designed to help them meet their child support obligations. In addition, as an agency that works with both noncustodial parents and custodial parents, child support leaders felt their lead role helped to ensure continuity and support for both parents. Child support leaders also appreciated the opportunity to develop relationships with community service providers and improve community perceptions of the agency.

CSPED leadership was an opportunity to improve child support's reputation

We have not historically been looked at as an agency that can provide family-focused services. Now other agencies can see us in a different light and know that they have another partner at the table.

— CSPED project lead

During site visits, grantee leaders and managers described a range of experiences with child support demonstrations and innovations similar to CSPED. Nearly all reported experience with innovative programs targeting similar populations, such as case management services for unemployed noncustodial parents, prisoner reentry programs, parenting and fatherhood services, and contempt alternative programs. Whatever their experience, all grantee leaders described CSPED as consistent with their mission. Some said that they were already trying to develop alternative strategies for helping low-income noncustodial parents meet their child support obligations.

challenging for parents who had difficulty making their child support payments, the Act allowed some states to test a program designed to help them find jobs and become more actively involved in the lives of their children.

- **Grantees were required to offer core services and partner with employment and parenting providers.**

The grant announcement and subsequent design guidance outlined four required core services: enhanced child support services, employment assistance, parenting education delivered in a peer support format, and case management (Figure II.1). To deliver these services, the child support agency was expected to partner with community service providers for employment and parenting services; case management could be provided by child support or a partner agency. Grantees could also provide participation incentives. In addition, grantees were required to partner with domestic violence consultants to develop domestic violence plans for CSPED. These domestic violence plans included staff training, a tool and process for screening CSPED participants, referrals resources for participants involved in domestic violence, and family violence safeguards.

Figure II.1. CSPED program model: Key elements

- **CSPED grantees were required to participate in the CSPED evaluation and were expected to enroll 1,500 eligible noncustodial parents.**

CSPED grantees were required to participate in the national evaluation by implementing random assignment procedures, recording services provided in GMIS, and helping the evaluation team plan site visits and collect administrative data. In addition, each grantee was expected to enroll 1,500 eligible noncustodial parents into CSPED over a three-year period (years two through four of the demonstration). Half would be enrolled in CSPED and receive extra services, and half would be assigned to a control group and receive standard child support services. To aid in achieving enrollment goals, OCSE set a target of 45 enrollments per month for all grantees except one. Because South Carolina launched later than the other sites, OCSE set its target at 55 enrollments per month. OCSE also set broad eligibility guidelines for CSPED participants; grantees could further refine the criteria at their discretion (Figure II.2).

B. Design activities during the planning year

The first year of the five-year grant period was a planning year during which grantees formed required partnerships, developed service delivery plans, and refined eligibility criteria.

Figure II.2
Eligibility criteria for enrollment in CSPED

To be eligible for CSPED enrollment, noncustodial parents must:

- Be enrolled in the IV-D program
- Have a least one open, non-interstate child support case
- Be behind in regular child support payments or expected to have trouble making payments due to unemployment or underemployment
- Have a valid address close enough to the employment services provider to attend services
- Be medically able to work
- Have a Social Security number that appears valid

Source: OCSE guidance memorandum.

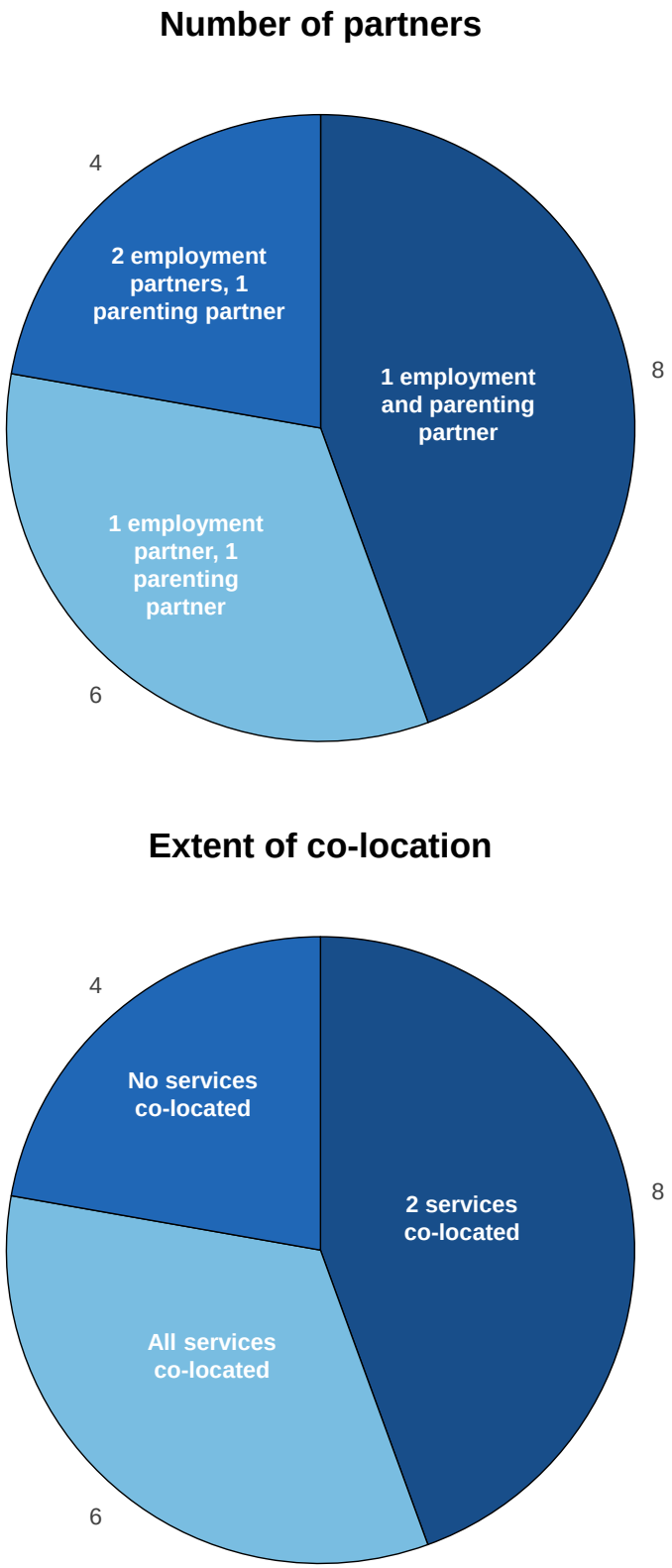
- **Grantees identified implementation sites in their grant applications.**

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, and one 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. As noted in Chapter I, grantees selected a total of 18 implementation sites.

- **Grantees formed partnerships with employment and parenting service providers.**

During the planning year, grantees worked on establishing relationships with employment and parenting services providers. When possible, 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, many sites 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. Some grantees partnered with multiple service providers to deliver employment and parenting services, while others identified a single agency to provide both (Figure II.3). Co-locating service providers within a site reduced the number of places participants had to visit to receive services. Of the 18 implementation sites, six sites offered all CSPED services in a single location, and eight offered partially co-located services. In these sites, participants could access employment and either parenting or child support services in one location, but they had to travel to a different location for the other services.

Figure II.3. Partnership arrangements, by CSPED implementation site



Source: Site visit interviews in 2014.

Depending on the availability of potential partners with the required expertise in each implementation site, 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 either agency depending on the participant's job readiness and training needs. During site visit interviews, most employment providers reported experience providing employment services to populations with multiple barriers to employment, such as Temporary Assistance for Needy Families recipients or people with disabilities. Parenting services were provided by a mix of community-based nonprofits, responsible fatherhood programs, home visiting programs, social service agencies, and mental health providers. During site visits, parenting service providers reported experience with similar populations through responsible fatherhood programs, parenting classes, child support programs, and prisoner reentry programs.

Several grantees experienced challenges finalizing contracts with partners. For example, state contracting requirements resulted in delays in the bidding process for one grantee; a previously approved partner of another grantee ultimately decided not to participate. These problems led to a shortened planning period in which the grantee and partner could prepare for service delivery.

- **Grantees refined their service delivery plans and eligibility criteria.**

During the planning year, all 18 implementation sites worked with their partners to further define their package of CSPED services consistent with OCSE requirements. Some implementation sites elected to offer additional services through CSPED, such as financial literacy classes. In addition, the implementation sites worked with the evaluation team to develop enrollment and service delivery procedures that were well aligned with plans for 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.

Grantees also worked with the evaluation team and OCSE to refine their eligibility criteria. Grantees aimed to reach noncustodial parents that did not pay child support—even when subjected to typical enforcement policies, such as driver's license revocation or income withholding—due to lack of employment. OCSE encouraged grantees to use broad eligibility criteria to ensure a sufficiently large pool of eligible noncustodial parents from which to recruit, but gave grantees discretion to determine specific guidelines. Four grantees refined criteria for levels of nonpayment. In Iowa and Wisconsin, noncustodial parents had to be paying less than 50 percent of current support. In South Carolina, eligible noncustodial parents had not paid current

Grantees targeted the hardest to serve for enrollment in CSPED

[The CSPED target population is] . . . our hardest to work child support cases. They are noncustodial parents with extended periods of unemployment, extended periods of nonpayment. These are parents we have tried the traditional enforcement tools with, to little or no effect. They are some of the hardest to work, hardest to serve cases.

— CSPED project manager

support for 90 days, other than lump sum payments prior to court dates. In Texas, noncustodial parents had to be facing contempt proceedings for nonpayment. These definitions helped child support staff identify the pool of eligible noncustodial parents based on objective criteria and target those they expected to be most in need of the services.

C. Policy and community context

Grantees implemented CSPED in sites with a range of child support policies and community characteristics.[4] For example, 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 forgive some state-owed arrears, reducing the ability of those services to serve as participation incentives under CSPED (Appendix Table B.1).

- **Some employment and parenting services were available to noncustodial parents in the implementation sites prior to CSPED, but accessibility varied and take-up was low.**

CSPED is being tested as part of a random assignment study in which the outcomes of CSPED participants who receive extra services will be compared to those of control group members who receive business-as-usual child support services. Under the business-as-usual condition, control group members were subject to standard child support enforcement actions. On their own initiative, they could also access services available in the community for which they were eligible. For example, a noncustodial parent could request that child support review and modify the child support order and could access a workforce center to conduct job searches and attend workshops available to the public. At some implementation sites, open-access fatherhood groups were available for noncustodial parents in the child support system. Grantee and partner staff, however, reported that take-up of these services was typically low. In contrast, noncustodial parents enrolled in CSPED received case management to help them access and navigate employment and related services; transportation assistance if needed; and, in some sites, incentives to encourage participation. Grantee staff expected that these supports, along with co-location and other strategies to coordinate services, would increase take-up of services among noncustodial parents enrolled in CSPED.

By the end of the planning year, grantees had key partnerships in place for each implementation site. With support from OCSE and the evaluation team, grantees had refined eligibility criteria and plans for delivering services. Planned CSPED services were distinct from the business-as-usual condition because supports were in place to help participants access and navigate services.

[4] Grantee profiles in Appendix A provide more information about each implementation site's demographic characteristics.

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III. HIRING, SUPERVISING, AND SUPPORTING STAFF

Key findings: CSPED staff

- Grantees assigned leaders at multiple levels to oversee CSPED implementation.
- Although responsibility for promoting CSPED was shared, implementation sites centralized enrollment into the program among a small number of staff in response to the evaluation's requirements.
- Most child support and partner agencies assigned a small number of dedicated staff to work exclusively with CSPED participants.
- CSPED leaders sought staff who were knowledgeable about the child support system and target population, supported CSPED's goals, and wanted to help noncustodial parents.
- Staff turnover and administrative delays in hiring disrupted implementation in some sites.
- Nearly all staff reported receiving training for CSPED.
- Eighty percent of child support staff reported receiving domestic violence training, but only 55 percent of partner staff reported receiving it.
- Although staff felt well prepared for their roles, some wanted additional training, especially in the area of employment services.
- CSPED staff coordinated their work across agencies through regular meetings, frequent informal communication, and GMIS tracking.

Systems for hiring, supervising, and supporting staff are essential for ensuring that an intervention is implemented as intended (Fixsen et al. 2005). Staff with the right mix of skills and attitudes must be hired to deliver services. In particular, certain traits that are difficult to teach in training—such as a strong commitment to CSPED's goals—must be part of staff selection criteria. Implementing a new intervention also requires staff at all levels to change usual ways of working. To make the transition from status quo procedures to the new innovation, staff need support from leaders and supervisors and training to prepare them for their new roles.

This chapter describes CSPED staffing structures, staff selection criteria, supervision and training supports, and systems for coordinating the work. The data sources for this chapter are site visit interviews and staff surveys.

A. Staffing structure

Implementing CSPED required child support agencies to change longstanding procedures and approaches to obtaining child support payments. It also placed new demands on child support staff to recruit participants, perform random assignment, track participation in GMIS, and coordinate with partners to deliver services. Partner staff had to learn about the child support system and coordinate with child support staff. To meet these new demands, most demonstrations established multiple levels of oversight and centralized service provision among a small group of specialized staff.

- **Grantees assigned leaders at multiple levels to oversee CSPED implementation.**

Each grantee designated an overall project lead, who was usually 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 day-to-day project manager; in

others, a second individual was assigned these responsibilities. The project manager position, which was required by the project design, was responsible for overseeing operations and managing partners, such as making regular visits to partner sites and observing the delivery of group sessions. Grantees with multiple implementation sites also assigned site managers who reported to project managers or project leads and oversaw activities and partners at the site.

- **Grantees centralized enrollment responsibility.**

As described in Chapter IV, grantees tried a range of broad outreach strategies to identify potential CSPED participants and encourage them to enroll in the program. Once potential participants were identified, implementation sites typically assigned one or two staff to discuss the demonstration with them, obtain their consent to participate, and enroll them into the program. In part, this formal intake process was centralized to ensure compliance with requirements related to the protection of human research subjects.[5] Grantees also centralized the formal intake process to ensure that staff who were most knowledgeable about CSPED worked directly with noncustodial parents to recruit them into the program. These individuals focused on meeting monthly enrollment targets that were set based on impact study sample size requirements.

Because this approach relied on a few individuals to conduct the formal intake process, it created some challenges. During site visits, CSPED managers stressed the importance of ensuring that the intake staff were committed to CSPED's goals, with one manager attributing the challenges associated with securing the agreement of a noncustodial parent to participate in the program to, at least in part, the uneven engagement and commitment among staff with formal intake responsibilities. Another grantee noted that when intake is centralized, staff turnover is very costly and can result in difficulty meeting enrollment targets. The challenges would likely not be as significant in a situation where the number of intake staff did not need to be constrained to meet study requirements.

- **Most child support agencies and partners assigned dedicated workers to CSPED.**

Nearly all grantees assigned one or two child support workers in each site to work exclusively with CSPED participants to provide services such as order review and modification, suspension of enforcement actions, arrears forgiveness, and driver's license reinstatement. Sometimes these staff were also assigned to perform random assignment, intake, and case management. One grantee worked with contractors that implemented the child support program in its implementation sites. Rather than assign a dedicated CSPED worker, these contractors assigned workers as needed to perform order reviews and modifications and provide other enhanced child support services to CSPED participants.

[5] Any research supported or conducted by the U.S. Department of Health and Human Services must comply with federal regulations designed to protect the rights and welfare of individuals participating as subjects. Under the study protocol approved by the University of Wisconsin—Madison Education and Social/Behavioral Science Institutional Review Board (IRB), CSPED staff who enroll individuals into the study are subject to these rules. Therefore, they had to complete training on human subjects protection, sign an Individual Investigator Agreement, and receive approval by the University of Wisconsin's IRB prior to beginning their duties. This process limited the number of staff in each implementation site that could conduct random assignment and enrollment.

Most employment providers assigned one or two dedicated staff members to provide services to CSPED participants. Typically, those staff worked full time on CSPED. For example, one employment partner assigned a single staff member to provide the bulk of employment-related services to CSPED participants, referring them to supplemental workshops led by other staff members when appropriate. Other employment partners incorporated CSPED participants into existing systems in which multiple staff conducted intake and case management, job readiness training, job placement, and financial literacy training. One partner involved a team of staff consisting of a primary case manager, a job coach, a job placement specialist, and an outreach coordinator who helped remove barriers to attendance. Another grantee partnered with a primary employment provider at each site to provide services to most participants, and partnered with a more specialized secondary provider to work with participants that were either job-ready or had significant barriers to employment.

Parenting services were more limited in scope; they consisted primarily of a workshop series. Dedicated parenting instructors facilitated these workshops using a set curriculum selected by each grantee. A few grantees integrated the roles of parenting facilitator with staff who also provided employment services.

B. Staff selection

To select staff for CSPED, 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.

- **Desired staff understood the child support system and target population.**

CSPED leaders felt that knowledge of the child support system and familiarity with the target population were essential for site managers and case managers. As a result, most reassigned existing staff to these positions or hired former staff. For example, one grantee hired site managers who had worked for child support on a similar demonstration. In another state, child support hired a long-time fatherhood facilitator to work on recruiting and engaging CSPED participants. Many states reassigned child support supervisors or other experienced workers to serve as CSPED case managers. Partner agency leaders also looked for staff who had experience working with similar populations, and some said they looked for staff who could work well with child support and had some knowledge of the child support system. On staff surveys, CSPED staff reported substantial relevant work experience, with an average six years of employment at their current organization (Table III.1).[6]

CSPED leaders identified experienced staff for CSPED positions

We wouldn't hire someone to fill a [CSPED] position off the street who doesn't know child support. We want the most experienced.

— CSPED project lead

[6] We aimed to survey all 159 staff that provided direct services to program participants. A total of 139 out of 159 staff responded to the survey. We removed 19 cases from the analytic sample because staff reported no direct service activities. We removed two cases because the staff did not identify the type of agency they worked for and thus we could not attribute their responses to a child support or partner agency. Therefore, staff survey analyses in this chapter are based on 118 surveys.

Table III.1. Staff characteristics

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

Source: 2014 staff surveys.

Note: Sample sizes vary due to item nonresponse.

Partners providing employment services looked for staff with expertise in working with similar populations to develop resumes, teach job readiness skills, and conduct jobs searches. Many sought staff experienced in working directly with employers to develop jobs, especially those who had connections with employers in the community. Parenting partners typically sought staff with counseling or social work backgrounds and demonstrated group facilitation skills. Staff already certified to deliver the parenting curricula selected by the grantee were also prioritized. On staff surveys, more than 60 percent of staff reported having a bachelor's or higher degree (Table III.1). Overall, partner staff had higher levels of education than child support staff.[7]

- **CSPED leaders sought staff that supported the demonstration's goals and a desire to help noncustodial parents.**

Within child support, identifying staff who supported CSPED's goals was essential for assembling a team that could effectively recruit and work with the target population. For example, leaders and managers identified staff they thought would be supportive and reassigned

[7] This difference is significant at the 0.10 level.

them or encouraged them to apply for CSPED positions. Others asked for volunteers among existing staff. CSPED leaders reported that support for the demonstration among child support staff was mixed. Many staff supported CSPED's goals and welcomed the opportunity to connect low-income noncustodial parents with services. Other staff, often long-term child support employees, were less comfortable with shifting from enforcement to supporting noncustodial parents who were not meeting their child support obligations. One site manager described reluctance among some staff, "[They say], 'we've always done it this way and we've done just fine. Why do we have to hold their hand now?' They don't like change."

Grantees also sought staff who showed empathy for participants and had a desire to help them. Especially for those interacting directly with participants, being perceived as nonjudgmental was important. Partners also said they were looking for energetic staff who could motivate participants and were able to identify participants' needs and connect them to services. In general, staff who worked with participants proactively and followed up with them when they did not attend were perceived to be a better fit for CSPED than those who expected participants to seek out services on their own initiative.

CSPED sought staff who were committed to its goals

The key is you have to have facilitators who believe in CSPED and want to do this. And love fathers and love what they do. If you are not an advocate for fathers, you can never do well in this. The guys can see through that.

—Parenting supervisor

Based on staff survey responses, grantees and partners met their goal of selecting staff that supported CSPED's goals and wanted to help noncustodial parents in their roles as fathers. Nearly all staff endorsed CSPED's design; more than 95 percent said it was appropriate for child support to help noncustodial parents access employment and parenting services. During site visits, most staff said that the main goal of CSPED was to help noncustodial parents obtain employment so they could pay child support. Other commonly cited program goals included establishing and improving relationships between noncustodial parents and their children, giving noncustodial parents hope and feelings of self-worth, finding employment that could lead to self-sufficiency, and improving the image of the child support system. Moreover, almost three-quarters of staff said that fathers should be able to help make decisions about their children regardless of living arrangements or whether they provided child support. On staff surveys, 98 percent of staff reported that helping noncustodial parents get or maintain stable employment was important to their agency's decision to participate in CSPED. Staff views, however, were split on the best employment strategy for noncustodial parents. Nearly half of CSPED staff said that noncustodial parents should take the first job they identified rather than waiting for better opportunities; child support staff were more likely to hold this view than partner agency staff.[8]

- **Most CSPED sites experienced staff turnover, and administrative hurdles slowed hiring.**

Despite a careful selection process, managers in 11 of the 18 implementation sites reported staff turnover. Three sites reported turnover in both child support and partner staff, four reported only child support turnover, and four reported only partner turnover. One grantee reported

[8] This finding is statistically significant at the 0.10 level.

turnover in its program manager position. According to staff, most turnover occurred because staff found a better employment opportunity. For example, some staff left their grant-funded CSPED position for a permanent position in another field. Two sites reported significant turnover among partner agency staff when a county agency that served as a CSPED partner brought in a new employment or parenting services contractor. In another case, a staff member left because he disagreed with the site manager about the approach to providing employment services. The site manager wanted the worker to be more proactive about engaging participants in employment services, whereas the worker felt that participants should take more initiative.

Staff reported that turnover disrupted CSPED implementation and service delivery. Project leads and site managers reported having to train new employees and fill in gaps in service delivery while positions were being filled. Program managers reported that training new staff on their job responsibilities and GMIS data entry was time consuming. One site manager reported filling in for an employment case manager when a vacancy occurred. This included making job placements and building relationships with potential employers, in addition to continuing to oversee CSPED operations in the site.

Some child support agencies and partners also faced hurdles that slowed hiring for CSPED. Two grantees mentioned that administrative hurdles had drawn out the process of hiring or replacing staff for many months. In one case, a project manager provided all enhanced child support services to participants because of the challenges faced in filling staff vacancies. An employment partner for another grantee was able to expedite the hiring process by initially hiring staff in part-time positions and then converting the positions to full-time.

C. Staff supervision and training

The CSPED grantees provided supervisory support and training to orient staff to their new roles, prepare them to implement the demonstration, and help them navigate implementation hurdles that arose.

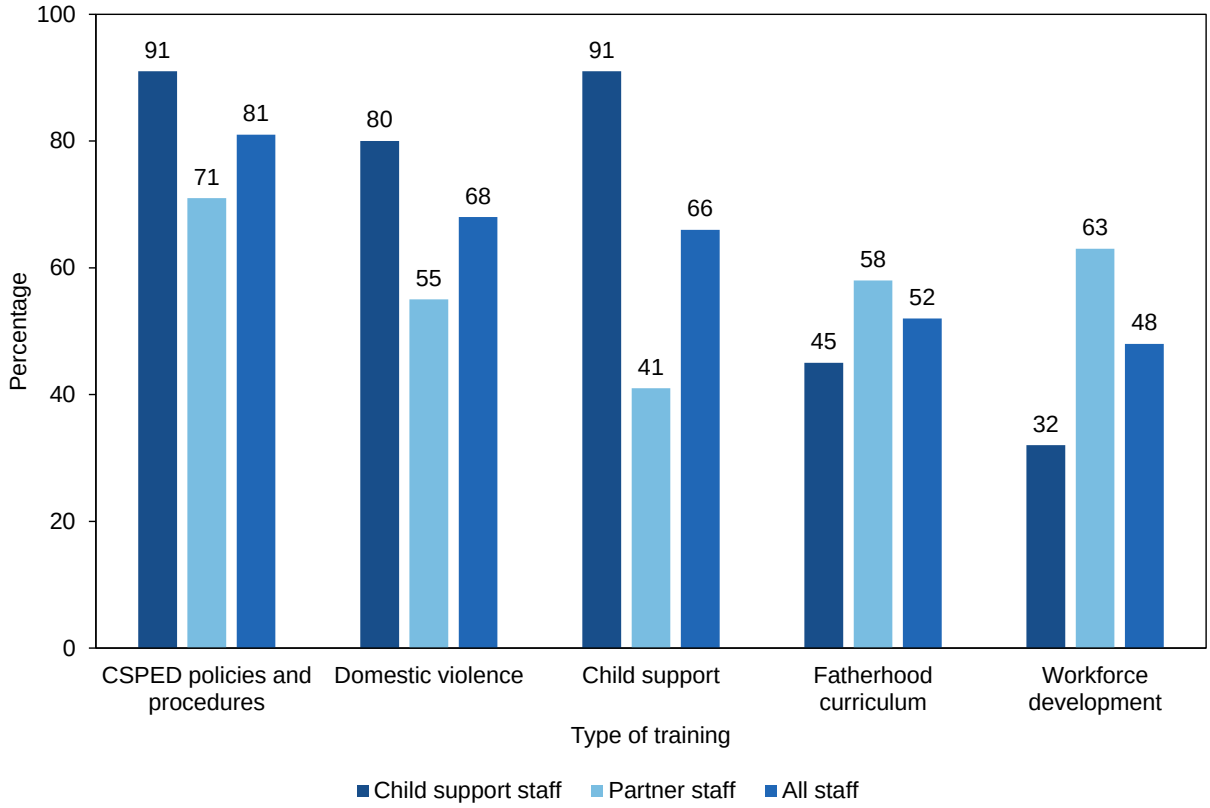
- **Most staff received regular one-on-one supervision and reported satisfaction with support they received.**

In most implementation sites, each participating agency provided supervision for its own employees. In sites where services were co-located, site managers employed by child support sometimes played a strong role in day-to-day supervision of partner staff. More than 90 percent of CSPED staff—96 percent of child support staff and 86 percent of partner staff—reported having a supervisor. Some partner staff, such as parenting facilitators, were contractors, which may account for some not having a direct supervisor. Fifty-four percent of CSPED staff reported having one-on-one meetings with their supervisor at least monthly; another 23 percent reported meeting every few months. Some project and site managers reported using GMIS to monitor staff performance on key indicators such as levels of enrollment and service receipt, create reports for staff regarding their caseloads, and review participants' progress. On staff surveys, CSPED staff reported a high level of satisfaction with the supervision they received. For example, high proportions of staff agreed that their supervisor had reasonable expectations, provided help, was available when needed, and encouraged creative solutions.

- **Nearly all CSPED staff reported receiving training in the past 12 months.**

On staff surveys, 96 percent of staff reported receiving training in the past year. Just over 80 percent reported receiving training on CSPED policies and procedures (Figure III.1). During site visits, staff reported that grantees typically provided an orientation meeting about CSPED procedures and services prior to program launch. In addition, the evaluation team provided on-site training to implementation site staff about how to use GMIS and carry out other evaluation procedures such as random assignment. More child support staff reported receiving this training than partner staff. This may be due to the timing of the training, which occurred just prior to program launch. Perhaps not all partner staff surveyed had been hired when the program began, or new staff hired later due to turnover did not receive the training.

Figure III.1. Training received by CSPED staff



Source: 2014 staff surveys.

In line with their duties, a higher proportion of partner staff reported training on fatherhood curricula and workforce development than child support staff. For example, several grantees provided all parenting staff with training on their chosen curriculum. One grantee assigned staff in one of its implementation sites to provide training on workforce services to staff in the other sites. In another grantee, CSPED staff received case management training that focused on different aspects of their work, such as how to listen and address both stated and unstated needs.

- **All grantees provided domestic violence training, but only 55 percent of partner staff reported receiving it.**

All grantees were required to provide domestic violence training to staff. Across grantees, domestic violence training ranged in length from 4 to 40 hours. Staff reported that initial training was provided in a group format; some grantees provided additional one-on-one trainings to staff who missed the initial training or joined the staff later. On staff surveys, 80 percent of child support staff reported participating in domestic violence training, but only 55 percent of partner staff said they received it (Figure III.1). According to site visit interviews, some partner staff of three different grantees did not receive the training. For example, at one grantee, most employment case managers and all parenting facilitators said they did not receive the training.

Staff reported that training typically focused on helping staff understand what domestic violence is and raising awareness about its prevalence and the hardships faced by victims. In some implementation sites, it also included training on conducting domestic violence screening. Staff that attended domestic violence training found it helpful and informative. During site visit interviews, staff noted that role playing was especially helpful for learning to administer the domestic violence screening tool. Some staff said that although the training provided them with a solid understanding of what domestic violence is and prepared them for administering screening tools, it did not prepare them for responding to participants who disclosed being victims of domestic violence. One staff member reported that he had been given a telephone number to call when a participant needed help, but was unable to get any assistance through that number. Another reported that her referral resources were for perpetrators, but the participant who disclosed domestic violence was a victim.

- **Training prepared staff for their CSPED role, but many desired additional training on employment topics.**

On staff surveys, staff reported high levels of satisfaction with the training they received; 88 percent reported feeling very prepared for their CSPED roles based on their training. At the same time, staff identified additional training they needed to successfully deliver CSPED services. The most frequently mentioned training needs by child support as well as partner agency staff were related to helping participants find employment (Figure III.2).

Figure III.2. Top five training needs reported by CSPED child support and partner staff

1. Helping participants with criminal records find jobs
2. Recruiting employers to hire participants
3. Helping participants find jobs that pay a living wage
4. Helping participants learn to keep a job
5. Helping participants with multiple barriers to employment find work

In addition, one in four partner staff said they needed more training on the child support system and dealing with domestic violence situations.

D. Systems for coordinating and communicating

As a multipartner, multicomponent initiative, CSPED required a high level of coordination and communication among staff to operate smoothly.

- **Grantees held regular cross-agency meetings to coordinate their work.**

All grantees reported having regular meetings among partners to discuss enrollment and engagement, CSPED procedures, child support questions, and implementation challenges. For grantees with multiple implementation sites, these meetings happened both across and within sites. Most grantees reported meeting monthly, although one reported meeting quarterly. Child support and partner agencies also reported having their own internal meetings to discuss their part of the work. On staff surveys, 78 percent of child support staff and 92 percent partner staff reported participating in group meetings at least monthly.

Grantees and partners used standing meetings to share information about participants and discuss cases. Staff reported that these meetings were helpful for gaining a more complete understanding of participants' circumstances. Partner staff often learned details about participants' barriers to employment that child support did not know, and vice versa. For example, a job developer at one grantee learned that a participant was a sex offender, but child support was not aware of this status. The team was able to discuss the case, determine what precautions needed to be taken to comply with state law, and develop a plan for helping the participant obtain an appropriate job.

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

CSPED staff reported frequent informal communication by telephone, email, or in person. In fact, staff in most sites reported nearly daily communication between different staff by telephone and email, particularly between child support and employment services staff. This was particularly true when staff were co-located, which greatly facilitated communication. However, this also occurred by phone and email in sites where services were not co-located. On staff surveys, 21 percent of staff reported calling or meeting with other CSPED staff daily to coordinate services; 56 percent said they did so at least weekly.

- **Staff relied on GMIS to track participation and provide updates on participants.**

Some, but not all, staff in every implementation site reported using GMIS to track enrollment and participation. 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 document services and communicate changes and participant issues to other staff and partners, such as whether participants attended group sessions and appointments. Employment staff said they updated information about participants' employment status to inform child support when participants obtained jobs. Some grantees used other management information systems within their agencies and relied more on those systems

than GMIS for tracking and communication. For example, staff in one site said that their data system provided real-time updates on participants' status in the form of alerts.

CSPED required grantees to make significant changes to usual child support procedures and approaches to obtaining child support payments. Grantees assigned leaders at multiple levels to oversee this process, support staff in learning new duties and new ways of working, and develop relationships with partners. Overall, CSPED leaders succeeded in putting staff in place who were knowledgeable about the child support system and target population, supported CSPED's goals, and wanted to help noncustodial parents. Although most staff received some training for CSPED and felt prepared for their roles, many wanted additional training, especially in the area of employment services. During the first year of operations, CSPED staff developed strategies for coordinating their work across agencies through meetings, informal communications, and GMIS tracking.

IV. RECRUITMENT, ENGAGEMENT, AND PARTICIPANT CHARACTERISTICS

Key findings: Recruitment and engagement

- On average, grantees achieved 87 percent of planned enrollment during CSPED's first year, ranging from 45 to 120 percent across grantees.
- Proactive outreach by child support workers yielded the most referrals, but some child support workers were not comfortable in their new role as CSPED recruiters.
- Staff identified tailored recruitment messages, "warm handoffs," and same-day enrollment as promising recruitment strategies.
- Staff reported that rapid engagement in services, trusting relationships, and intensive follow-up were promising strategies for keeping participants engaged in services.
- Grantees provided a range of incentives and work supports to encourage participation and employment.
- Participants faced multiple barriers to obtaining jobs and paying child support, including criminal records, poor work histories, lack of transportation, and poor communication and organizational skills.

An early task of any new intervention is to develop effective strategies for reaching the target population. High-need populations with multiple barriers to participation, such as the low-income noncustodial parents targeted by CSPED, are often difficult to reach (Bayley et al. 2009). As agencies that enforce child support orders, CSPED grantees faced the added challenge of gaining the target population's trust and convincing them that CSPED was a legitimate offer of help. 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. In addition to recruiting noncustodial parents, CSPED staff had to keep enrolled participants engaged in services.

This chapter describes the strategies grantees and their partners developed to recruit and engage CSPED participants and the characteristics of participants enrolled during the first year. Data sources for the chapter include site visit interviews, GMIS data, and baseline participant surveys.

A. Recruiting noncustodial parents to enroll in CSPED

During the first year of CSPED operations, recruiting sufficient numbers of participants was a significant challenge for grantees. In response to this challenge, most refined their outreach approaches and made progress toward meeting recruiting targets. The grantees planned to enroll a total of 12,000 noncustodial parents by the fourth year of the demonstration, or 1,500 noncustodial parents per grantee. Of those, half would receive CSPED services and half would be randomly assigned to a control group. OCSE recommended that grantees enroll about a third of their target number in each of years two, three, and four of the demonstration. In the first year of enrollment, the goal was 3,750 enrollments to account for variation in enrollment start dates. By the end of the first year, grantees had enrolled 3,266 noncustodial parents, or 87 percent of the target, ranging from 45 to 120 percent of the target across grantees.

- **Proactive outreach by child support workers yielded the most referrals.**

The majority of CSPED referrals came from child support workers, including CSPED and regular child support staff. Project leads asked child support workers to be alert to noncustodial parents on their caseloads that met the CSPED eligibility criteria. Child support staff who referred cases to CSPED included caseworkers, front desk staff, and child support call center workers. Caseworkers often identified eligible noncustodial parents when they called to report a job loss or ask a question about their child support case. Front desk staff identified eligible noncustodial parents when they came in to make a child support payment in person, and could walk them over to the CSPED recruiter. Some grantees also directed child support call centers to tell eligible noncustodial parents about CSPED. At two grantees, CSPED workers recruited noncustodial parents in the child support office lobby while they were waiting to meet with their caseworkers. Often, they persuaded noncustodial parents to apply for enrollment in CSPED on the spot. Voicing the sentiments of many staff interviewed during site visits, one CSPED recruiter said, "I'm finding the best approach is person to person."

Child support offices also generated lists of noncustodial parents who were behind in child support payments. At some implementation sites, CSPED staff made cold calls to noncustodial parents on these lists to offer the opportunity to enroll in CSPED. Other implementation sites generated worker-specific lists and asked child support workers to make calls to noncustodial parents on their caseloads. According to staff, this strategy produced results but required significant effort to track down noncustodial parents that were avoiding the child support program. Moreover, some child support workers struggled to find the time to make these calls in addition to their other work. One child support supervisor said, ". . . all the child support workers in the office are overwhelmed. It can be hard to work a report. Some days they might not even be able to touch it." The strategy worked best when child support had accurate contact information for these individuals and workers could dedicate time to making the calls.

In contrast, more passive strategies, such as mailings and community outreach, yielded few referrals. Staff reported that noncustodial parents rarely responded to mailings, even when the envelope was not marked as a mailing from child support. Posting CSPED flyers and posters in local businesses and other community locations also generated few enrollments. Partner agencies and other community service providers such as family services or probation offices made some referrals, but the noncustodial parents were not always eligible. Staff made presentations at churches and other community locations in an attempt to recruit participants. In most locations, these efforts also yielded few results. One exception was a grantee that hired a full-time recruiter who spent substantial time on community outreach; his outreach efforts yielded additional CSPED applicants. Some implementation sites also reported that word-of-mouth referrals were growing, with some CSPED participants referring friends and acquaintances to the program. One CSPED worker said, "It is inspiring to me when people who have been in the program refer other people, because that tells me they believe in it."

- **Some child support workers were not comfortable in their role of CSPED recruiter.**

Four of the grantees also set performance goals for child support staff that required them to generate a specific number of CSPED referrals, ranging from 4 to 20 per month across grantees. This strategy had mixed results. Some workers simply did not make referrals, and others referred cases that were not eligible or interested in CSPED. According to staff, workers were sometimes

not familiar with the eligibility criteria or did not discuss CSPED with noncustodial parents before referring them. To encourage more referrals, one grantee offered small rewards such as a pizza party for the local office that generated the most actual enrollments. At another site, the child support office offered a "dress down day" for workers that referred noncustodial parents who enrolled in CSPED. In addition, some created "cheat sheets" for child support staff to guide them in assessing eligibility and describing CSPED services.

During site visit interviews, staff reported that some child support workers were not comfortable speaking to noncustodial parents about their needs and attempting to persuade them to consider enrolling in CSPED. These tasks were substantially different from their usual tasks of monitoring payments, sending out letters, and applying sanctions. CSPED recruitment required a different set of interpersonal and other skills than their typical work. As one site manager said, "The child support workers are used to talking on the phone like bill collectors." During site visits, CSPED staff reported that attitudes of some child support staff also created recruitment challenges. The perception was that some workers did not buy in to the new approach of offering help rather than enforcing orders through sanctions.

- **Promising recruitment practices included tailored recruitment messages, "warm" handoffs, and same-day enrollment.**

To increase the chances of making a successful recruiting contact, some grantees began asking child support workers to identify eligible noncustodial parents and then pass them off to CSPED staff to discuss enrollment. This approach ensured that a consistent message was delivered by staff who were knowledgeable about CSPED and comfortable with the recruiting task. According to staff, making contact with a noncustodial parent was often the biggest recruitment hurdle; once they had the noncustodial parent's attention, convincing him or her to enroll in CSPED was not usually difficult. Recruiting a noncustodial parent during a one-on-one conversation worked best if the recruiter knew something about the noncustodial parent's situation and could identify specific ways CSPED could help the individual, such as with driver's license reinstatement or state-owed arrears compromise. Staff also said that they highlighted other program incentives such as gift cards and transportation to emphasize the tangible benefits of enrollment. Two grantees offered driver's license reinstatement to all noncustodial parents who attended an enrollment appointment, regardless of whether they decided to enroll.

CSPED staff tailored their recruitment pitch to individual needs

First I review their case thoroughly to determine what I can use to tell them why they need us, and then I call them. If they have a sanction in place, I start by telling them they have a 50 percent chance of getting their license back. Earlier I would just explain the program, but I was losing some of them part way through the sale. I had to change the way I did it to identify what they needed before calling them.

— CSPED case manager

Staff also reported that due to the difficulty of making contact with noncustodial parents, they tried to achieve a "warm" handoff from child support to CSPED as much as possible. In other words, child support workers transferred noncustodial parents they reached by telephone directly to the CSPED worker, rather than asking them to call back. If a noncustodial parent was in the office for an appointment or to make a payment, child support walked the noncustodial parent over to the CSPED worker for an immediate face-to-face conversation. Grantees also found it helpful to have CSPED staff available to conduct random assignment and enrollment

immediately whenever possible. Across grantees, staff reported that about half of the noncustodial parents that made enrollment appointments did not show up. Therefore, staff tried to enroll noncustodial parents as soon as possible and assumed they needed to schedule two appointments for every enrollment slot they needed to fill.

- **Court referrals did not generate as many enrollments as expected.**

Two of the eight grantees initially planned to rely on referrals to CSPED of noncustodial parents whose cases were in contempt proceedings before a judge or magistrate. Of these grantees, one approached noncustodial parents at the court to offer them voluntary enrollment in CSPED. Under the second grantee's approach, noncustodial parents in contempt proceedings were ordered by the court to attend a work search orientation; staff offered voluntary CSPED enrollment to eligible noncustodial parents at the orientation session. However, neither of these strategies generated as many enrollments as originally anticipated. Consequently, both of these grantees began to also seek referrals of eligible noncustodial parents from their child support workers in a process similar to that employed by five other grantees.

Under the eighth grantee, all CSPED participants were ordered to participate by a judge overseeing their contempt proceedings. This order occurred regardless of whether or not an individual had agreed to participate in the CSPED evaluation; participation in the evaluation was voluntary. However, court dockets did not always include enough eligible noncustodial parents to fill CSPED enrollment slots. In addition, judges sometimes reset cases for a future date rather than ordering CSPED enrollment. Thus, this strategy did not produce as many enrollments as anticipated during the first year of program implementation.

B. Sustaining participant engagement

Once a noncustodial parent enrolled in CSPED, the next hurdle was engaging him or her in services and sustaining that engagement over time. Staff at many implementation sites reported that significant attrition occurred immediately after enrollment, with some enrollees never participating after the intake appointment. During site visits, staff said that if they could convince a participant to begin services, they could usually keep the participant engaged. Typical barriers to participation included lack of transportation, lack of motivation to participate, child care responsibilities, and periods of incarceration.

- **Grantees aimed to engage participants in services quickly.**

To engage participants, many grantees aimed to minimize the time between random assignment and the first service appointment or orientation. Staff at half of the grantees reported that they aimed to have participants meet with a case manager either the same day or within one or two days of enrollment. Some felt it was important for new enrollees to begin meeting with job developers to keep them engaged until they could begin group activities. For example, in one site where child support and employment services were co-located, the CSPED case manager walked new enrollees immediately over to the job developer's office to begin creating an employment plan. The job developer reported meeting with most participants individually up to three times in the first month to get to know them better, saying, "We are front end heavy." Another grantee held a weekly orientation meeting for all new enrollees. At this meeting, child support and partner staff described the services and incentives they offered; each participant

made an appointment with a job developer and received a parenting group assignment for the following week.

Several grantees provided intensive group classes in job readiness and parenting to participants up front, before most participants gained employment. At most of these grantees, participants did not wait more than a few weeks before the classes started, but sometimes participants lost interest or motivation while waiting for services to begin. To mitigate this problem, some implementation sites lined up individual appointments with job developers to keep participants engaged while they waited. Other implementation sites offered open entry, open exit parenting classes so that new enrollees could begin participating right away.

- **Trusting relationships and intensive follow-up facilitated engagement.**

Across grantees, CSPED staff reported that keeping appointments was challenging for many participants. Some faced barriers such as lack of transportation or other family responsibilities. Some were not accustomed to keeping a regular schedule. They overslept, forgot about their appointments, or lost motivation to attend services.

During site visits, CSPED case managers and job developers stressed the importance of establishing trusting and supportive relationships with participants early. One job developer said, "Our strength is individual attention and the connections we develop with the noncustodial parents. It is golden." Many had a history of negative experiences with child support, low self-esteem, and other barriers that made them wary about participation. Staff described various strategies they used to gain participants' trust. For example, at one site, child support staff took turns preparing lunch for participants that attended an intensive job readiness and parenting class. Other staff discussed the importance of listening to participants, showing compassion, and providing one-on-one assistance to answer child support questions, fill out job applications, and resolve other issues.

Many CSPED staff also stressed the importance of immediate follow-up when participants did not attend services. Most employment and parenting workers said they called participants as soon as possible after the missed class or appointment to find out what happened and reschedule. At a few sites, staff expressed confusion about who should conduct or was conducting this follow-up. For example, a few parenting facilitators did not conduct follow-up and were not sure they should take on this role. One facilitator did not receive a list of participants who had been referred to parenting classes and therefore did not have the information he needed to follow up if a participant did not attend.

CSPED stressed the importance of follow-up on nonattendance

We do a lot of follow-up. If they don't answer the phone we mail them a letter. I will try to reach them maybe four times. I try to call relatives. We ask whoever has the best relationship with the individual to make the call. If that doesn't work, I start looking to see if they are in jail or what happened to them. It happens frequently.

— CSPED job developer

Two grantees assigned dedicated staff the task of assuring that participants attended services. One grantee assigned a recruiter to follow up when participants did not attend appointments or group sessions. This recruiter even attempted to contact participants in person at their homes if they did not respond to phone calls. Another grantee assigned an outreach coordinator to each participant to remove barriers to participation and to follow up on

nonattendance. This coordinator drove some participants to appointments if needed to eliminate transportation barriers.

- **Most grantees were reluctant to discharge participants from CSPED but recognized the challenge of carrying large caseloads as enrollment continued.**

At such an early point in program operations, most grantees were more focused on recruiting participants than terminating them from CSPED. Many staff expressed a desire to keep all enrollees on their caseloads and be available to them throughout the demonstration period. One job developer said, "For me, [participants] are complete when they die. Honestly, I don't think that for me they are ever complete." At the same time, staff acknowledged that as their caseloads grew, it would become more challenging to provide individualized support to all participants. Some staff felt that four to six months of active participation was a reasonable amount of time for a typical noncustodial parent to obtain employment, but others reported wide variation among their participants.

A handful of implementation sites set standards for the number of follow up contacts staff should make to reengage participants that stopped participating. For example, one site required staff to leave three messages, and another required staff to make three contacts at different times and through different approaches. Consequences for not participating varied across grantees. Three grantees established periods of nonparticipation after which they could discharge a participant from CSPED, ranging from 30 to 90 days. Some grantees began taking enforcement actions, such as suspending driver's licenses again after this period of time, but said that participants could still return for services.

- **Grantees used incentives and work supports to encourage participation and employment.**

In addition to developing trusting relationships and following up with participants, CSPED staff provided supports to remove barriers to participation and employment, and they offered incentives to keep participants motivated to stay engaged. The most common support was transportation assistance, provided to 36 percent of participants (Table IV.1). Seven grantees provided gas cards and bus tokens or passes to attend program activities, job interviews, and sometimes, for the initial days or weeks of employment. One grantee operated a van service to provide transportation to CSPED activities and jobs. Five grantees reported providing supports to meet basic needs, such as food vouchers, hygiene supplies, and clothing. To support employment, some grantees reported providing interview outfits, work clothing and uniforms, tools, flash drives for storing résumés and cover letters, and voice mail accounts.

Grantees also provided incentives to keep participants motivated. Nonmonetary incentives reported during sites visits included graduation certificates when participants completed parenting and job readiness workshops and graduation ceremonies that included cakes and other recognition. Five grantees provided gift cards or cash payments for achieving specific milestones such as obtaining employment, sustaining consistent employment, or making consistent child support payments for a period of time. Two grantees reported providing access to family outings or events to encourage parent-child interaction. For example, one grantee gave participants family memberships to the YMCA and tickets to events such as the Harlem Globetrotters.

Enhanced child support services—especially license reinstatement and state-owed arrears compromise—also incentivized participants to enroll, participate, and retain employment.

Table IV.1. Incentives and work supports provided to CSPED participants

Incentive or work support	Percentage of all participants	Grantee with lowest percentage	Grantee with highest percentage
Transportation	36	13	71
Gift card/cash	19	0	41
Basic needs	16	0	50
Family outing/event	0.6	0	4
Other	20	1	63
Sample size	**927**	**90–176**	**90–276**

Source: GMIS data on participants enrolled between October 3, 2013, and June 8, 2014, during their first four months of enrollment.

Note: Sample sizes vary due to variation in enrollment levels across grantees.

C. Participant characteristics

Ninety percent of CSPED participants enrolled during the first year were men (Table IV.2). Their average age was 35, ranging from age 18 to 61. More than half had never married. They had three children with two partners, on average, suggesting that most had multiple child support cases. More than half reported some work for pay in the past 30 days, including regular paid employment; odd jobs; temporary jobs; informal, or "under the table" work; and/or self-employment. Average monthly earnings were low: $683 for noncustodial parents that reported working.

- **CSPED participants faced multiple barriers to obtaining employment and paying child support.**

During site visits, CSPED staff described a range of barriers to employment faced by participants. Most staff said criminal convictions limited the types of jobs participants could realistically expect to obtain and made employers reluctant to hire them. On baseline surveys, nearly 70 percent of participants reported having a criminal conviction (Table IV.2). In addition, job developers reported that many participants had weak work histories. They had gaps in their work record due to incarceration or working "under the table," and they lacked a clear career path. Staff also identified untreated mental health and substance abuse problems as barriers to obtaining and maintaining employment. Job developers noted that many employers required drug testing, which some participants could not pass. Access to transportation was another frequently cited barrier. Even if child support lifted its revocation of a driver's license, many participants still could not obtain a license because of other sanctions and unpaid fines. In addition, some had never learned to drive.

Table IV.2. Participant characteristics (percentages unless otherwise noted)

Participant characteristics	Average for all participants
Age in years	35
Number of children	3
Number of partners with whom noncustodial parent has a child	2
Gender	
Male	90
Female	10
Race	
White, non-Hispanic	34
African American, non-Hispanic	37
Hispanic	24
Other, includes multiracial	5
Marital status	
Never married	52
Divorced	27
Separated	7
Widowed	< 1
Married	13
Highest level of education completed	
Did not complete high school or GED	26
High school or GED	42
Some college, associate's degree, or vocational school diploma	29
Bachelor's degree or higher	3
Worked for pay in the past 30 days	54
Average monthly earnings of those who worked for pay	$683
Ever convicted of a crime	68
Sample size	**1,490**

Source: Baseline surveys for all CSPED participants enrolled between October 1, 2013, and September 7, 2014.

CSPED staff also said that participants often had a combination of poor social, communication, and organizational skills—coupled with low self-esteem—that created challenges to employment. According to job developers, some participants did not know how to behave during a job interview, how to speak to an employer, and how to get along with co-workers and resolve workplace problems. Disorganization and chaos in their lives made it difficult for participants to attend consistently, arrive on time, and resolve personal problems that interfered with employment. Low self-esteem compounded these challenges. As one fatherhood facilitator said, "Many of them have kind of accepted the labels; that this is who they are. They have foreclosed on themselves and their future." A job readiness instructor said that many participants "feel like they can't do certain things . . . because they have been beaten up by the world."

Disorganization interfered with noncustodial parents' ability to get life back on track

I explain to the guys that it's like a Rubik's Cube. Each color represents something. Green might represent health and wellness. Yellow is your relationship with the mother of your child. Red is something else. If all of those are aligned, it's okay. But right now your life is chaotic and the pieces are everywhere. It may be a matter of turning it right back, but a lot of these guys don't know how to turn it back.

— CSPED fatherhood coordinator

CSPED staff also described another set of issues beyond obtaining employment that created barriers to paying child support. CSPED participants typically earned low wages when they were employed. Staff cited low income as another barrier to making child support payments. One staff member said, "They are making decisions like, 'do I pay rent, pay for food, or pay child support?'" Almost uniformly, staff described animosity toward custodial parents and the child support program as major barriers. In particular, due to acrimonious relationships with custodial parents, participants often did not have access to their children and thus did not want to pay their child support. Distrust of the child support system, and "the system" more broadly, was also a barrier.

Animosity toward "the system" was a barrier to paying child support

A common barrier I see is their anger and animosity toward child support. They are taking my money, the lack of communication, lack of support. It's all these things, and they are angry and frustrated. They don't trust. Not only child support, but "the system" period. Maybe they are involved with [child welfare] with their children being removed, with the criminal justice system.

— Fatherhood facilitator

Despite these barriers, a number of staff noted participants' strengths, specifically a desire to be involved with and support their children and a willingness to work. One job developer said, "Honestly, at first I thought these were just a bunch of deadbeats who don't want to pay child support. But my attitude has changed. Most of our participants really do want to support their children." Another said that in his experience CSPED participants "are really interested in working, not just getting freebies."

Recruiting sufficient numbers of participants was a significant challenge for grantees and required substantial effort, proactive outreach, and tailored recruitment messages. Sustaining participant engagement was also challenging. Staff reported that rapid initiation of service delivery, relationship building, intensive follow-up, and incentives and supports helped keep participants involved.

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V. SERVICE DELIVERY

Key findings: Services

- Nearly all CSPED participants received at least one individual service contact during their first four months of enrollment; 53 percent attended at least one group session.
- On average, participants received 14 hours of CSPED services during their first four months of enrollment; half of that time was spent on employment services.
- CSPED staff provided all case management services during individual contacts. Services included intake assessments, individualized plans, connecting participants to services, and monitoring participants' progress.
- Enhanced child support services included order reviews, modifications, suspending enforcement activities, reinstating driver's licenses, and compromising state-owed arrears. Each state's child support policies influenced the extent to which these services were provided.
- Participants received seven hours of employment services on average, including three hours of individual contacts and four hours of group sessions. Employment services providers varied in their focus on job search assistance, job development, job readiness training, and job training.
- On average, participants attended four hours of parenting group sessions, which focused on parenting responsibilities and skills, co-parenting, and the importance of parental involvement.
- Participants who received at least one group service received higher dosages of services, on average. Of the participants who attended at least one group session on employment or parenting, most received eight or more hours of group sessions.
- Staff identified several gaps in services: help with parenting time, substance use and mental health treatment, subsidized employment, and help reinstating or obtaining driver's licenses.

Carefully documenting service delivery is essential for gauging adherence to the intended program design and developing strategies for making adjustments (Meyers, Joseph et al. 2012). Especially for a new demonstration in its first year of operation, careful assessment of implementation can aid staff in refining the intervention's design, tailoring services to the needs of participants, and developing strategies for addressing implementation challenges. Documenting lessons learned from this process can aid replication in other locations if CSPED proves effective.

In this chapter, we report on the services offered by CSPED grantees and taken up by participants, including mode of delivery, content, and dosage. We focus primarily on the four core CSPED services: case management, enhanced child support services, employment services, and parenting services. We also report on other services provided and staff perceptions about service gaps.

The primary data source for this chapter is GMIS data on services provided during the first four months of enrollment for participants enrolled between October 3, 2013, and June 8, 2014. We chose this reference period because most grantees planned to provide the majority of group sessions and individual contacts in the early months after enrollment. Moreover, a longer reference period would require restricting the sample to participants enrolled during the first six months of program operations. Grantees learned early lessons about engaging participants and tried different strategies to increase engagement throughout the first year. Therefore, although

this chapter provides a snapshot of early service receipt, levels of participation may change over time. The final implementation report will provide a more comprehensive assessment of service participation over a longer reference period. The chapter also reports on service provision based on site visit interviews with staff.

A. Overall service receipt

Grantees provided services through individual contacts and group-based activities. Staff offered case management services exclusively through individual contacts, whereas other services were offered through a combination of individual and group activities. Modes of individual contact included face-to-face meetings, telephone conversations, email messages, voice mails, and other communications (including occasional home visits and interaction at community events).

Grantees offered group activities through multisession workshop series and stand-alone workshops. For example, a grantee might offer an eight-session parenting workshop using the Nurturing Fathers curriculum, a weekly job club group, and a one-time financial literacy workshop. In the rest of this chapter, we refer to each individual group activity as a "session," which could focus on a single topic or cover multiple topics.[9]

- **Nearly all participants received at least one CSPED service; hours of service receipt totaled 14 on average during participants' first four months of enrollment.**

Ninety-nine percent of participants received at least one individual contact or group session during their first four months of enrollment (Table V.1). Although nearly all participants received at least one individual contact, only 53 percent participated in at least one group session. About 90 percent of participants received case management, enhanced child support, and employment services; 60 percent received parenting services.

Table V.1. Levels of service receipt, by core service

Core service	Received any service (%)	Received at least one individual contact (%)	Attended at least one group session (%)
Case management	96	96	0
Enhanced child support	89	88	13
Employment	93	92	32
Parenting	60	34	46
Any core service	99	99	53
Sample size	**927**	**927**	**927**

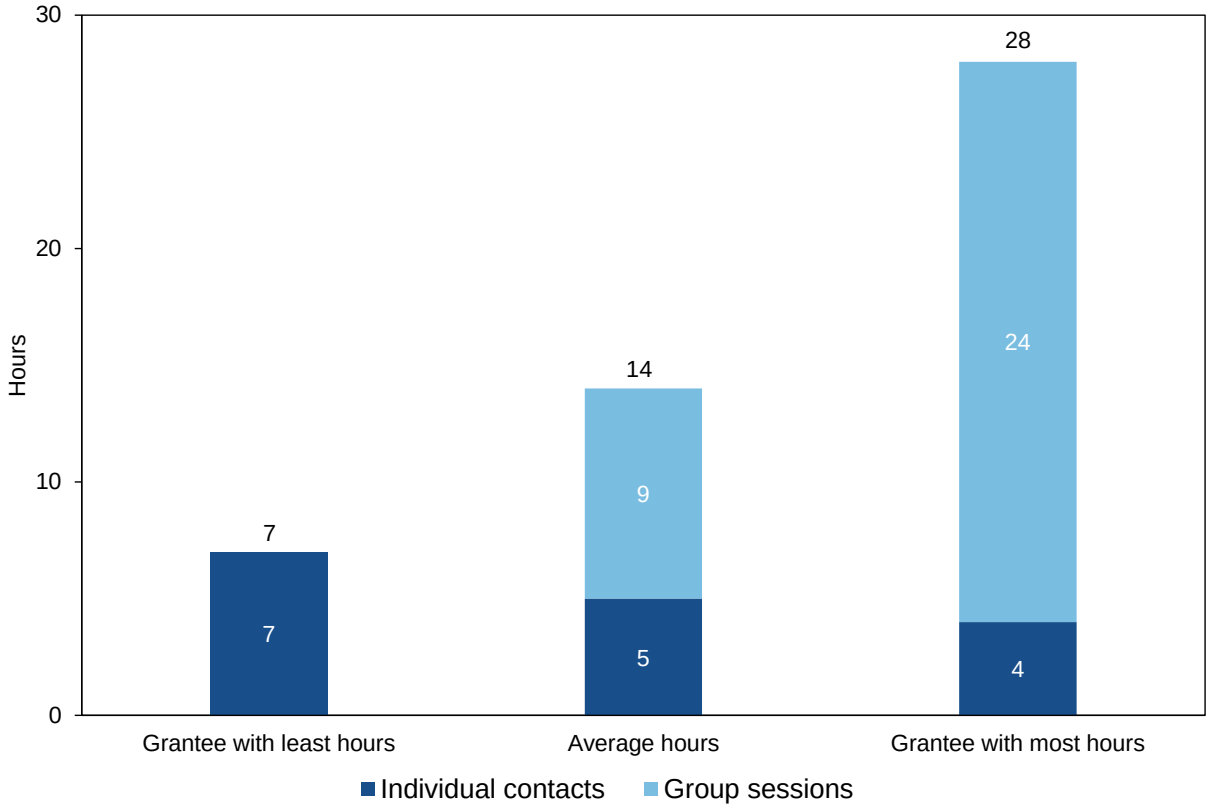
Source: GMIS data on services received during the first four months of enrollment for participants enrolled between October 3, 2013, and June 8, 2014.

[9] To identify topics covered during each session, we used the topic areas that staff recorded in GMIS for attended sessions. When staff did not record information about the topics covered for individual sessions, we used topics assigned to the workshop series. To calculate time spent on each topic, we divided the length of each session (or workshop series if topics were not listed for each session) by the total number of topics covered.

On average across all service types, participants received 5 hours of individual contacts and 9 hours of group session time, for a total of 14 hours of services (Figure V.1). No case management services were provided through group sessions.

Grantees that engaged participants in group sessions were able to provide a higher dose of services compared to those that relied primarily on individual service contacts. At the grantee with the lowest average dosage, participants received 7 hours of services on average, almost all through individual sessions. In contrast, participants received 28 hours of CSPED services at the grantee with the highest average dosage, mostly in group sessions. At that grantee, about 70 percent of participants attended at least one group session during their first four months of enrollment.

Figure V.1. Average hours of CSPED services during first four months of enrollment, by mode



Source: GMIS data on first four months of enrollment for 927 participants enrolled between October 3, 2013, and June 8, 2014.

- **Among the 53 percent of participants that attended at least one group session, service receipt averaged 23 hours across all service types during participants' first four months of enrollment.**

The average hours of service receipt for the approximately half of all participants who attended at least one group session was higher than the overall average. During their first four months of enrollment, participants that attended at least one group session received about 17 hours of group session time on average. This included 30 minutes of enhanced child support, 8 hours of employment, 7 hours of parenting, and 1 hour of other services. These participants also received, on average, a total of about 6 hours of individual contact, including 1 hour of case management, 30 minutes of enhanced child support, 4 hours of employment, 0.3 hours of parenting, and 30 minutes of other services.

As the implementation study proceeds, we will continue to examine these very early participation patterns, including characteristics of participants that receive higher level of services and implementation factors that may be associated with high program participation.

B. Case management

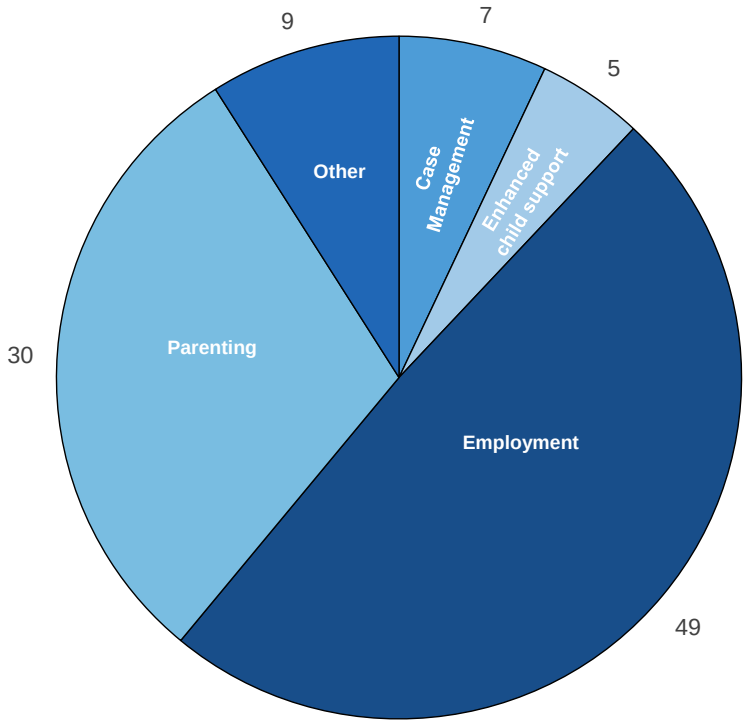
Grantees were expected to assign a case manager to each participant to assess needs, develop personalized service plans, and provide individualized assistance. Case managers could be grantee or partner agency staff.

- **Case management services were provided during individual contacts; most occurred early in the enrollment period.**

On average, CSPED participants received an hour of case management time during their first four months of enrollment, accounting for 7 percent of the total dosage of CSPED services (Figure V.2). All case management services were provided during individual contacts (Figure V.3). Each participant received four of these contacts on average, and two were in person in a CSPED office. The average number of case management contacts ranged from one to eight across grantees. The total number of case management individual contact minutes per participant resulting from these contacts varied widely; half received less than 30 minutes (Figure V.4).

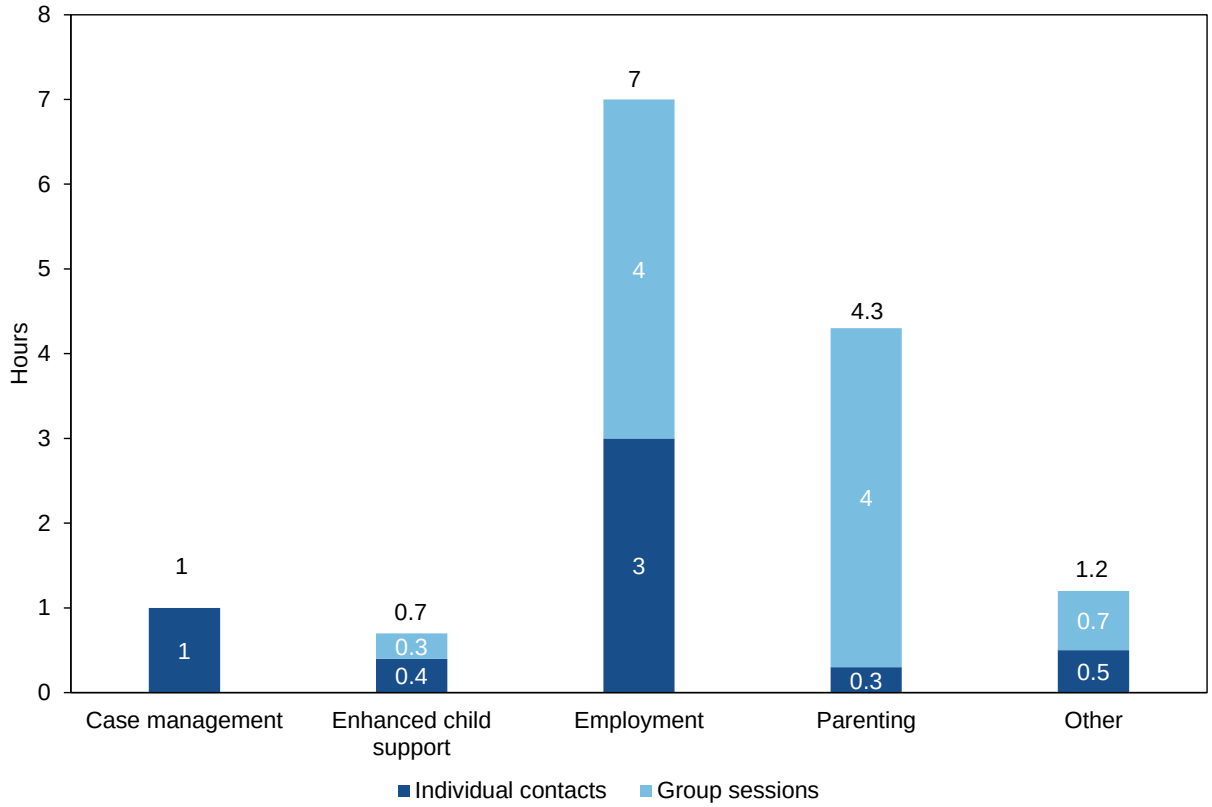
During site visit interviews, CSPED case managers employed by child support reported conducting intake assessments and connecting new participants with partner agency staff, either by making referrals or scheduling appointments. Many also conducted domestic violence screening and provided enhanced child support services (described in more detail in section V.C). Most of these services were provided during the initial weeks of CSPED enrollment. Case managers at three grantees also reported attending court to report on participants' progress in CSPED. Six grantees assigned a primary case manager to work exclusively with CSPED participants. Case managers at two grantees also worked with non-CSPED participants.

Figure V.2. Percentage of time on CSPED services during the first four months of enrollment, by content area



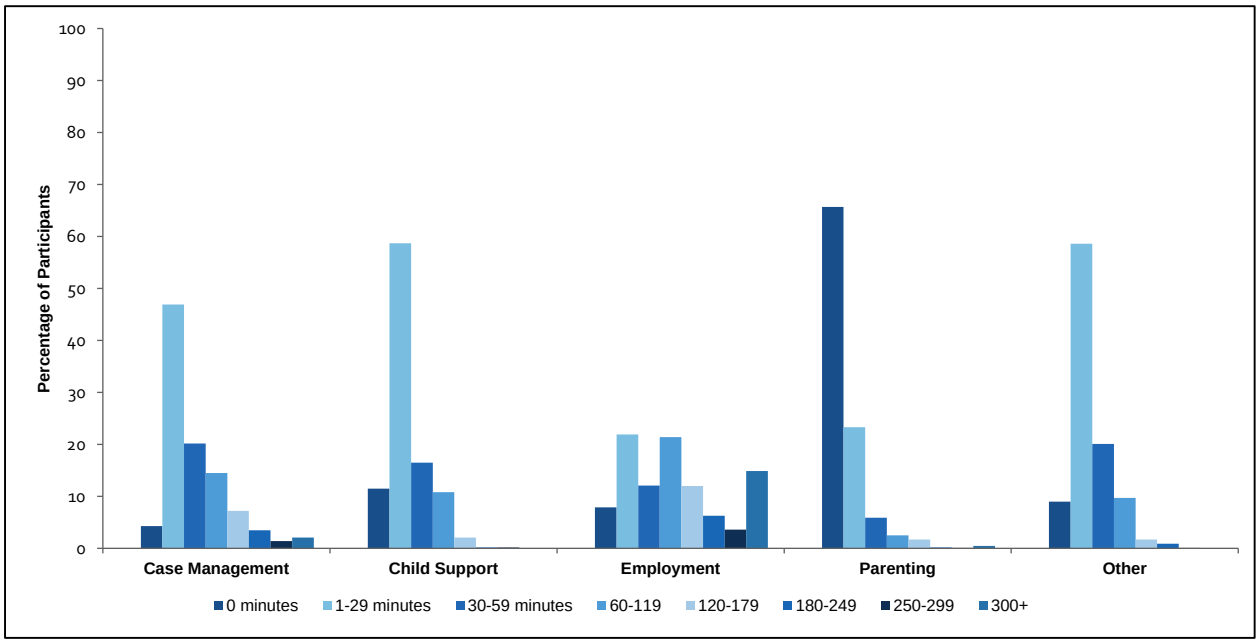
Source: GMIS data on first four months of enrollment for 927 participants enrolled between October 3, 2013, and June 8, 2014.

Figure V.3. Average hours of CSPED services during first four months of enrollment, by content and mode



Source: GMIS data on first four months of enrollment for 927 participants enrolled between October 3, 2013, and June 8, 2014.

Figure V.4. Distribution of individual contact minutes during first four months after enrollment, by service type



Source: GMIS data on first four months of enrollment for 927 participants enrolled between October 3, 2013, and June 8, 2014.

Employment and parenting staff at several CSPED sites also provided case management services to participants, including developing individualized plans, making referrals for other community services, promoting engagement in services, and monitoring progress. Some case managers reported proactively checking in with participants by phone and contacting those not actively engaged in services. At a few sites, it was unclear who had ultimate responsibility for case management and follow-up to address lack of attendance after initial case management activities were completed.

CSPED grantees also provided referrals to other community service providers for services not provided directly by the demonstration. Thirty-seven percent of participants received a referral during their first four months of enrollment, ranging from 0 to 88 percent across grantees. The most common types of referrals were for education services, followed by emergency services, legal help, and health care.

C. Enhanced child support services

Grantees were expected to provide enhanced child support services, which could include expedited child support order reviews and modifications and use of discretionary arrears collection tools such as compromising state-owed arrears to facilitate regular payment of current support. Other enhanced services could include early intervention monitoring, debt reduction planning for noncustodial parents with arrears, and reinstatement of suspended driver's licenses.

On average, enhanced child support services accounted for 5 percent of total CSPED dosage during participants' first four months of enrollment (Figure V.2). Most services were provided during individual contacts (Figure V.3), half of which took place in a CSPED office. For about

60 percent of participants, the total number of individual contact minutes spent on enhanced child support services totaled less than 30 minutes (Figure V.4). Child support topics were also covered during group sessions. Some grantees devoted whole sessions to discussing the child support system, whereas others gave a lighter touch to this topic during group sessions. About 13 percent of participants attended a group session in which child support was discussed (Table V.1).

- **Some grantees were limited in their ability to provide expedited order modifications; others did not pursue this strategy.**

During site visits, staff reported assessing participants' eligibility for a review of their child support order soon after enrollment. Two grantees, however, did not provide expedited reviews; CSPED participants' orders were reviewed on the same schedule as other noncustodial parents in the child support system. Some grantees faced limitations on their ability to provide expedited order modifications due to eligibility restrictions or resistance from the parties involved. For example, at one site, staff reported that judges were reluctant to approve modifications until participants obtained employment. In another, child support staff working for a private contractor did not always expedite reviews and modifications even though they were asked to do so.

CSPED staff faced resistance to modifying orders

If someone is unemployed and doesn't have a minimum order, the court won't give them [a modification]. The judges just say, "get a job, get a job." The arrearages keep piling up at the higher amount. That's the climate of our court system.

— CSPED supervisor

- **Most grantees suspended enforcement actions and offered state-owed arrears compromise.**

Seven grantees suspended some enforcement activities during participants' enrollment in CSPED, such as property liens, account holds, and contempt actions. Seven grantees also released child support holds on participants' driver's licenses. Some grantees released driver's license holds for all participants at enrollment. Others did so after the participant engaged in services. Some grantees waived back payment requirements to release license holds, and others covered some costs associated with reinstatement. Staff at one grantee reported that the state periodically suspended licenses of all noncustodial parents that were not making payments; as a result, CSPED participants served by this grantee may have had their licenses suspended again. Others reported that despite having their child support hold lifted, many participants were still not able to obtain a driver's license due to other fines and sanctions.

Six sites also provided compromise of state-owed arrears, such as arrears accrued for Temporary Assistance for Needy Families and Medicaid birth costs. 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 comprmised incrementally, and the percentage of arrears compromised varied by grantee. One grantee approached custodial parents to ask if they would consider compromising a portion of the arrears owed them as a way of helping the noncustodial parent make consistent payments on current support.

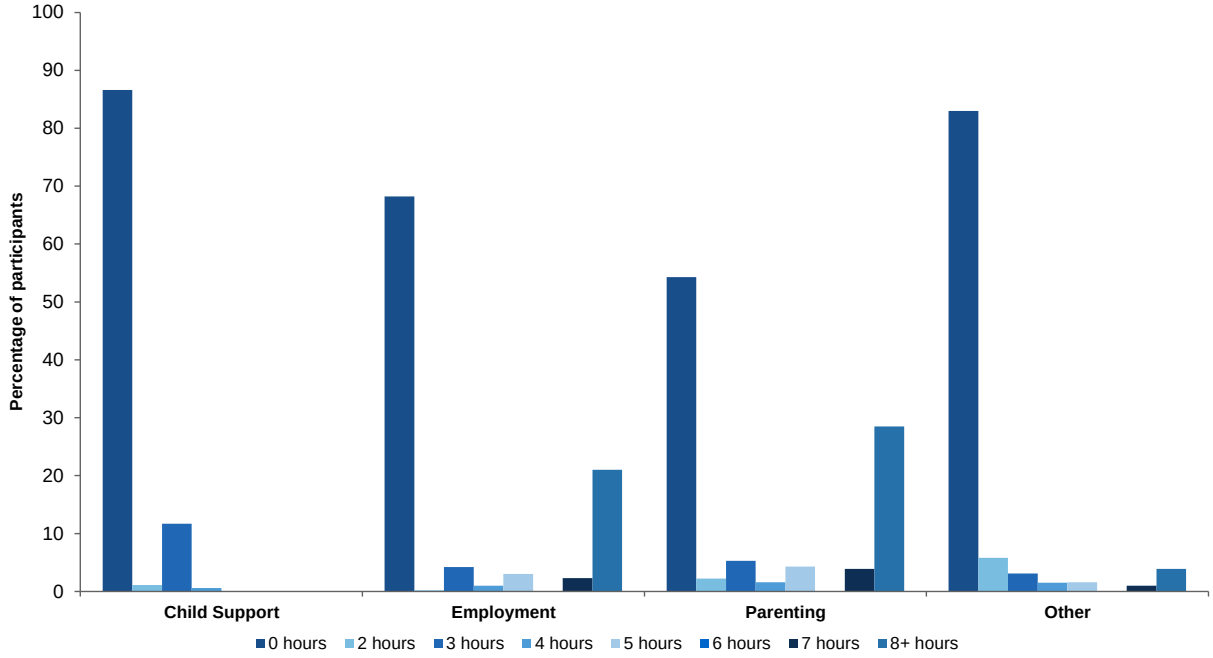
D. Employment services

Grantees were expected to provide employment-oriented services to help participants obtain and maintain stable employment. These services included job readiness, job search assistance, job placement, and employment retention services. Job placement services were to include placements into unsubsidized jobs arranged by job developers who had relationships with local employers. Employment retention services included services for both participants and employers as well as rapid reemployment services in the case of job loss. Several optional employment services could also be offered, such as short-term job skills training, pre-employment assessments for job placement, on-the-job training, vocational education, work supports, and career ladder strategies.

- **Employment partners assisted participants through individual contacts, job readiness classes, and training opportunities.**

On average, participants received seven hours of employment services during their first four months of enrollment, accounting for about half of the total dosage of CSPED services (Figure V.2.). Participants received an average of six individual contacts, totaling three hours of individual services, and two group sessions, totaling four hours of group services (Figure V.3). Two of the eight grantees did not offer employment services in group sessions during the time period reviewed. Overall, although only about a third of participants received group employment services, the majority of those that did received eight or more hours of group employment services (Figure V.5).

Figure V.5. Distribution of group session hours during first four months of enrollment, by service type



Source: GMIS data on first four months of enrollment for 927 participants enrolled between October 3, 2013, and June 8, 2014.

During site visit interviews, CSPED employment staff reported providing a range of services. At all grantees, employment workers conducted an individualized intake and assessment of the participant's skills and work history, interests and employment goals, and barriers. Some used structured assessment tools; others used a more informal, conversational approach. Staff at seven grantees reported developing an individualized employment plan for each participant, and most grantees provided individualized assistance with résumé preparation. Some grantees provided CSPED-only job readiness classes to help prepare participants for a job search, whereas others referred participants to open-enrollment job readiness classes offered by their agency or at workforce centers.

Implementation sites provided varied access to job training programs in industries such as construction, forklift operation, janitorial and facilities management, health care, trucking, welding, and others. Some employment partners offered these training courses as part of their package of CSPED services; others made referrals to training programs offered by other agencies. For some trainings, such as construction, participants had to meet physical requirements for the work, which limited the number of potential participants. For training funded by the Workforce Investment Act, participants typically needed to score at an eighth-grade level on the TABE test. This requirement was a barrier for some participants. Staff reported that participants' interest in training programs was mixed. Some wanted to look for work right away or did not want to dedicate the time required for training.

- **Employment partners used different approaches to help participants find jobs.**

Employment partners varied in the degree to which they provided job search assistance or developed jobs specifically for participants. Some partners focused more on supporting participants in conducting their own job search. Other employment partners had staff that focused on developing job leads and placing participants in those jobs. One job developer said, "I call employers that I know if I feel we have a person who will be a good fit. I call and ask if they are hiring or if I can talk them into it." Four grantees placed at least a few participants in subsidized employment or on-the-job training. Employment partners said they planned to provide job retention services to employed participants, but at the time of the site visits, they were focused on helping participants obtain their first job.

Job developers used their contacts to identify job leads

I have a lot of contacts. If I see there is an opening or I hear about it, I call employers that I know and say, 'Hey, would you mind interviewing this individual?' The employers trust me. That doesn't mean I will send over the right candidate, but I can say this is what is on their background and this is what they have done with me. They have a trusting relationship with me and I would like to recommend them for an interview.

— CSPED job developer

Grantees offered a range of other supports to help participants obtain employment. All offered some work supports such as bus vouchers, gas cards, boots, goggles, tools, and uniforms. One grantee provided a van service for participants that needed transportation to get to work. To help participants with criminal records, some grantees developed partnerships with agencies that specialized in employment for people with felony convictions or offered record expungement or certificates of qualification for employment. Others offered GED tutoring, assistance with GED testing fees, and other tuition assistance.

E. Parenting services

One of the core CSPED services was providing a fatherhood or parenting curriculum in a peer group format to all participants. CSPED grantees were expected to use curricula that addressed personal development, responsible fatherhood, parenting skills, relationship skills, and domestic violence, and to provide at least 16 hours of group sessions.

On average, participants received 4.3 hours of parenting services during their first four months of enrollment, accounting for about a third of the total dosage of CSPED services (Figure V.2). The vast majority of the dosage, 4 hours, was provided through group sessions (Figure V.3). Overall, 46 percent of participants received group parenting services; the majority of those that participated in a group session received eight or more hours of group parenting services (Figure V.5).

- **Implementation sites took different approaches to organizing parenting groups to encourage participation.**

Implementation sites tried a range of strategies to scheduling the parenting groups to maximize participation. Some aimed to front-load the 16 hours of group sessions into the first several weeks of enrollment, prior to when most participants obtained employment. Others provided a weekly session over 7 to 13 weeks. Times of day and location also varied. Some sites aimed to offer co-located parenting and job readiness groups in an integrated fashion, such as having job readiness and parenting groups on different days or during different time blocks on the same day. Others offered multiple group sessions at different times each week and allowed participants to attend any session. Some offered a single weekly session.

Implementation sites varied in their approach to assigning participants to groups. Some used a cohort model in which the same participants attended the workshop series together. Facilitators felt this approach created a safe and trusting environment and helped participants develop friendships. However, participants who enrolled soon after a cohort started often had to wait several weeks or more to join a group, leading some to lose interest. Other sites ran groups that were open entry, open exit. New participants could join existing groups soon after enrollment, but membership changed each week.

- **Group sessions addressed parenting responsibilities and skills, co-parenting, and father-child involvement.**

Grantees used a range of curricula for the parenting groups (Figure V.6). Most focused primarily on men in their roles as fathers, but two grantees used a gender-neutral curriculum, PEER, that focused on parenting. Staff reported benefits of both approaches, but integrating female participants into the group was easier when the curriculum was gender-neutral. One grantee offered an alternative parenting curriculum for female participants, Growing Great Kids, either one-on-one or in a group. One parenting facilitator said,

Figure V.6
Grantees used a range of parenting curricula

24/7 Dads
Dads Make a Difference
Growing Great Kids
Locally-developed curriculum
Nurturing Fathers
On My Shoulders
PEER
Quenching the Father's Thirst

"We didn't think it would be fair to fathers or mothers to have them combined in a group. We want to make sure everyone feels open, safe, and secure."

During groups, parenting staff reported focusing on the following topics: 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. Some reported taking time during the sessions to discuss issues or problems that participants brought to the group. In addition to providing group sessions, some parenting staff reported meeting with participants one-on-one, helping them with visitation and other issues, and making referrals to other community services.

F. Other services

In addition to core services, most CSPED grantees offered additional services covering topics such as domestic violence, financial literacy, and health and wellness, as well as contacts to promote engagement. These other services accounted for nine percent of the total CSPED dosage during their first four months of enrollment (Figure V.2). Half of participants received an individual service contact about domestic violence to discuss screening results or referrals for services. Five percent attended a group session in which domestic violence was discussed. Several grantees offered financial literacy services; seven percent received these services through individual contacts, and seven percent attended a group session on the topic. Eighty percent of participants received "other" individual contacts, which were primarily attendance reminders and follow-up phone calls. Fourteen percent received group sessions on such topics as healthy relationships and health-related behaviors such as substance abuse, mental health, or healthy living.

G. 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 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 obtain driver's license reinstatement.

- **Many participants faced challenges accessing their children, yet most grantees could offer little assistance.**

According to staff, many participants had difficulty gaining access to their children because of poor or nonexistent co-parenting relationships with the custodial parent. In nearly all sites, staff reported that participants did not want to pay their child support if they could not spend time with their children. Yet, in most states where CSPED grantees operated, child support did not have a role in setting parenting time orders or in helping noncustodial parents with parenting time problems.

Child support disputes interfered with parenting time

If the moms don't get paid, they hold the kids like ransom. Then dad gets mad because "if I'm not going to see the kid I don't want to pay" . . . it's a big vicious cycle.

— CSPED project manager

At a few sites, CSPED offered mediation services, but take-up among participants was low. Even if there was not a cost for the services, mediation required the voluntary participation of the custodial parent, and many participants did not think the custodial parent would attend. In some sites, fees for filing petitions with the court for a parenting time order were a barrier for participants. Some sites provided referrals to legal services for help with visitation. In a few sites, parenting facilitators tried to help participants informally with visitation issues.

- **Substance use 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 sites, staff felt that services were available, but participants did not access them.

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

Some participants faced substantial barriers to employment, such as serious felony convictions and weak or nonexistent work histories. Staff felt that these 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. Although four grantees offered subsidized employment, the others did not have access to this resource. 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."

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

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, they could not obtain a driver's license even after child support restrictions were lifted. Especially in communities with weak public transportation systems, this created a substantial barrier to employment.

During the early months of program operations, nearly all participants received at least one CSPED service; slightly more than half attended at least one group session. During their first four months of enrollment, participants received 14 hours of services on average, ranging from 7 to 28 hours across grantees. Participants received about 7 hours of employment services and 4 hours of parenting services on average. Staff identified four main gaps in services: help with visitation and parenting time, substance abuse and mental health services, subsidized employment options, and help obtaining driver's licenses.

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VI. PARTICIPANT EXPERIENCES AND PERCEPTIONS OF CHILD SUPPORT

Key findings: Participant experiences

- Most participants learned about the opportunity to enroll in CSPED from mailings, phone calls with child support workers, and the courts.
- Participants were motivated to enroll in CSPED so they could get help to find work, manage child support payments, obtain services and incentives, avoid jail, or because they were ordered to by the court.
- Participants described case managers as supportive, patient, encouraging, and knowledgeable.
- Many participants reported benefiting from enhanced child support services, but access was inconsistent.
- Participants appreciated receiving individualized help to prepare for and search for jobs, but some were dissatisfied with the quality of job leads and access to work supports.
- Participants found parenting classes valuable and enjoyed sharing experiences with other noncustodial parents; some wanted to involve their children or the custodial parent in group activities.
- To improve CSPED, participants suggested expanding access to services, developing higher-quality job leads, and providing help with parenting time and visitation.
- Nearly all participants had negative experiences with child support prior to CSPED, but after enrollment, some expressed a new willingness to work with the child support system.

An intervention can produce desired outcomes only if the target population enrolls and engages in services. Understanding participants' motivation for enrolling and the recruitment strategies and messages that convinced them to enroll is important for improving outreach efforts in existing demonstrations and future replications (Bayley et al. 2009). Similarly, learning about participants' program experiences, both positive and negative, can aid in refining strategies to increase engagement and promote sustained participation in services. For child support agencies in particular, information about noncustodial parents' perceptions of child support can point to strategies for improving engagement with the child support system.

This chapter provides information from CSPED participants about their motivations for enrolling, experiences participating in CSPED services, and their overall perceptions of the child support program. The information is based on six focus groups.[10] In total, 34 CSPED participants attended the groups. At the time of the site visits, some had only recently enrolled in CSPED, whereas others had participated since its launch. Half were currently employed, though some only part-time. One focus group participant was female. Due to the small sample size, findings in this chapter should be interpreted with caution as they may not be generalizable to all CSPED participants.

[10] We did not conduct focus groups in Iowa and Ohio because we had not yet received clearance to do so from the University of Wisconsin's Institutional Review Board by the time of the site visit.

A. Learning about CSPED and motivation for enrolling

- **Participants learned about CSPED from mailings, telephone calls with child support workers, and the courts.**

Participants reported learning about CSPED from outreach materials sent to their homes, such as postcards, flyers, or letters providing information about the program. These materials prompted some participants to contact the child support office to learn more. Others learned about CSPED during telephone calls with child support staff. In some cases, a child support worker called the participant directly to offer the program. Others learned about it when they contacted their child support worker over the telephone or in person to discuss their case or a recent job loss. Usually, the child support worker connected the participant with a CSPED intake worker or case manager. In two cases, participants joined the program after being ordered by the court to participate. After the court hearing, a CSPED staff member explained the program and services offered. This initial contact with CSPED occurred at the courthouse immediately after the individual was ordered into the program.

During focus groups, some participants said that they initially thought CSPED might be a "sting operation" designed to catch noncustodial parents that had not made child support payments. For example, one participant recalled that CSPED materials he received in the mail appeared to threaten incarceration and made the program sound mandatory.

Some noncustodial parents feared CSPED might be a sting

When I was there, some other guys with me said they almost didn't come because they thought it would be some kind of a setup or a sting. A lot of people think that will happen. I'm sure they missed the boat on a lot of guys because they thought if they showed up they might go to jail.

— CSPED participant

- **Participants enrolled to find work, manage child support payments, obtain services and incentives, avoid jail, or because they were ordered to do so by the court.**

After learning about the program, many participants decided to enroll in CSPED to get help finding work. This was especially true for participants that had significant barriers to employment, such as a criminal record or limited education. Others were motivated by incentives, such as driver's license reinstatement and arrears compromise. One participant thought he might receive assistance paying child support while he participated in the program. For participants who were at risk of being jailed for nonpayment, CSPED offered an appealing alternative. Two participants were ordered to enroll by the court and did so to avoid jail time.

B. Participant experiences and satisfaction with services

- **Participants viewed CSPED as an opportunity for change.**

Most participants expressed satisfaction with CSPED overall and appreciated the opportunity to make positive changes in their lives. Some participants were especially grateful for the opportunity to pursue a career. One participant said, "They give you an opportunity to find a career . . . it's like a second chance in life. We're here to be good providers, not like everybody labels us. This is a second chance, not to prove something to them, to commit to yourself and your family." Participants reported that participating in CSPED had increased their self-confidence and self-esteem, largely because the staff listened to them, treated them with

respect, and provided individualized services. As one participant said, "Some people treat you like a loser, like you are a sorry dad, but not here [at CSPED]."

- **Participants described case managers as supportive, patient, encouraging, and knowledgeable.**

Across sites, most participants were satisfied with the overall case management services they received and viewed their case managers as advocates who were "in their corner". Many participants felt that the case managers cared about them as individuals and wanted them to succeed in the program. Participants noted the patience and kindness of their case managers and their knowledge of the child support system. One participant reported that his case manager pushed him "in a nice way" to meet his goals. For many, this level of support contrasted with their prior experiences with child support workers.

Participants viewed their case managers as advocates

I am more at ease about child support now because I know I have help.

It's nice to have someone on your side. Because you're the dad you're automatically the bad guy. So it's nice to have someone who understands you're trying to pay your child support.

— CSPED participants

In two focus groups, participants reported difficulty reaching their CSPED case manager. In one focus group, participants felt the case manager was not proactive enough in following up with them, and in another, participants could not contact their case manager directly by telephone. They had to call an 800 number, leave a message, and wait for a call back. Depending on the case manager's schedule, she might not call back for a week. Participants found this frustrating if they had a specific question or concern and needed more immediate feedback.

Participants also expressed an interest in expanding access to CSPED staff overall by offering services outside of normal business hours. This was particularly important for those who had employment during daytime working hours and found it difficult to leave their jobs in order to access the services provided.

- **Participants valued the enhanced child support services, but some had limited access.**

Focus group participants reported mixed experiences with four types of enhanced child support services: expedited order review and modification, driver's license reinstatement, compromise of state-owed arrears, and assistance obtaining access to their children and visitation orders. Some participants reported receiving help to modify their child support order to correspond to their income. Other participants, however, were told that they could not obtain an order modification until they secured full-time employment. In another location, participants reported completing initial paperwork for a modification but had difficulty finding out about the status of their request and the time line for receiving a response.

Some participants received help with order modifications

[CSPED worker] has been helpful in getting a reduction in payments since I lost my job and got a new job that pays less. They were charging me the same amount of money, but she helped me get my order reduced to the lower salary.

— CSPED participant

In most focus groups, at least some participants reported receiving assistance to reinstate their driver's license. Participants reported that license suspension is a significant barrier to employment, and thus viewed this service as especially valuable. In one focus group, some

participants said they were told that license reinstatement was conditional on securing employment and making child support payments.

Some participants had received compromise of state-owed arrears as a result of their participation in CSPED, and others anticipated becoming eligible for arrears compromise after meeting program milestones. Other participants did not think they were eligible or felt that CSPED was not doing enough to help them reduce state-owed arrears. Many said that after paying current child support and arrears they would not have enough money to live, especially given the limited low-wage job opportunities available to them.

Participants wanted help obtaining access to their children

I think they should have counselors to help you get visitation rights for those who aren't seeing their kids. They should have someone who can guide you and counsel you through the process. . . . There should be an emphasis on spending a certain amount of time with your child.

— CSPED participant

In most focus groups, participants expressed frustration about lack of access to their children and felt that CSPED should do more to help participants obtain visitation orders. In one focus group, a participant reported that his CSPED worker offered to help him request a hearing on visitation and accompany him to court. However, this experience was the exception—most focus groups participants did not report receiving help with visitation.

- **Participants appreciated help obtaining employment, but some sought better-quality job leads and more access to work supports.**

Participants valued the information and new job readiness skills they obtained from CSPED. For example, some participants said that they did not know how to develop a résumé and cover letter and appreciated the help they received from CSPED staff to create them. One participant reported working one-on-one with an employment worker to develop a résumé, submitting it to a staffing agency, and then receiving a job offer. Participants also appreciated receiving instruction in how to fill out job applications and help preparing for interviews. Others reported that they did not know how to apply for a job online and received individualized help from a CSPED employment worker.

Individualized support motivated participants during job search

I think it is helpful you are allowed to come here. If you have questions while you fill out an application online, they can help you right here. The support system is big. If you are on your own at the job center, you are on an island. The support of [employment worker] and the people in your group helps. It's motivation to continue. If you were on your own, you would give up, and that would be it.

— CSPED participant

At several sites, participants found job readiness classes especially helpful. Participants at a site that provided a weeklong job readiness class described the experience as helpful, not only for obtaining work, but also for building self-esteem. Some highlighted the interview preparation during job readiness classes, either through mock interviews or viewing of videos.

In addition to developing skills in looking for and applying for jobs, many participants thought that CSPED staff helped them find jobs they would not have obtained independently, especially participants with criminal records. In some cases, job developers had access to a broader range of jobs than the participant was able to identify in his or her own job search. Some employment workers sent out regular emails listing current job opportunities. Other participants

reported obtaining employment through on-the-job training opportunities because the CSPED worker directly advocated on behalf of the participant or because of the job developer's credibility with the employer.

In some focus groups, participants also said they valued the support they received from other noncustodial parents in their job readiness classes. One participant described his efforts to help another participant obtain employment at the restaurant where he worked, and he expressed pride that he was able to network to identify job leads for participants just like the employment worker.

Mock interviewing helped participants prepare for a job search

We did mock interviews. The practice was huge, just to know what to expect and what they are looking for, what would submarine you, what not to do. If you didn't have any experience, the class was hugely enlightening. We all took turns doing a mock interview. One by one we went on the hot seat. Then we would talk about what you noticed, what you did well, what you could improve on. Then a couple days later we would try it again.

— CSPED participant

Other participants, however, expressed dissatisfaction with CSPED employment services, and in particular with the quality of job leads received. Some lamented that job leads provided by the program would not pay enough to cover living expenses after paying child support. Others said they did not receive job leads frequently enough. Some participants felt that the job leads were a not good match with their interests or found that the positions had already been filled by the time they received the leads.

Experiences with receipt of work supports was mixed. Some participants reported that gas cards, bus passes, and other transportation assistance enabled them get to job interviews and jobs. Others reported lack of access to gas cards or difficulty obtaining bus passes for employment-related activities because case managers were not always available to provide them.

- **Participants valued sharing experiences during parenting classes.**

Most, but not all, focus group participants had attended a parenting class. Many participants reported that the classes offered a positive and encouraging atmosphere. In particular, participants appreciated the opportunity to interact with other noncustodial parents in similar situations. One participant described the experience of talking with other parents as "the best part of the class." Another said, "It's enjoyable. It's like therapy. Everyone comes and hears each other's stories and when we leave it is like a relief, you get some weight off your back." Participants found that facilitators played an important role in fostering a positive atmosphere during classes. Many participants described facilitators as caring, knowledgeable, relatable, and encouraging.

Participants appreciated learning about parenting skills

With me being locked up for four years, I needed a refresher course. Spending that amount of time away from my kid, you kind of lose the mentality of how to take care of them. I didn't know how to discipline him when he got in trouble, so it helped me a lot.

— CSPED participant

Participants reported that they learned new information about the importance of fathers' involvement in children's live and parenting skills during the classes. Others appreciated that parenting classes included sessions on the child support system, because these sessions improved their understanding of the process and options available for access and visitation. Participants

also described the skills they learned in the parenting classes as helpful and broadly applicable to relationships with their children, the custodial parent, and other people in their lives. Some participants found that topics such as anger management and communication were especially helpful as they interacted with others.

Participants attributed positive changes in their lives to the parenting classes. One participant explained that the classes helped convince the mother of his child to allow visitation. Another participant stated that his child noticed a difference in his parenting since he had started participating in the classes. Other participants explained that participation in the classes could help them demonstrate their efforts to improve their lives to the court, and that communications skills acquired through the classes helped them express themselves effectively in court. One said, "We are using the [parenting class graduation] certificate when we go back to court in front of the judge to show that we are trying to go above and beyond and taking this class voluntarily to learn more about our children."

Parenting classes yielded tangible benefits for some participants

For the first three and a half years of my daughter's life I didn't see her. . . . I told her mom I was taking this class. Her mom said, "It shows that you are trying to improve your life." Now I am part of my daughter's life.

— CSPED participant

Several participants expressed a desire for program activities involving their families (Figure VI.1). For example, they suggested including events or classes in which participants' children could be actively involved, such as a family celebration during the final class. Another participant added that it would be helpful to receive feedback and coaching from parenting staff to improve their interactions with their children based on in-person observations. Other

Figure VI.1
Participants offered suggestions for improving CSPED

Focus group participants consistently said that they would recommend CSPED to others; many reported that they had already done so. A key recommendation for improving CSPED was to expand it, including making it available to more noncustodial parents (such as those with arrears-only cases or interstate cases), offering services in more geographic areas, and hiring more staff. Specific suggestions included the following:

- Expand access to CSPED staff by offering some services outside of normal business hours for participants with daytime jobs
- Provide clear and easily accessible information about the availability of incentives, work supports, and other services to which participants can be referred
- Provide services to help participants with access and visitation difficulties
- Focus employment services on helping participants obtain higher-quality jobs with wages that can cover child support payments and participants' living expenses
- Add subsidized employment as an option for incentivizing employers to hire participants
- Expand availability of state-owed arrears compromise programs for meeting program milestones
- Expand service offerings to include online classes, assistance establishing a bank account, housing assistance, and direct assistance for participants that do not have enough money for food and other essentials
- Expand parenting classes to include options for parent-child activities, parenting instruction based on staff observation of parent-child interventions, and activities that include the custodial parent
- Pay participants minimum wage for attending certain program activities
- Reduce child support obligations during program participation

participants recommended adding activities that the custodial parent and participant could take part in together to help convey the importance of having the noncustodial parent involved in the life of the child. One participant also suggested that it would be helpful to receive more information about managing personal finances during the parenting classes.

C. Perceptions of the child support program

During site visits, CSPED staff said that improving child support's image in the community was an important goal of the demonstration. Through CSPED, staff wanted to reach out to low-income noncustodial parents and engage them in working toward increasing their child support payments. However, noncustodial parents' negative perceptions of child support were a major barrier that made them reluctant to accept the offer of help. During focus groups, participants described their interactions with and perceptions of child support prior to and since enrolling in CSPED.

- **Nearly all participants had negative perceptions of child support prior to CSPED.**

Many participants reported difficulty contacting child support staff and building a relationship with a single child support worker prior to CSPED. For example, in one state in which CSPED operates, noncustodial parents had to call a central toll-free number and speak to a different worker each time they called. One focus group participant said, "If you get a letter [from child support], you have to call an 800 number and talk to someone different each time who has no idea what your situation is. It is difficult to understand what is going on. If the former person you talked to didn't type in notes, you have to start over." Many participants expressed resentment that communications from child support often included a threat and seemed intended to instill fear. Some said that as a result, they were unwilling to engage with the child support system.

Overall, participants felt that child support workers did not respect them, judged them for not paying child support, and lacked empathy for the hardships they experienced. Some participants reported similar experiences with the courts. One participant said that he felt good about being able to begin making partial payments, but in court the judge admonished him for not paying the full amount. When he said that he was not earning enough to live on, the judge replied, "I don't care how you live."

Several participants described ways in which child support interfered with their ability to obtain or sustain employment. One participant, who was required to submit a log of his job search activities, said that child support staff often called potential employers to confirm that he had submitted a job application. He felt that this made him seem like a high risk to employers and interfered with his ability to obtain a job. Several participants described the difficulty of obtaining permission from their employer to miss work to attend a court hearing related to child support. One participant reported losing a temporary job due to a mandatory court appearance. All participants in one focus group reported spending time in jail for not

Child support hearings interfered with employment

You have a court date, but you have to work at your job. You can't miss your court date. You can't even be five minutes late. Your employer is not going to say, "Oh, you need this for child support, okay go ahead." If you just started a job it is hard to get out. It comes back to a lack of empathy on the part of child support.

— CSPED participant

paying child support, which they felt was unfair and counterproductive. As one participant stated, "It doesn't do child support any good to put a father in jail. How is he supposed to work when he's in jail? And then it's still building up."

- **Following CSPED involvement, participants improved their outlook, and some expressed a new willingness to work with child support.**

Since taking part in CSPED, participants at most sites experienced positive changes in their interactions with child support staff. Participants also perceived that the child support agency was making an effort to change the way it treated noncustodial parents. One participant said, "There's a stigma attached to noncustodial fathers. You are not fulfilling your obligations because you don't want to. . .That's how people label you. I was nowhere to be found for three or four years because I didn't want to be talked to like that. I owe $32,000 in back child support, but for a long time I didn't care. Now I'm here and I'm talking to you people. But that's only because the olive branch was extended to me by this program." They reported that child support workers involved in CSPED were more friendly, approachable, and compassionate. Moreover, child support workers were willing to listen to the reason they were not able to pay child support, expressed empathy with them, and tried to help. Some felt that child support staff working on CSPED wanted to work collaboratively with them to find solutions that would benefit the participants and their children. This positive change in tone led some participants to change their attitudes and willingness in turn to engage with child support.

A change in tone by child support led to greater cooperation

I think I am speaking for everyone in this room. Before this program child support was the bad guy. But you have put a human face on the bureaucracy. I can see [child support worker]. I can picture her face. It's not just someone at the other end of the line trying to get my money. She has my children's interest in mind. She has my interests in mind. Okay, let's work together. If it wasn't for this program I would still be hanging up on child support.

— CSPED participant

In summary, participants expressed overall satisfaction with CSPED and appreciated the support they received from CSPED staff. Some were dissatisfied with the quality of job leads they received and access to work supports. Participants recommended expanding access to services and providing help with parenting time and visitation. Although participants had negative experiences with child support prior to CSPED, many expressed a new willingness to work with the child support system.

VII. EARLY LESSONS FROM THE FIRST YEAR OF CSPED SERVICE DELIVERY

Key findings: Early lessons

- Shifting child support culture toward helping low-income noncustodial parents obtain employment was difficult but necessary to implement CSPED.
- Deploying child support workers who supported CSPED's goals helped address recruitment challenges.
- Keeping participants engaged required intensive efforts. Some grantees designed services to promote engagement by initiating services quickly, making services easy to access, and providing quick turnaround appointments and follow-up.
- Most participants faced multiple barriers to employment. As staff learned more about these challenges, they tried new approaches and sought additional resources to address them.
- Establishing strong working relationships among partners required aligning organizational cultures and investing in strong communication systems.
- Help with parenting time was a pressing unmet need for participants.

Grantees and their partners experienced a steep learning curve during the first year of CSPED operations. The demonstration required child support agencies to shift to new strategies for increasing payments from low-income noncustodial parents that required new ways of working and new partnerships. Partners had to learn about the child support system and how to work collaboratively with child support staff. All grantees grappled with difficulties in recruiting and engaging participants and developing strategies for helping them overcome significant barriers to employment. This chapter highlights the main challenges CSPED grantees faced in their first year and describes early lessons learned about how to implement the services.

A. Key challenges and early strategies for overcoming them

- **Reorienting child support staff and systems toward helping low-income noncustodial parents obtain employment was daunting but necessary for accomplishing CSPED's goals.**

Shifting child support programs from reliance on enforcement tools to providing services as a strategy for increasing child support payments contradicted the prevailing organizational culture of child support agencies and the courts. Although all grantees had leaders who were committed to making the shift and eager to take on the challenge, buy-in from child support staff, attorneys, and judges was mixed. In particular, some long-time child support staff viewed CSPED as outside of their mandate to enforce child support orders and were uncomfortable with their new role as CSPED recruiters. Buy-in from judges was also mixed. Some judges supported CSPED by making referrals or ordering noncustodial parents to enroll, but others would not, for example, modify orders for CSPED participants that did not yet have employment. In some states, although county child support agencies located in CSPED implementation sites suspended enforcement actions for CSPED participants, the state continued to

Changing perceptions of child support's role was a challenge

A challenge for CSPED is the culture change as far as how child support workers perceive providing extra programming. . . . People have different perspectives about what child support programs should do. They like to label it being a social worker or a bill collector. I think they need to find a label that is more representative about providing services as a child support worker.

— CSPED site manager

send letters threatening sanctions. State laws also hampered one grantee's ability to offer state-owed arrears compromise. To address these challenges, grantees worked to educate child support workers and other stakeholders about CSPED, explain its benefits to the child support program, and share success stories of CSPED participants that obtained employment and began making regular child support payments. One child support worker described his change of perspective as follows: "We'd rather help them, and that's a complete shift on how it used to be. I was trained a completely different way 10 years ago, but once I saw that it was actually working, and we were getting benefits on the other end of it . . . , the ultimate goal is to get them to pay, not throw them in jail."

- **Convincing noncustodial parents to enroll in CSPED was more challenging than most grantees anticipated.**

In addition to internal perceptions of child support's role, grantees also faced challenges related to external perceptions, particularly among potential participants, of child support. During every site visit, CSPED staff and focus group participants said that noncustodial parents did not trust child support and did not view the agency as a source of help. In fact, many staff and participants reported that noncustodial parents often suspected CSPED was a sting operation designed to put noncustodial parents that were behind in their child support payments in jail. One job developer explained that CSPED was "going against the grain, where instead of sanctions we are talking about sugar. We're fighting against the impression of 'busting dead beat dads.' That is the biggest challenge." Many staff noted the difficulty of getting noncustodial parents on the telephone to offer services to them; most were in the habit of evading calls from child support. Some staff reported that the recruitment challenges were a surprise. Due to the rich package of services CSPED offered, they expected noncustodial parents to be eager to enroll.

Staff felt that changing perceptions of child support would take time

We drove noncustodial parents into the holes where they are hiding. . . . We didn't drive them away in a day, but we're trying to change it in a day.

— CSPED project manager

Most CSPED staff felt that despite the challenges, it was essential for child support to lead CSPED recruitment efforts as a way to begin changing public perceptions of the agency. Most noted that this would be a slow process but expressed optimism that as more noncustodial parents experienced CSPED, word about the changes happening in child support would spread. One grantee even set up a Facebook page for CSPED that noncustodial parents could "like," as a way of spreading its message.

- **Keeping participants engaged in services required intensive staff effort.**

Noncustodial parents faced a host of barriers to participation: transportation problems, child care duties, disorganization, low motivation, and low self-esteem. Although nearly all participants had received some services, participation did not reach desired levels in the first year. For example, only 46 percent of participants attended a group parenting session during their first four months of enrollment. Some grantees had not anticipated the level of difficulty they faced in keeping participants engaged. Throughout the first year, grantees experimented with a range of strategies to increase engagement: redesigning initial needs assessments, scheduling individual appointments for participants waiting to begin group activities, assigning staff to follow up on missed appointments and sessions, and investing significant amounts of time in

reminder calls. During site visits, some CSPED staff raised concerns about having enough staff to provide the level of intensive support required, especially as caseloads continued to grow.

- **Most participants faced multiple barriers to employment, such as criminal records, lack of work history, and low levels of education.**

Staff found that many CSPED participants needed more-intensive employment services than some grantees and partners had anticipated. Nearly 70 percent had a criminal record, many had little or no work history, and some did not know how to fill out a job application online. These barriers limited the types of jobs that participants could obtain; finding jobs that provided sufficient wages to cover child support and living expenses proved especially challenging. Some job developers lamented the lack of subsidized employment opportunities for participants, which they felt was necessary to help some noncustodial parents transition into unsubsidized employment. To address these challenges, employment partners sought specialized employment services for people with criminal records, identified new training opportunities, and redoubled efforts to build relationships with employers and develop job leads for participants.

CSPED participants had significant barriers to employment

The biggest surprise was working with participants who had no work history whatsoever. They have nothing to build on. They are building from scratch.

— CSPED project manager

- **Establishing partnerships required alignment of different organizational cultures.**

Developing partnerships with community service providers was a new experience for many child support managers involved in CSPED. Some grantees were able to draw on existing relationships, but most had to identify new partners. Some had difficulty identifying suitable partners, especially for parenting services.

Most grantees experienced some challenges related to developing these relationships and coordinating the services. For example, because they were not familiar with service provision, and in particular employment services, some struggled with how to set reasonable performance expectations and to get up to speed on what needed to be done. Some states required grantees to establish fee-for-service contracts with their partners. Typically, under these contracts, partners received payments when participants met certain benchmarks. When enrollment levels did not rise to expected levels, partners did not receive enough funds to deliver services. Others had initial difficulty establishing communication systems and making sure participants did not "fall through the cracks." Some grantees modified contracts to take into account lower-than-expected enrollments. They also tested different strategies to improve coordination and worked through communication issues.

Child support and partners had to align their work

Meshing the program together [between child support and the partner agency] so that we don't lose engagement of noncustodial parents has been a challenge.

— Partner agency director

- **Help with parenting time was a pressing need for participants.**

During site visits, staff and partners frequently cited challenges with parenting time and visitation. Many participants did not have access to their children, often due to poor relationships

with custodial parents. During interviews, CSPED staff often said that connecting noncustodial parents with their children was an important goal, yet they had few if any services to offer to help with this challenge. In particular, parenting group facilitators cited this as a missing piece of CSPED. Some worked on coaching participants about how to improve their relationships with the custodial parent and offered voluntary mediation. However, if the custodial parent was unwilling, they did not have resources to address the problem. Many staff reported that participants did not want to pay their child support if they could not see their child. At some sites, parenting facilitators reached out to custodial parents informally or referred participants to legal resources.

CSPED staff did not have resources to help participants with visitation

You can give a parent all of the tools necessary to be successful, but if the other parent isn't on the same page, it doesn't matter how many tools you have in your bag.

— Parenting facilitator

- **Various administrative and bureaucratic snags created implementation delays.**

During site visits, CSPED staff reported a range of administrative and bureaucratic issues that delayed or hampered implementation. For example, several grantees faced challenges developing contracts with partners. One had difficulty getting a request for proposals approved to solicit partners, and another faced delays in the contract approval process. As a result, both grantees had less time than anticipated to work with their partners on service delivery plans prior to launching the demonstration. Some grantees and partners faced similar challenges when they needed to hire staff, especially when turnover occurred. Staff at some sites faced challenges in obtaining approval for incentives and work supports. Often, transportation supports were needed quickly to get participants to a job interview or a group activity, but approval processes were sometimes slow. In other cases, staff felt that they were not following through on commitments to participants when approval of incentives was delayed. During the first year of operations, grantees and partners sought ways to break through these logjams and work around bureaucratic snags when possible.

B. Early lessons learned

This report covers an early period of CSPED operations and reflects grantees' initial efforts to implement the demonstration and overcome implementation hurdles. Staff are likely to learn much more about implementation as the demonstration proceeds. Nevertheless, these early lessons represent observations of staff shared during site visits and synthesis of implementation data collected to date.

- **Deploy child support workers who support CSPED's goals to identify and recruit participants.**

Although grantees tested a range of strategies for recruiting noncustodial parents to participate in CSPED, child support workers proved to be the best source of eligible applicants. Relying on child support workers to nominate noncustodial parents from their caseloads had mixed results, however, because some did not buy in to CSPED's premise or did not feel comfortable in the role of recruiter. To address this challenge, grantees tapped experienced child support workers who supported CSPED's approach and goals to lead recruitment efforts. Other promising strategies for addressing these concerns included providing child support workers with

training on how to recruit participants, information about how CSPED benefits the child support program, and success stories about noncustodial parents who have obtained employment and are paying child support.

- **Develop services that take into account the challenges faced by the target population.**

During the first year of implementation, grantees learned much more about the challenges faced by CSPED participants. In particular, most participants face substantial barriers to employment and difficulties accessing their children. To address employment challenges, staff found that many participants needed job readiness instruction, individualized help to prepare résumés and learn how to complete job applications, and placement in jobs identified for them by job developers. Some employment partners also sought new resources such as programs that offered help with criminal record expungement, employment services for individuals with criminal records, and help obtaining driver's licenses. Staff also sought to develop trusting rapport to keep participants motivated; support from others in their job readiness and parenting group also motivated participants to stay engaged. Grantees did not have sufficient resources to address parenting time issues and cited this as a gap in services.

- **Design services to promote sustained participant engagement.**

Grantees identified several promising strategies for promoting participation in services. First, grantees aimed to engage participants quickly, within a few days of enrollment, either by meeting with them one-on-one, providing an orientation session, or getting them involved quickly in job readiness and parenting classes. Some designed their service offerings for ease of access, such as by co-locating services, front-loading group activities in the initial weeks after enrollment, and scheduling activities in consistent time blocks. In addition, staff scheduled quick turnaround appointments no more than a few days in advance and coupled the appointments with reminder calls. Grantees also put systems in place to follow up with participants as soon as possible when they did not attend a scheduled appointment or group session. Finally, grantees provided gas cards and bus passes to participants that did not have transportation.

- **Invest in strong partnerships and communication systems.**

Especially due to the complexity of CSPED, clear systems for referring participants to services, tracking participation, and coordinating follow-up contacts were essential to keep participants from falling through the cracks. In addition, partners needed strong working relationships to resolve problems that inevitably arose related to recruitment, engagement, and service delivery. Promising strategies for establishing these relationships included co-location, which fostered familiarity and regular communication; regular meetings to discuss progress; clear delineation of roles and responsibilities for follow-up and documentation of services; and strong communication protocols across agencies.

C. Next steps

Grantees will continue to implement CSPED for three years beyond the time period covered by this interim report. During this time, collection of service use data will continue in GMIS, and participants will complete follow-up surveys. In 2016, the evaluation team will field another staff survey and conduct another round of site visits to interview CSPED staff and conduct participant focus groups. We will use these data to produce a final implementation report that examines the

full implementation period and provides a more comprehensive assessment of the types and dosage of services participants received. The report will focus on the infrastructure and supports that facilitated implementation, program features that appear to promote higher levels of participant engagement, promising strategies for helping participants obtain employment and make regular child support payments, and strategies for overcoming common implementation hurdles. A final report will examine CSPED's impacts on participants' outcomes and include a benefit-cost analysis.

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APPENDIX A

GRANTEE AND SITE PROFILES

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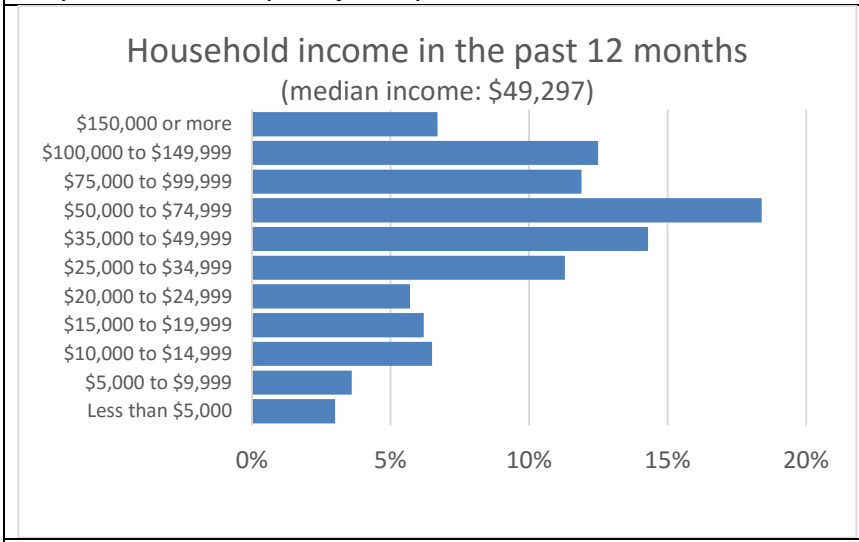
California: Pathways to Self-Sufficiency (Pass) Project

The California Department of Social Services serves as the CSPED grantee in California, where the child support enforcement program is supervised by the state and administered by the counties. CSPED is being implemented in one site, Stanislaus County, by the Stanislaus County Department of Child Support Services. The program is known as Pathways to Self-Sufficiency, or PASS, at the local level.

PATHWAYS TO SELF-SUFFICIENCY (PASS)	
Grantee	California Department of Social Services
Implementation site	Stanislaus County (Modesto), California
Lead agency	Stanislaus County Department of Child Support Services
Employment provider	Alliance Worknet
Parenting provider	Center for Human Services
Domestic violence services provider	Haven Women's Center of Stanislaus County
Population	518,321
Educational attainment	
High school or higher	76.4%
Bachelor's degree or higher	16.4%
Population below poverty level	20.3%
Children below poverty level	28.4%
Race alone or in combination with one or more races	
White	80.1%
Black or African American	3.8%
American Indian/Alaska Native	2.3%
Asian	6.7%
Native Hawaiian/Pacific Islander	1.2%
Hispanic or Latino (of any race)	42.5%

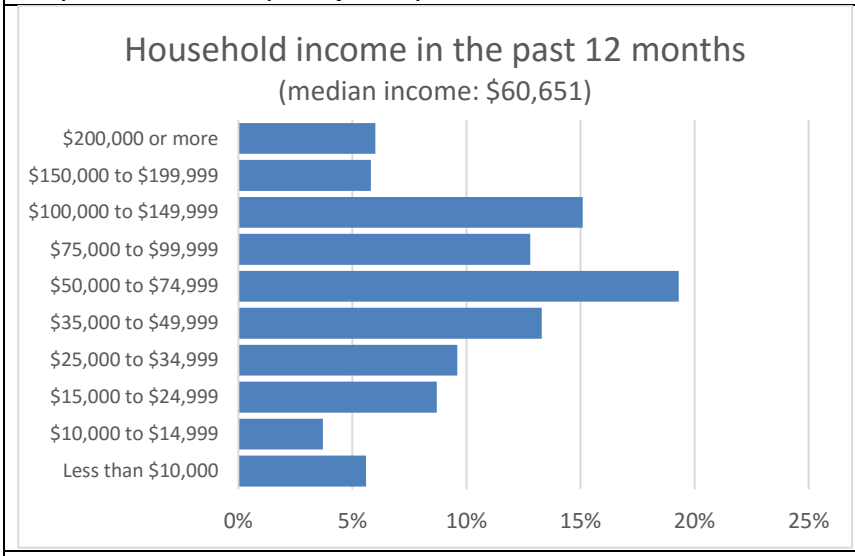


Note: All data from U.S. Census 2013 American Community Survey. Available at http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml.

Colorado: Colorado Parent Employment Project (CO-PEP)

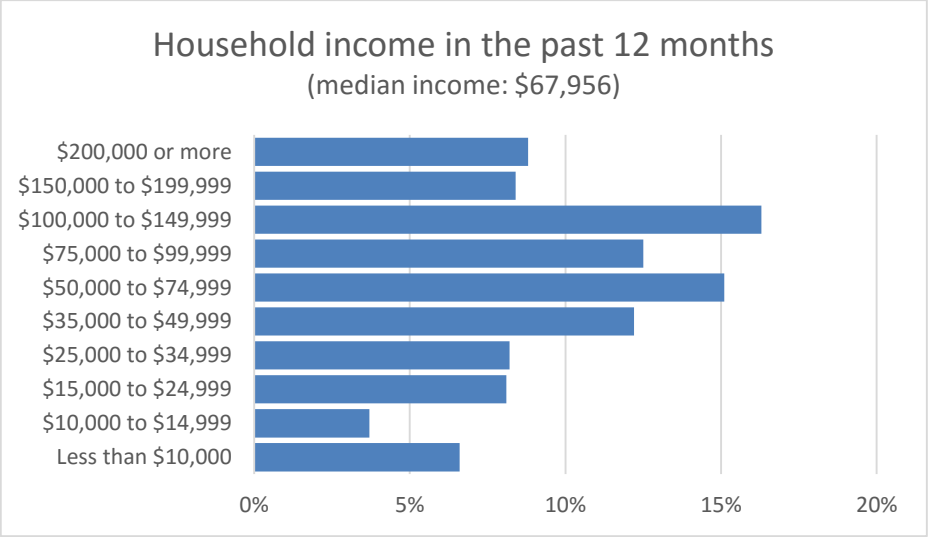
The Colorado Department of Human Services serves as the CSPED grantee in Colorado, where the child support enforcement program is supervised by the state and administered by the counties. Colorado's program is known as Colorado Parent Employment Project (CO-PEP). The Colorado Department of Human Services Division of Child Support Services centrally manages the overall project. It is being implemented locally in five sites: Arapahoe, Boulder, El Paso, Jefferson, and Prowers counties.

COLORADO PARENT EMPLOYMENT PROJECT (CO-PEP)	
Grantee	Colorado Department of Human Services
Implementation site	Arapahoe County (Littleton–Aurora), Colorado
Lead agency	Child Support Enforcement Division, Arapahoe County Department of Human Services
Employment provider	Arapahoe/Douglas Works! Workforce Center
Parenting provider	Child Support Enforcement Division, Arapahoe County Department of Human Services; Aurora Mental Health Center
Domestic violence services provider	Gateway Battered Women's Services
Population	585,333
Educational attainment	
High school or higher	91.4%
Bachelor's degree or higher	38.8%
Population below poverty level	12.1%
Children below poverty level	16.6%
Race alone or in combination with one or more races	
White	78.3%
Black or African American	11.8%
American Indian/Alaska Native	1.8%
Asian	6.2%
Native Hawaiian/Pacific Islander	0.3%
Hispanic or Latino (of any race)	18.4%



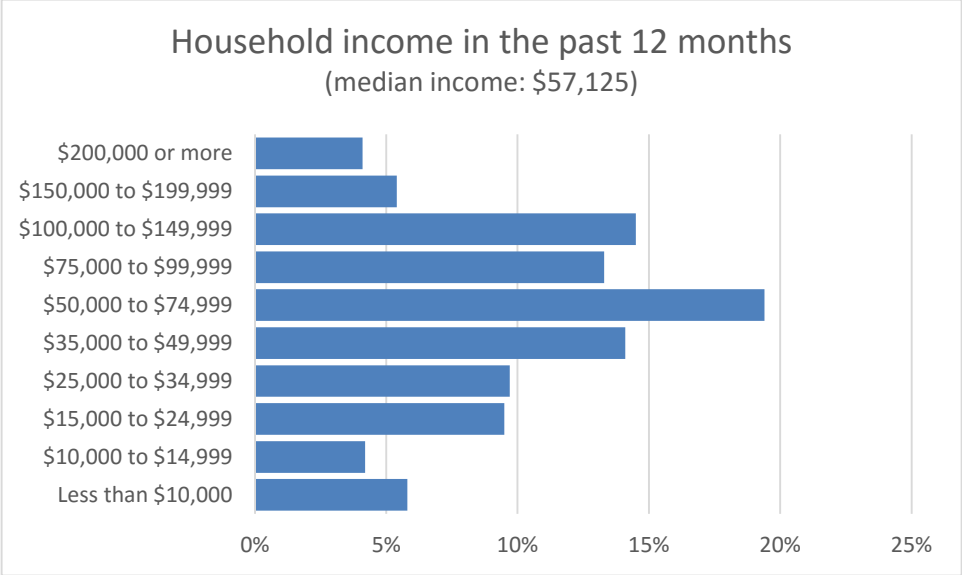
Note: All data from U.S. Census 2013 American Community Survey. Available at http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml.

COLORADO PARENT EMPLOYMENT PROJECT (CO-PEP)	
Grantee	Colorado Department of Human Services
Implementation site	Boulder County (Boulder), Colorado
Lead agency	Child Support Services, Case Management and Community Outreach Division, Boulder County Department of Housing and Human Services
Employment provider	Colorado Works, Community Support Division, Boulder County Department of Housing and Human Services
Parenting provider	Contracted licensed family therapist
Domestic violence services provider	Safehouse Progressive Alliance for Nonviolence; Safe Shelter of St. Vrain Valley
Population	301,072
Educational attainment	
High school or higher	93.9%
Bachelor's degree or higher	58.3%
Population below poverty level	14.2%
Children below poverty level	13.3%
Race alone or in combination with one or more other races	
White	90.4%
Black or African American	1.6%
American Indian/Alaska Native	1.2%
Asian	5.3%
Native Hawaiian/Pacific Islander	0.2%
Hispanic or Latino (of any race)	13.4%



Note: All data from U.S. Census 2013 American Community Survey. Available at http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml.

COLORADO PARENT EMPLOYMENT PROJECT (CO-PEP)	
Grantee	Colorado Department of Human Services
Implementation site	El Paso County (Colorado Springs), Colorado
Lead agency	YoungWilliams Child Support Services under contract with the El Paso County Department of Human Services
Employment provider	Discover Goodwill of Southern & Western Colorado
Parenting provider	Contracted parenting services provider
Domestic violence services provider	TESSA of Colorado Springs; Empowerment Therapy Center; Court Appointed Special Advocates (CASA) for Children of the Pikes Peak Region
Population	634,423
Educational attainment	
High school or higher	93.6%
Bachelor's degree or higher	29.3%
Population below poverty level	12.4%
Children below poverty level	16.8%
Race alone or in combination with one or more other races	
White	86.0%
Black or African American	8.1%
American Indian/Alaska Native	2.3%
Asian	4.5%
Native Hawaiian/Pacific Islander	0.8%
Hispanic or Latino (of any race)	15.4%



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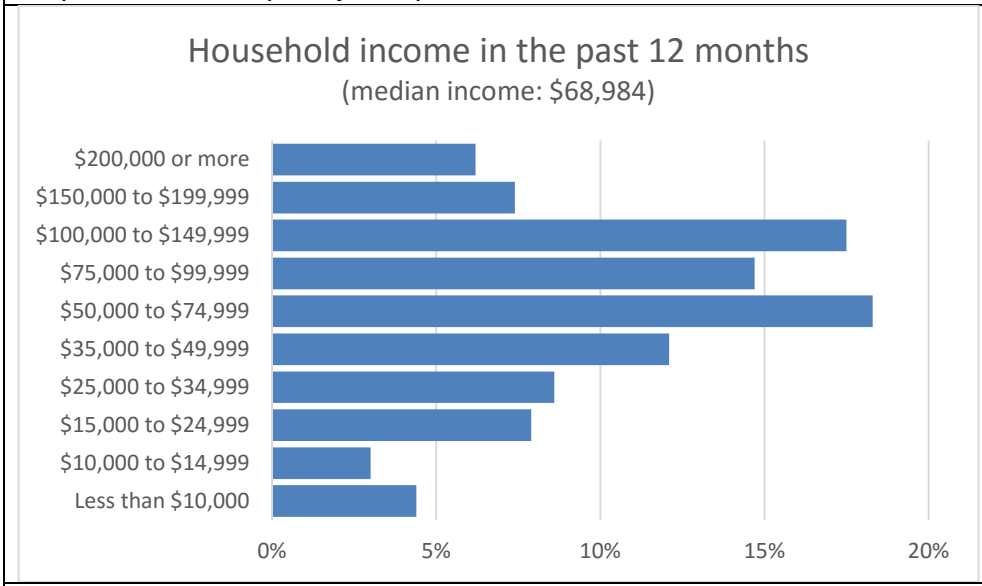
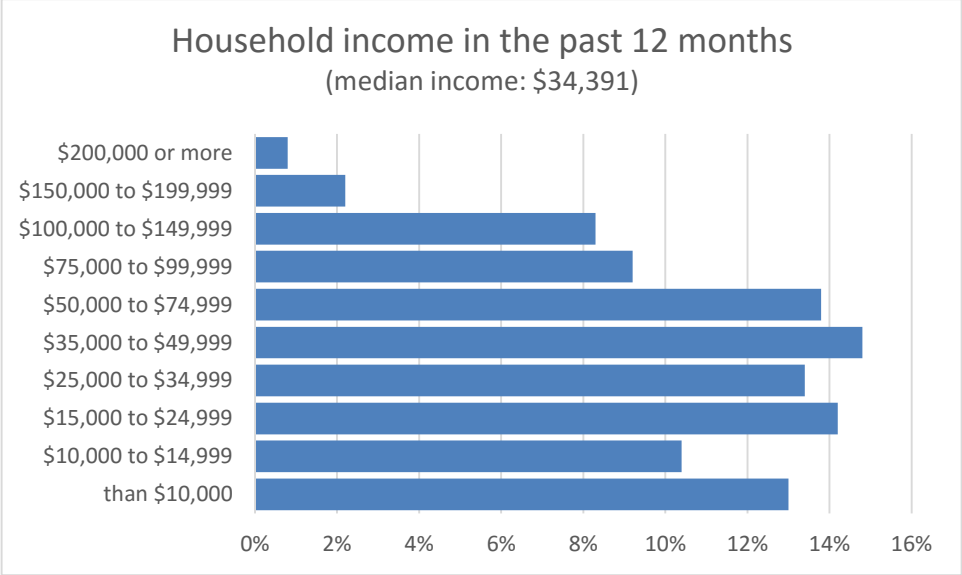
COLORADO PARENT EMPLOYMENT PROJECT (CO-PEP)	
Grantee	Colorado Department of Human Services
Implementation site	Jefferson County (Golden–Lakewood), Colorado
Lead agency	Child Support Services, Jefferson County Human Services Department
Employment provider	Child Support Services, Jefferson County Department of Human Services Department; American Job Center
Parenting provider	Child Support Services, Jefferson County Department of Human Services Department
Domestic violence services provider	Whitian House
Population	540,669
Educational attainment	
High school or higher	93.7%
Bachelor's degree or higher	40.7%
Population below poverty level	8.6%
Children below poverty level	12.1%
Race alone or in combination with one or more other races	
White	93.0%
Black or African American	1.6%
American Indian/Alaska Native	1.7%
Asian	3.5%
Native Hawaiian/Pacific Islander	0.2%
Hispanic or Latino (of any race)	14.6%



Note: All data from U.S. Census 2013 American Community Survey. Available at http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml.

COLORADO PARENT EMPLOYMENT PROJECT (CO-PEP)	
Grantee	Colorado Department of Human Services
Implementation site	Prowers County (Lamar), Colorado
Lead agency	Prowers County Department of Human Services
Employment provider	Special Programs, Prowers County Department of Human Services; Lamar Workforce Center
Parenting provider	Special Programs, Prowers County Department of Human Services
Domestic violence services provider	Partnership for Progress
Population	12,473
Educational attainment	
High school or higher	79.2%
Bachelor's degree or higher	14.1%
Population below poverty level	23.3%
Children below poverty level	31.4%
Race alone or in combination with one or more other races	
White	94.9%
Black or African American	0.8%
American Indian/Alaska Native	1.2%
Asian	0.8%
Native Hawaiian/Pacific Islander	0.3%
Hispanic or Latino (of any race)	35.7%

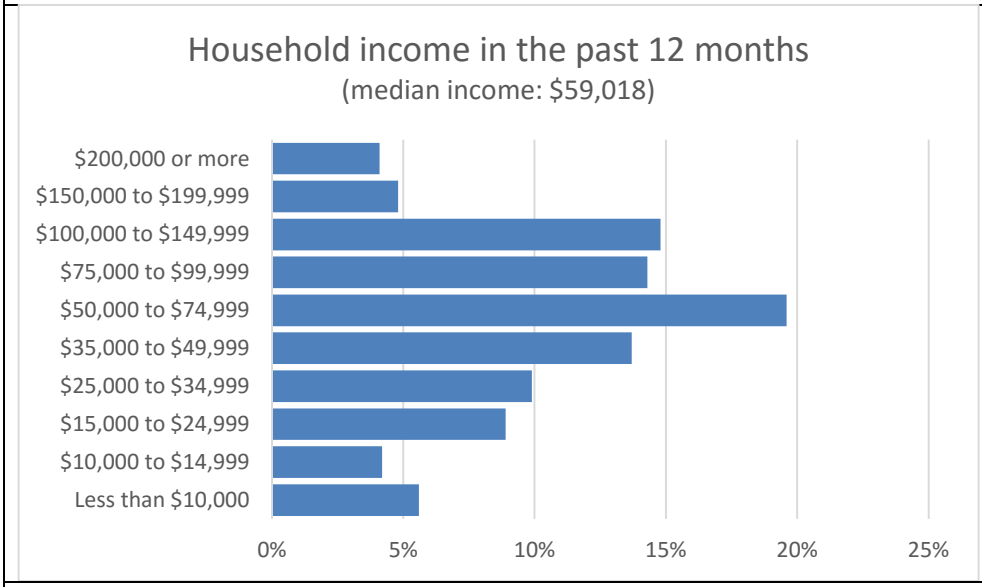


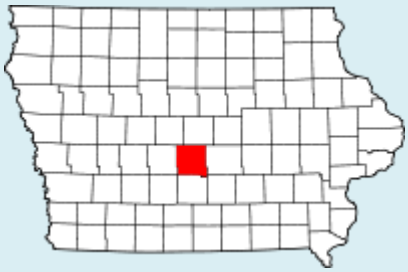
Note: All data from U.S. Census 2013 American Community Survey. Available at http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml.

Iowa: Reliable Employment and Child Support Help (REACH)

The Iowa Department of Human Services Child Support Recovery Unit (CSRU) serves as the grantee in Iowa. Iowa's child support enforcement program is supervised and administered by the state. Its program, known as Reliable Employment and Child Support Help (REACH), is being managed by the Des Moines Region CSRU.

RELIABLE EMPLOYMENT AND CHILD SUPPORT HELP (REACH)	
Grantee	Iowa Department of Human Services Child Support Recovery Unit
Implementation site	Polk County (Des Moines), Iowa
Lead agency	Child Support Recovery Unit, Iowa Department of Human Services, Des Moines Region
Employment provider	Evelyn K. Davis Center for Working Families
Parenting provider	Contracted parenting services provider
Domestic violence services provider	Iowa Coalition Against Domestic Violence
Population	438,307
Educational attainment	
High school or higher	91.8%
Bachelor's degree or higher	34.9%
Population below poverty level	11.8%
Children below poverty level	16.3%
Race alone or in combination with one or more other races	
White	87.9%
Black or African American	7.4%
American Indian/Alaska Native	0.9%
Asian	4.2%
Native Hawaiian/Pacific Islander	0.1%
Hispanic or Latino (of any race)	7.7%



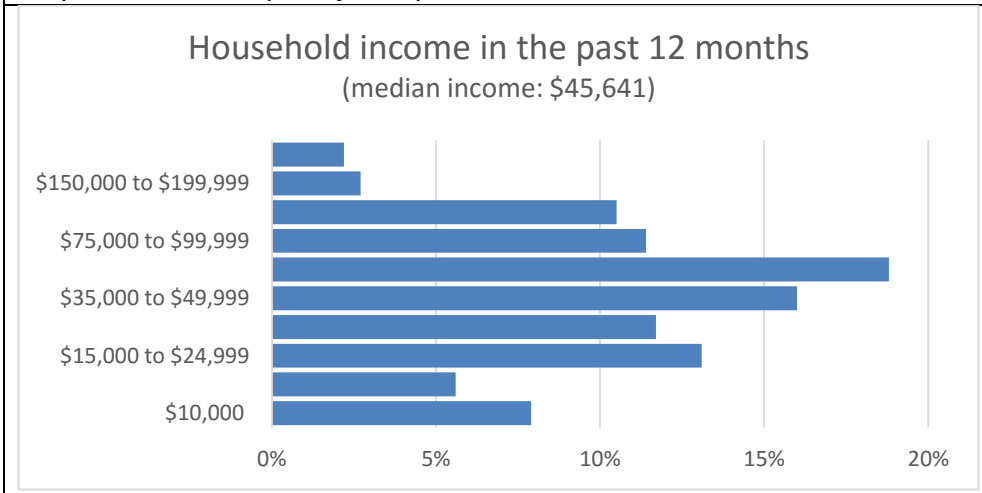


Note: All data from U.S. Census 2013 American Community Survey. Available at http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml.

Ohio: Right Path for Fathers Partnership

The Ohio Department of Job and Family Services Office of Child Support serves as the CSPED grantee in Ohio, where the child support enforcement program is supervised by the state and administered by the counties. CSPED is being implemented in one site, Stark County, by the Stark County Job and Family Services Child Support Enforcement Division. It is known locally as the Right Path for Fathers Partnership.

RIGHT PATH FOR FATHERS PARTNERSHIP	
Grantee	Ohio Department of Job and Family Services Office of Child Support
Implementation site	Stark County (Canton), Ohio
Lead agency	Child Support Enforcement Division, Stark County Job and Family Services
Employment provider	Goodwill Industries of Greater Cleveland and East Central Ohio, Inc.; Stark County Community Action Agency
Parenting provider	Early Childhood Resource Center
Domestic violence services provider	Domestic Violence Project, Inc.
Population	375,348
Educational attainment	
High school or higher	89.1%
Bachelor's degree or higher	21.1%
Population below poverty level	15.0%
Children below poverty level	23.3%
Race alone or in combination with one or more other races	
White	91.3%
Black or African American	9.1%
American Indian/Alaska Native	0.9%
Asian	1.1 %
Native Hawaiian/Pacific Islander	0.0%
Hispanic or Latino (of any race)	1.7%



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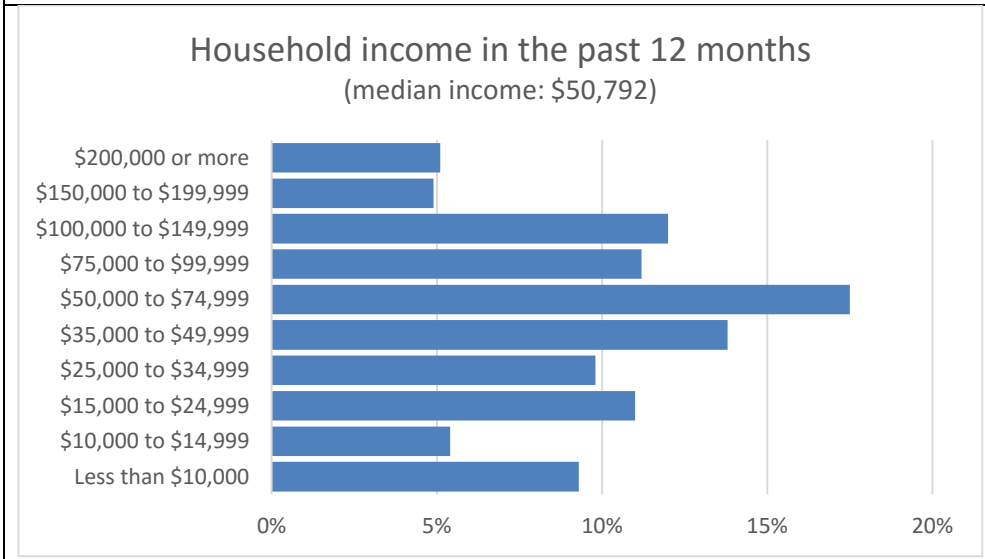
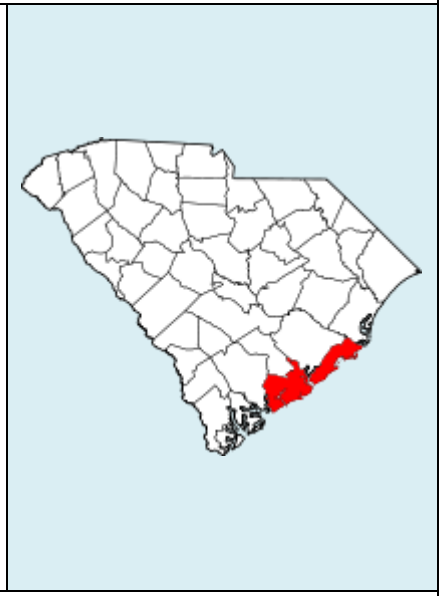
South Carolina: Operation: Work

The South Carolina Department of Social Services, Integrated Child Support Services Division (ICSSD) serves as the CSPED grantee in South Carolina. South Carolina's child support enforcement program is supervised and administered by the state. Its program, known as Operation: Work, is being implemented by the ICSSD in three sites: Horry, Charleston, and Greenville Counties.

Operation: Work	
Grantee	South Carolina Department of Social Services
Implementation site	Charleston County (Charleston), South Carolina
Lead agency	Integrated Child Support Services Division, South Carolina Department of Social Services
Employment provider	Father to Father Project, Inc. (The South Carolina Center for Fathers and Families)
Parenting provider	Father to Father Project, Inc. (The South Carolina Center for Fathers and Families)
Domestic violence services provider	Family Services, Inc.
Population	358,736
Educational attainment	
High school or higher	88.3%
Bachelor's degree or higher	39.4%
Population below poverty level	18.2%
Children below poverty level	27.2%
Race alone or in combination with one or more other races	
White	67.5%
Black or African American	30.2%
American Indian/Alaska Native	0.8%
Asian	1.8 %
Native Hawaiian/Pacific Islander	0.2%
Hispanic or Latino (of any race)	5.2%





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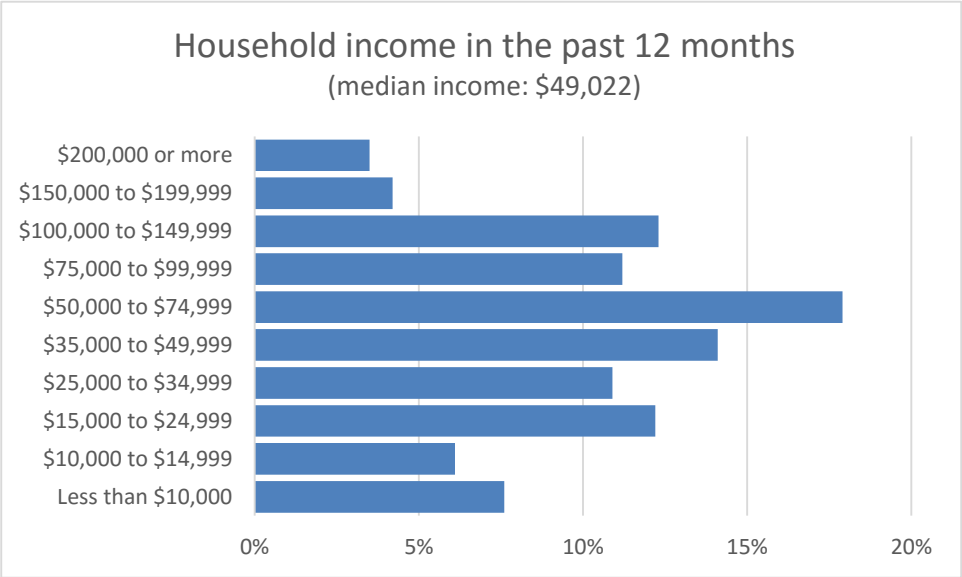
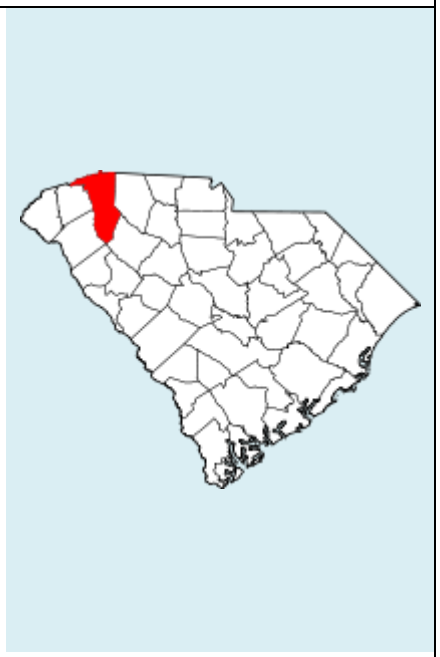
Operation: Work	
Grantee	South Carolina Department of Social Services
Implementation site	Greenville County (Greenville), South Carolina
Lead agency	Integrated Child Support Services Division, South Carolina Department of Social Services
Employment provider	Upstate Fatherhood Coalition (The South Carolina Center for Fathers and Families)
Parenting provider	Upstate Fatherhood Coalition (The South Carolina Center for Fathers and Families)
Domestic violence services provider	Safe Harbor, Inc.
Population	459,857
Educational attainment	
High school or higher	85.7%
Bachelor's degree or higher	31.2%
Population below poverty level	15.8%
Children below poverty level	23.9%
Race alone or in combination with one or more other races	
White	78.0%
Black or African American	19.0%
American Indian/Alaska Native	0.7%
Asian	2.4%
Native Hawaiian/Pacific Islander	0.1%
Hispanic or Latino (of any race)	8.3%





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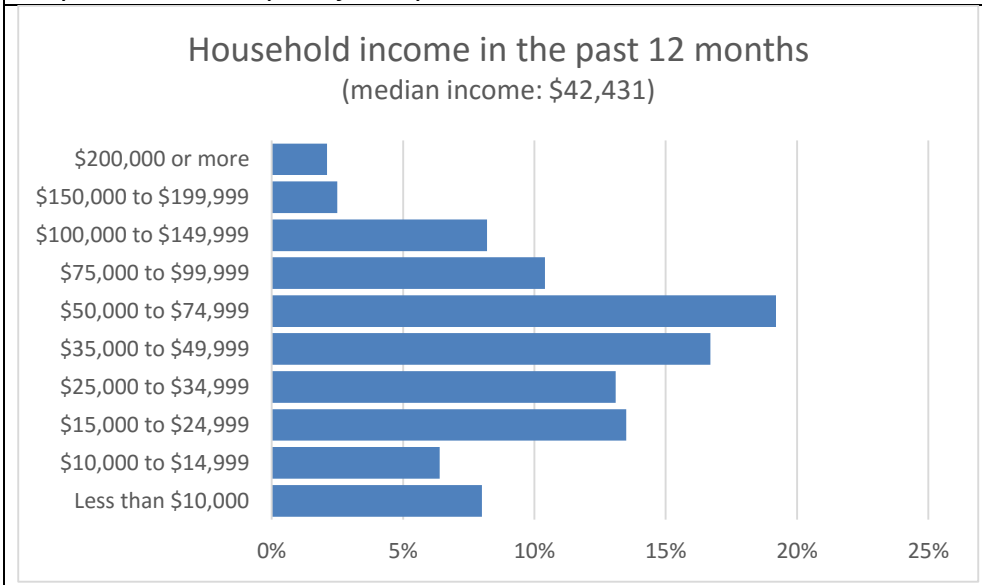
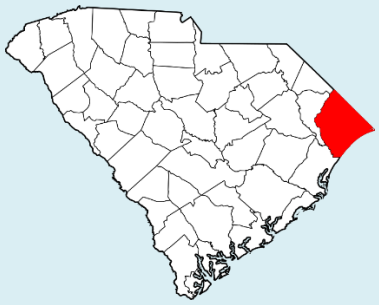
Operation: Work	
Grantee	South Carolina Department of Social Services
Implementation site	Horry County (Myrtle Beach-Conway-North Myrtle Beach), South Carolina
Lead agency	Integrated Child Support Services Division, South Carolina Department of Social Services
Employment provider	A Father's Place (The South Carolina Center for Fathers and Families)
Parenting provider	A Father's Place (The South Carolina Center for Fathers and Families)
Domestic violence services provider	ParentsCare
Population	276,688
Educational attainment	
High school or higher	87.7%
Bachelor's degree or higher	22.7%
Population below poverty level	18.6%
Children below poverty level	30.1%
Race alone or in combination with one or more other races	
White	82.1%
Black or African American	14.5%
American Indian/Alaska Native	0.9%
Asian	1.4%
Native Hawaiian/Pacific Islander	0.1%
Hispanic or Latino (of any race)	6.1%



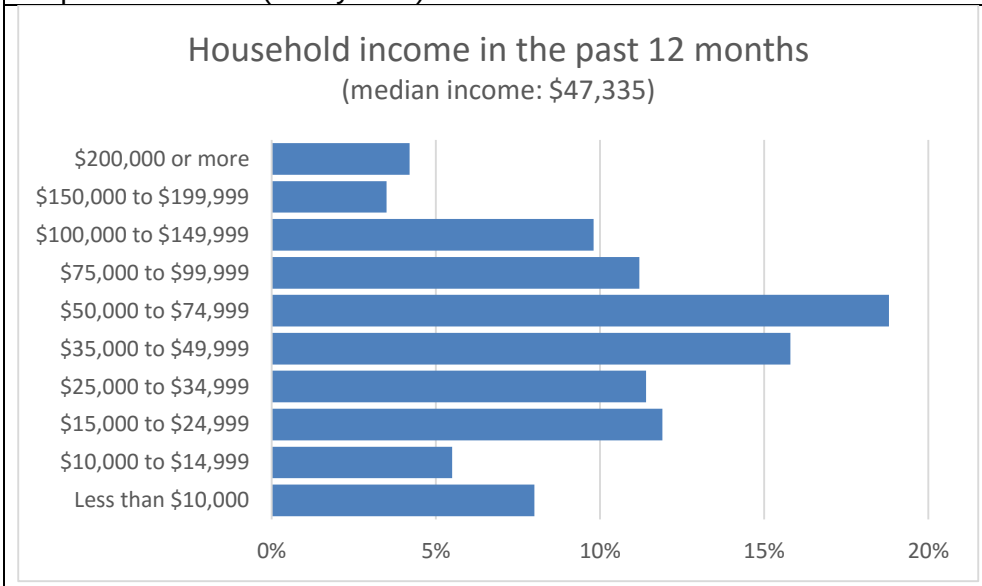


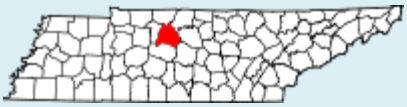
Note: All data from U.S. Census 2013 American Community Survey. Available at http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml.

Tennessee: Child Support Noncustodial Parent Employment Demonstration (CSPED)

The Department of Human Services, Child Support Division serves as the CSPED grantee in Tennessee. Tennessee's child support enforcement program is supervised and administered by the state, although child support services are provided under contract by private providers. Tennessee's program, which is known as the Tennessee Noncustodial Parent Employment Demonstration Project (TNPED), is being implemented by the Department of Human Services in three sites: Davidson, Hamilton, and Shelby counties.

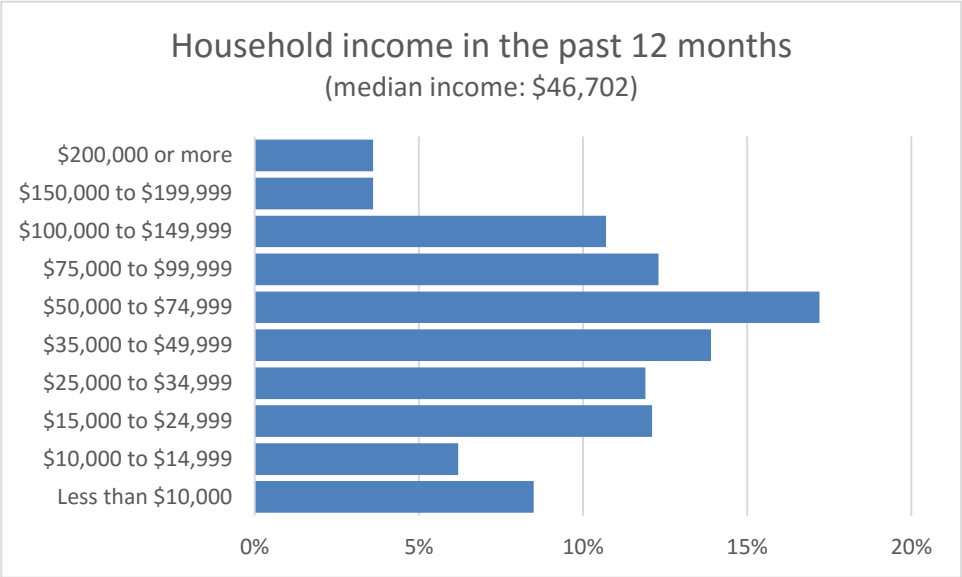
Child Support Noncustodial Parent Employment Demonstration (CSPED)	
Grantee	Tennessee Department of Human Services
Implementation site	Davidson County (Nashville), Tennessee
Lead agency	Child Support Services Division, Tennessee Department of Human Services
Employment provider	Tennessee Department of Labor and Workforce Development; Goodwill Industries of Middle Tennessee, Inc.
Parenting provider	Faith in Action
Domestic violence services provider	Tennessee Coalition to End Domestic and Sexual Violence
Population	638,395
Educational attainment	
High school or higher	86.4%
Bachelor's degree or higher	35.9%
Population below poverty level	18.5%
Children below poverty level	30.0%
Race alone or in combination with one or more other races	
White	64.5%
Black or African American	28.8%
American Indian/Alaska Native	0.8%
Asian	3.7%
Native Hawaiian/Pacific Islander	0.1%
Hispanic or Latino (of any race)	9.7%

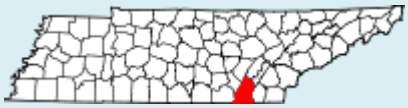




Note: All data from U.S. Census 2013 American Community Survey. Available at http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml.

Child Support Noncustodial Parent Employment Demonstration (CSPED)	
Implementation site	Hamilton County (Chattanooga), Tennessee
Lead agency	Child Support Services Division, Tennessee Department of Human Services
Employment provider	Tennessee Department of and Workforce Development; Chattanooga Goodwill Industries
Parenting provider	First Things First
Domestic violence services provider	Tennessee Coalition to End Domestic and Sexual Violence
Population	638,395
Educational attainment	
High school or higher	86.3%
Bachelor's degree or higher	27.2%
Population below poverty level	16.6%
Children below poverty level	25.3%
Race alone or in combination with one or more other races	
White	76.1%
Black or African American	20.7%
American Indian/Alaska Native	0.8%
Asian	2.2%
Native Hawaiian/Pacific Islander	0.1%
Hispanic or Latino (of any race)	4.6%





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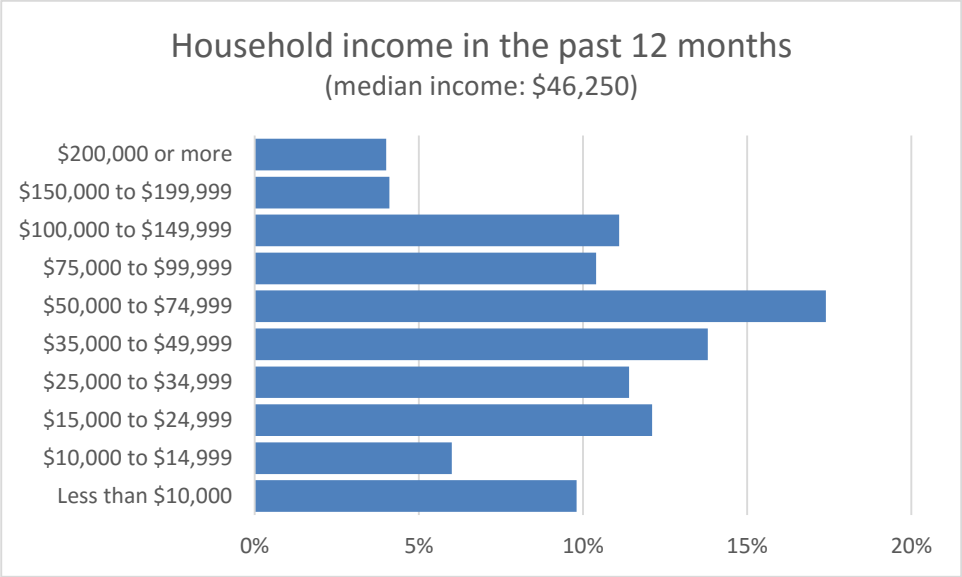
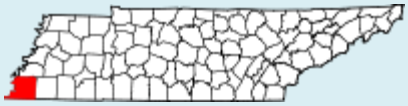
Child Support Noncustodial Parent Employment Demonstration (CSPED)	
Grantee	Tennessee Department of Human Services
Implementation site	Shelby County (Memphis), Tennessee
Lead agency	Child Support Services Division, Tennessee Department of Human Services
Employment provider	Tennessee Department of Labor and Workforce Development; Workforce Investment Network
Parenting provider	Families Matter
Domestic violence services provider	Tennessee Coalition to End Domestic and Sexual Violence
Population	932,919
Educational attainment	
High school or higher	86.0%
Bachelor's degree or higher	29.0%
Population below poverty level	20.8%
Children below poverty level	31.6%
Race alone or in combination with one or more other races	
White	42.3%
Black or African American	53.1%
American Indian/Alaska Native	0.7%
Asian	2.7%
Native Hawaiian/Pacific Islander	0.1%
Hispanic or Latino (of any race)	5.7%



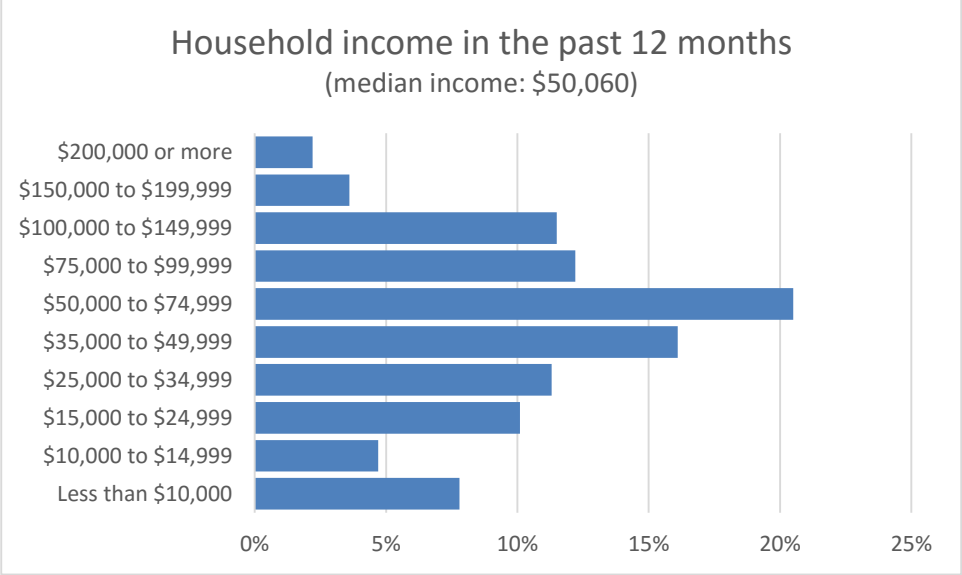


Note: All data from U.S. Census 2013 American Community Survey. Available at http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml.

Texas: NCP Choices PEER

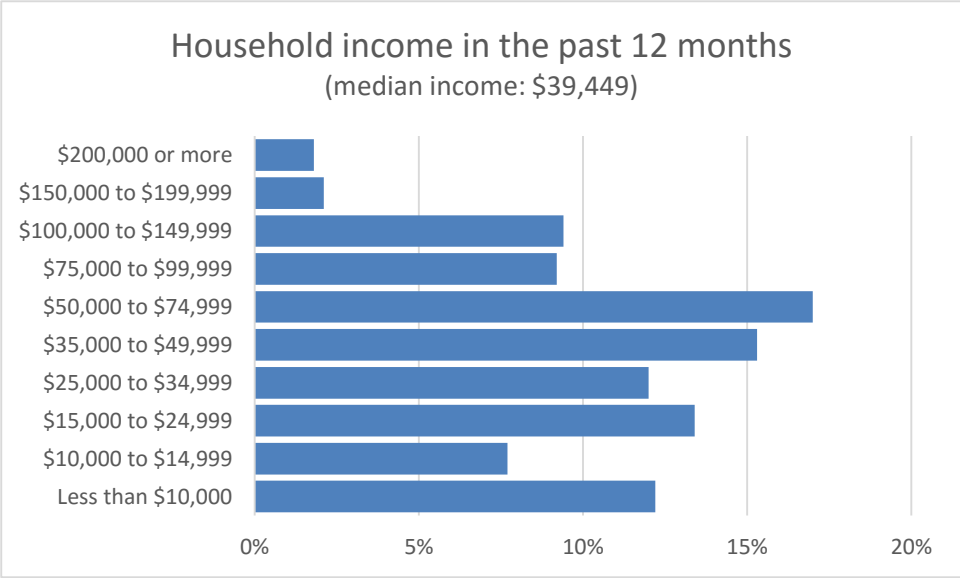
The Texas Office of the Attorney General, Child Support Division serves as the CSPED grantee in Texas. The Texas child support enforcement program is supervised and administered by the state. The Office of the Attorney General's Child Support Division is implementing the program, which is named NCP Choices – PEER, in two sites: Bell and Webb counties.

Texas NCP Choices PEER	
Grantee	Texas Office of the Attorney General
Implementation site	Bell County (Killeen-Temple Metro), Texas
Lead agency	Child Support Division, Texas Office of the Attorney General
Employment provider	Workforce Solutions of Central Texas
Parenting provider	Workforce Solutions of Central Texas
Domestic violence services provider	Texas Council on Family Violence
Population	316,144
Educational attainment	
High school or higher	89.5%
Bachelor's degree or higher	21.7%
Population below poverty level	15.3%
Children below poverty level	22.0%
Race alone or in combination with one or more other races	
White	70.1%
Black or African American	23.8%
American Indian/Alaska Native	1.7%
Asian	4.4%
Native Hawaiian/Pacific Islander	1.1%
Hispanic or Latino (of any race)	22.3%



Note: All data from U.S. Census 2013 American Community Survey. Available at http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml.

Texas NCP Choices PEER	
Grantee	Texas Office of the Attorney General
Implementation site	Webb County (Laredo), Texas
Lead agency	Child Support Division, Texas Office of the Attorney General
Employment provider	Workforce Solutions of South Texas
Parenting provider	Workforce Solutions of South Texas
Domestic violence services provider	Serving Children and Adults in Need (SCAN)
Population	254,829
Educational attainment	
High school or higher	64.2%
Bachelor's degree or higher	17.2%
Population below poverty level	31.4%
Children below poverty level	42.5%
Race alone or in combination with one or more other races	
White	94.2%
Black or African American	0.5%
American Indian/Alaska Native	0.5%
Asian	0.7%
Native Hawaiian/Pacific Islander	0.0%
Hispanic or Latino (of any race)	95.5%

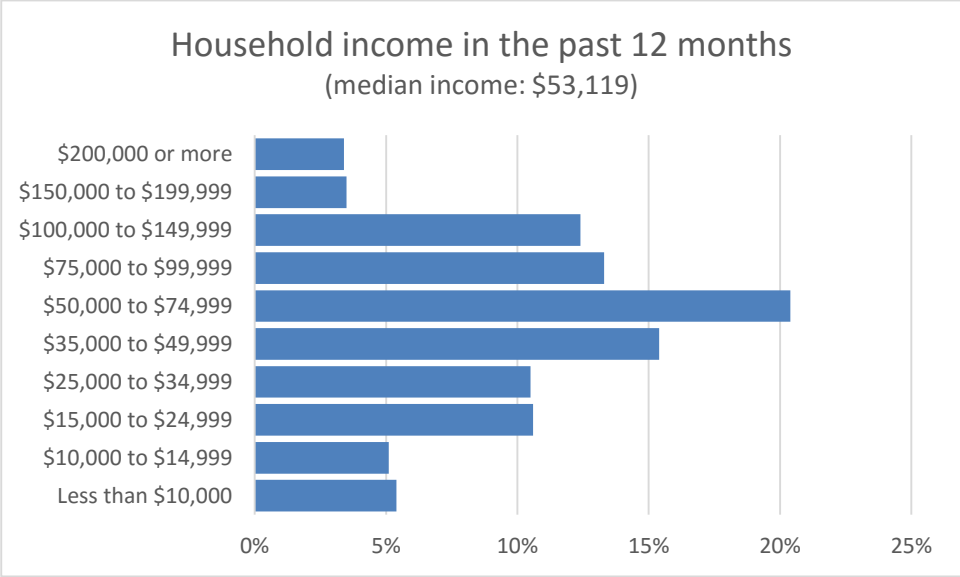


Note: All data from U.S. Census 2013 American Community Survey. Available at http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml.

Wisconsin: Supporting Parents Supporting Kids (SPSK)

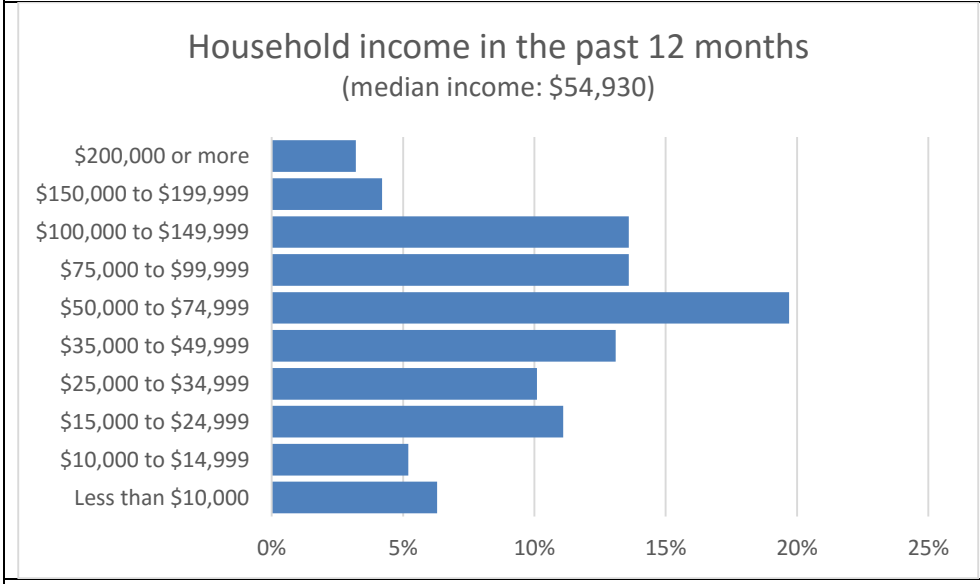
The Wisconsin Department of Children and Families serves as the CSPED grantee in Wisconsin, where the child support enforcement program is supervised by the state and administered by the counties. The overall project is being managed centrally by the Wisconsin Department of Children and Families Bureau of Child Support. It is being implemented by the child support agencies in two sites: Brown and Kenosha counties. The program is known locally as Supporting Parents Supporting Kids (SPSK)

Support Parents Supporting Kids (SPSK)	
Grantee	Wisconsin Department of Children and Families
Implementation site	Brown County (Green Bay), Wisconsin
Lead agency	Brown County Child Support Agency
Employment provider	Forward Service Corporation
Parenting provider	Family Services of Northeast Wisconsin
Domestic violence services provider	Golden House
Population	250,597
Educational attainment	
High school or higher	90.4%
Bachelor's degree or higher	26.8%
Population below poverty level	11.5%
Children below poverty level	15.9%
Race alone or in combination with one or more other races	
White	90.9%
Black or African American	3.4%
American Indian/Alaska Native	3.5%
Asian	3.3%
Native Hawaiian/Pacific Islander	0.1%
Hispanic or Latino (of any race)	7.5%



Note: All data from U.S. Census 2013 American Community Survey. Available at http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml.

Support Parents Supporting Kids (SPSK)	
Grantee	Wisconsin Department of Children and Families
Implementation site	Kenosha County (Kenosha), Wisconsin
Lead agency	Child Support Agency, Division of Workforce Development, Kenosha County Department of Human Services
Employment provider	Goodwill Industries of Southeastern Wisconsin, Inc.
Parenting provider	Goodwill Industries of Southeastern Wisconsin, Inc.
Domestic violence services provider	Catholic Charities of the Diocese of Green Bay
Population	166,874
Educational attainment	
High school or higher	88.8%
Bachelor's degree or higher	23.2%
Population below poverty level	14.0%
Children below poverty level	20.0%
Race alone or in combination with one or more other races	
White	89.3%
Black or African American	7.9%
American Indian/Alaska Native	0.9%
Asian	1.9%
Native Hawaiian/Pacific Islander	0.0%
Hispanic or Latino (of any race)	12.0%



Note: All data from U.S. Census 2013 American Community Survey. Available at http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml.

APPENDIX B

POLICY AND COMMUNITY CONTEXT
INFORMATION ABOUT GRANTEE CHILD SUPPORT SYSTEMS

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Policy and Community Context: Information about Grantee Child Support Systems								
	Grantee							
	California	Colorado	Iowa	Ohio	South Carolina	Tennessee	Texas	Wisconsin
Organizational structure								
- State supervised – county administered	X	X[a]		X				X
- State supervised – state administered			X		X	X[b]	X	
Guidelines								
- Income shares[c]	X	X	X	X	X	X		
- Percentage of income[d]							X	X
Minimum order amount policy[e]								
- 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						X	X	X
Order modification criteria[f]								
- 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[g]	X				X	X	X	X
Treatment of state-owed arrears								
- Arrears can be compromised	X	X	X	X	X			X
- Arrears can be reduced	X	X	X	X	X		X	X

Sources: Child support policy documents from California, Colorado, Iowa, Ohio, South Carolina, Tennessee, Texas, and Wisconsin; U.S. Government Accountability Office

[a]El Paso County, Colorado, uses a private contractor to administer its child support program in one of its five implementation sites.

[b]Tennessee directly contracts with private providers to provide contractors to manage its child support program in all three of its implementation sites.

[c]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.

[d]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.

[e]Minimums range from $50 to $150 per month depending on the state and number of children.

[f] Modifications can be requested once every three years unless otherwise noted.

[g]Payments made during TANF receipt are passed-through to the custodial parent and disregarded from benefits calculation.

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Interim Report Released on Early Findings from Demonstration Designed to Identify Effective Policies to Help Noncustodial Parents Support Their Children

MADISON — Early findings from the first two years of an ambitious national five-year demonstration designed to identify effective policies to help noncustodial parents support their children are reflected in an interim report issued today by the Institute for Research on Poverty (IRP) at the University of Wisconsin, along with its partner, Mathematica Policy Research. The project, known as the Child Support Noncustodial Parent Employment Demonstration (CSPED), was launched by the Office of Child Support Enforcement (OCSE) within the Administration for Children and Families, U.S. Department of Health and Human Services, in fall 2012.

CSPED's goal is to increase reliable payment of child support by noncustodial parents who are willing but unable to pay. While the child support system is designed to address the potential negative consequences for children living apart from one of their parents by ensuring that noncustodial parents contribute financially to their upbringing, many noncustodial parents, including a disproportionate share whose children live in poverty, have limited earnings and ability to pay. Moreover, child support orders often constitute a high proportion of their income. CSPED is testing whether a child support system that enables, as well as enforces, noncustodial parents' contributions to the support of their children can be effective.

Evaluation Principal Investigator and UW Professor of Social Work Daniel R. Meyer notes, "This is a very important opportunity for evidence-based policymaking. If the final evaluation of this innovative program shows positive results, it has the potential to transform the way child support services are provided in this country. Many feel the current system is not working very well; the evaluation results should tell us whether an alternative would work better."

The interim report issued today reflects demonstration activities that commenced in fall 2012, when the eight child support agencies competitively awarded grants by OCSE to participate in CSPED began a

one-year planning period, as well as activities during the initial year of program enrollment. During the planning period, each of the eight grantees formed required partnerships, developed service-delivery plans, and refined eligibility criteria. Ultimately, grantees designated a total of 18 implementation sites, ranging from one to five counties per grantee. Beginning in the last quarter of 2013, grantees began enrolling participants in the demonstration. Half of the enrollees will be randomly assigned to receive CSPED services, including enhanced child support services, employment assistance, parenting education delivered in a peer-supported format and case management. Half will be assigned to a control group and will not receive extra services. Each grantee aims to recruit 1,500 eligible noncustodial parents.

Throughout the two-year time period reflected in the report, grantees and their partners experienced a steep learning curve. In particular, the CSPED grantees grappled with several challenges including reorienting child support staff and systems toward helping low-income noncustodial parents obtain employment; recruiting noncustodial parents to enroll in CSPED; keeping participants engaged in services; addressing participants' multiple barriers to employment such as criminal records, lack of work history, and low levels of education; establishing partnerships and meshing different organizational cultures; and helping participants with parenting time issues.

Although the report issued today covers an early period of CSPED operations and reflects grantees initial efforts to implement the demonstration and overcome challenges, early lessons can be drawn from observations shared by staff and a synthesis of implementation data collected to date. These early lessons include the importance of using child support workers who support CSPED's goals to identify and recruit participants; developing services that take into account the substantial barriers to employment faced by the target population; designing services to promote sustained participant engagement; and investing in strong partnerships and communication systems.

The demonstration will continue operating through September 2017, or three years beyond the time period reflected in the report. A final implementation report will examine the full implementation period and provide a more comprehensive assessment of the types and dosage of services participants received. The report will focus on the infrastructure and supports that facilitated implementation, program features that appear to promote higher levels of participant engagement, promising strategies for helping participants obtain employment and make regular child support payments, and strategies for overcoming common implementation hurdles. A final report will examine CSPED's impacts on participants' outcomes and include a benefit-cost analysis.

In addition to IRP's Dr. Meyer, Robert G. Wood, Senior Fellow, Mathematica Policy Research, also serves as Principal Investigator for the demonstration. The CSPED Evaluation Director is Jennifer L. Noyes, IRP Associate Director and Researcher. Dr. Noyes, along with Diane Paulsell, Associate Director of Human Services Research, Mathematica Policy Research, led the team that completed the interim implementation report.

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