



Partnering to Build A Stronger Society

September 17 – 19, 2019  Crystal Gateway Marriott  Arlington, VA

Employment-Oriented Programs for Noncustodial Parents: What Works and What's Next?



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CHILDREN & FAMILIES

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Speakers

- Elaine Sorensen, Technical Advisor, Office of Child Support Enforcement (OCSE), on detail at the Office of Planning, Research, and Evaluation (OPRE)
- Ki'i Powell, Director, Office of Economic Security, Colorado's Department of Human Services
- Janice Peters, Deputy Division Administrator, Division of Family and Economic Security, Wisconsin's Department of Children and Families





Purpose of Workshop

- The purpose of this workshop is to provide information on different program models and state efforts to provide employment services to noncustodial parents.
 - First, Elaine Sorensen will present information on three recent large-scale evaluations that have examined the effectiveness of providing employment services to noncustodial parents using different program models.
 - Second, Ki'i Powell and Janice Peters will discuss their respective states' efforts to provide employment services to noncustodial parents.





Impact Results from Three Recent Evaluations

Elaine Sorensen
Elaine.Sorensen@acf.hhs.gov



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Background

- Since 1980, broad economic shifts have sharply reduced the availability of high paying jobs for workers without postsecondary education. At the same time, incarceration rates have substantially increased. Men, particularly African American men, have been hard hit by these trends.
- Many of these individuals are noncustodial parents and are in the child support program. As a result of being unemployed or underemployed, many have child support orders that are not fully paid and have accumulated large arrears balances.
- The child support program has limited options to respond. Few employment-oriented services are available.

Current Focus

- The current administration has expressed strong interest in addressing this situation. The Administration for Children and Families (ACF) has issued the following three information memorandums that encourage state TANF and child support programs to implement employment programs for noncustodial parents.
 - TANF-ACF-IM-2018-01(Use of TANF funds to promote employment programs for noncustodial parents)
 - OCSE-IM-2018-02 (Use of IV-D Incentive Funds for NCP Work Activities)
 - OCSE-IM-2019-04 (Availability of Section 1115 Waivers to Fund NCP Work Activities)

Recent Evaluations

- Three recent evaluations have examined the effectiveness of providing employment services to noncustodial parents and fathers, all of which used randomized control trials.
 - **ETJD** – In 2011, the U.S. Department of Labor launched the Enhanced Transitional Jobs Demonstration (ETJD) to test the effectiveness of providing temporary, subsidized jobs and other enhanced services to noncustodial parents and ex-offenders facing significant employment barriers. The U.S. Department of Health and Human Services, Office of Planning, Research and Evaluation (OPRE) contributed to this evaluation through its Subsidized and Transitional Jobs Demonstration.
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Recent Evaluations (cont'd)

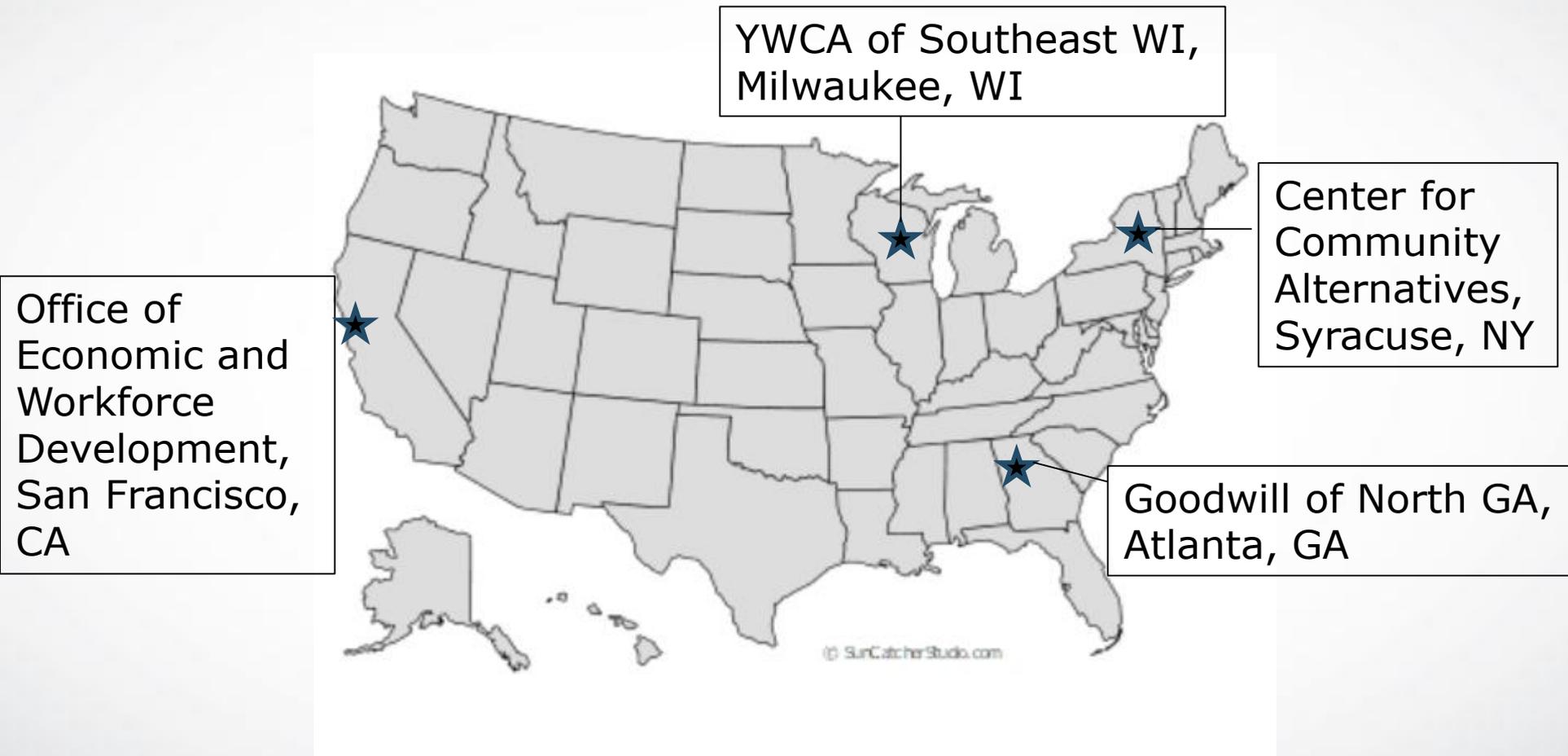
- **PACT** – In 2011, the Office of Family Assistance (OFA) funded the Parents and Children Together (PACT) evaluation of four Responsible Father programs that received grants from OFA's Healthy Marriage and Responsible Fatherhood Program. The majority of participating fathers were noncustodial parents. OPRE oversaw this evaluation.
- **CSPED** – In 2012, the federal Office of Child Support Enforcement (OCSE) launched the Child Support Noncustodial Parent Demonstration (CSPED) to test the effectiveness of child support-led employment programs for noncustodial parents behind in their child support.

ETJD – Noncustodial Parent Sites

The U.S. Department of Labor awarded four grants to help noncustodial parents improve their ability to obtain unsubsidized employment through ETJD. (Three other grants were awarded to help ex-offenders.)

- **Lead Agency** – Nonprofit agencies; Workforce Investment Boards
- **Key Partner Agencies** – Local child support agencies, One-Stop Career Centers, employers
- **Target Population** - Noncustodial parents in the child support program who were behind in their child support
- **Key Services** – Up to four months of subsidized employment, other employment services, case management, and enhanced child support services

Enhanced Transitional Jobs Demonstration – Noncustodial Parent Sites



PACT

The four Responsible Fatherhood programs in the PACT evaluation provided individual and group services to fathers to help them improve their parenting and relationship skills and their economic stability.

- **Lead Agency** – Nonprofit agencies
- **Key Partner Agencies** – Domestic violence programs, local child support agencies, employment service providers
- **Target Population** – Fathers, the majority of whom were noncustodial parents
- **Key Services** – Parenting workshops, relationship skills workshops, employment services, case management, assistance with child support issues

Parents and Children Together

Goodwill-Easter Seals, Minneapolis and St. Paul, MN

Urban Ventures, Minneapolis, MN



Fathers' Support Center, St. Louis, MO

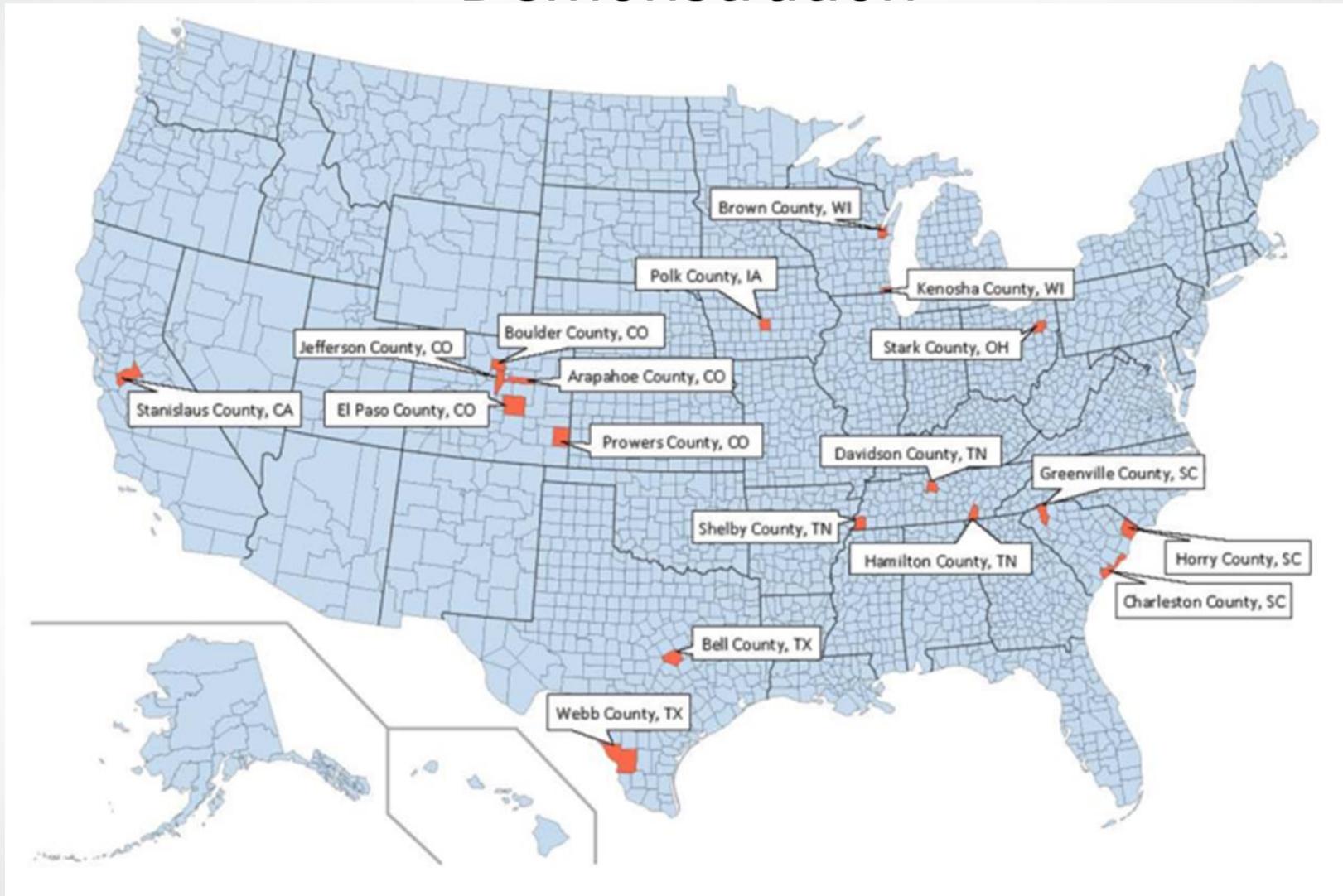
Connections to Success, Kansas City, KS and Kansas City, MO

CSPED

OCSE awarded grants to eight state child support agencies to help noncustodial parents improve their earnings and child support payment reliability through CSPED.

- **Lead Agency** – Local child support agencies
- **Key Partner Agency** – Local organizations that provide employment services and parenting classes
- **Target Population** – Noncustodial parents in the child support program who were behind in their child support payments and in need of employment services
- **Key Services** – Case management, short-term employment services, enhanced child support services, and parenting classes

Child Support Noncustodial Parent Employment Demonstration



Demographic Characteristics of Noncustodial Parents

Characteristics	ETJD	PACT	CSPED
Average Age	38	35	35
Race/Ethnicity			
% Black (non-Hispanic)	83	77	42
% White (non-Hispanic)	5	10	36
% Hispanic (any race)	8	6	17

Employment Barriers

Characteristics	ETJD	PACT	CSPED
% with less than a HS degree	31	31	26
% ever convicted of a crime	76	73	69
% homeless, lives in halfway house, or pays reduced rent	55	72	52
% with severe or moderate depression	--	26	26
% worked (last year for ETJD, last six months for PACT, last 30 days for CSPED)	48	71	55

Note: ETJD homelessness figure is averaged across the four noncustodial parent sites, weighting the sites equally.

Examining Impacts Across Three Evaluations

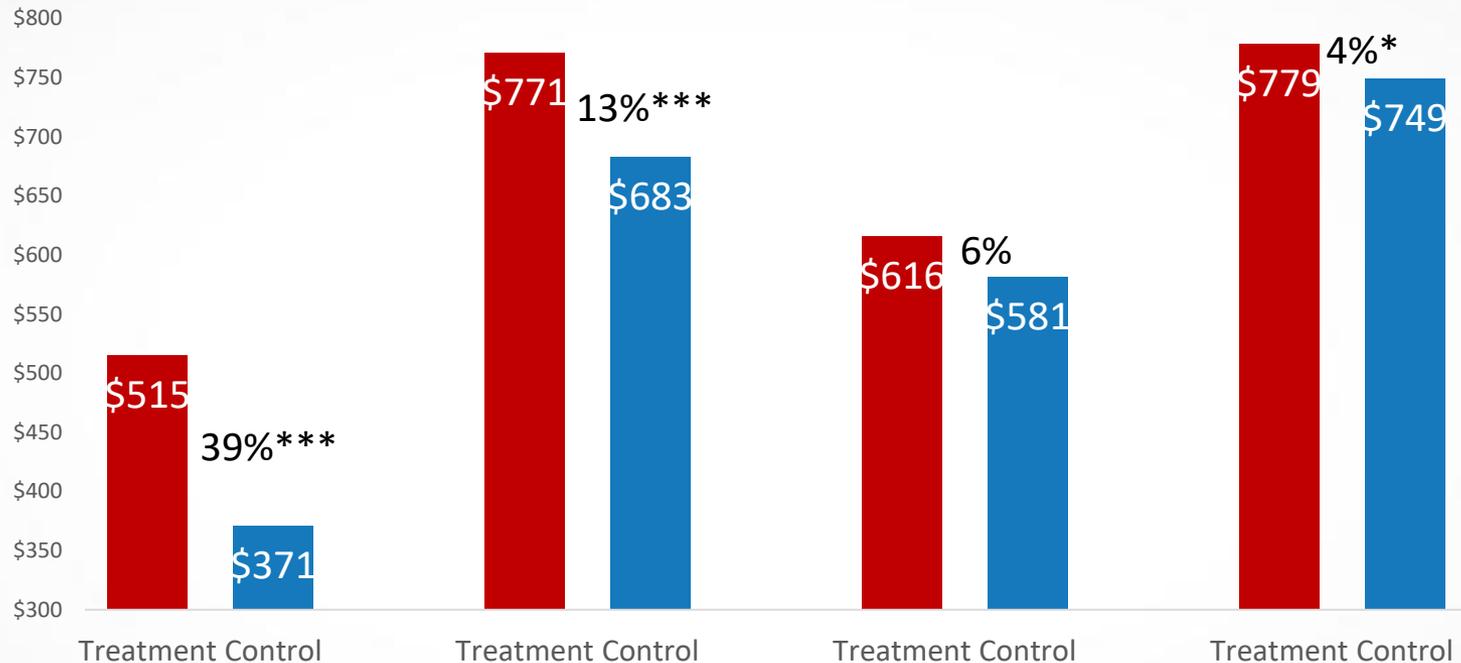
- Employment and earnings were key outcomes for all three evaluations, and all three evaluations examined employment and earnings using quarterly wage records from the National Directory of New Hires.
- Child support payments was a key outcome for the ETJD noncustodial parent sites and CSPED, but not PACT. A key outcome in PACT was average monthly financial support per child, which included formal, informal, and non-cash contributions. ETJD and CSPED measured child support payments using child support administrative data. PACT measured monthly financial support using a 12-month follow-up survey.

Examining Impacts Across Three Evaluations (cont'd)

- Parenting outcomes were a key outcome for PACT and CSPED, but not ETJD. PACT and CSPED measured parenting outcomes using a 12-month follow-up survey. Specific parenting outcomes examined by these evaluations were not the same.
- All results presented on slides 19-25 are pooled across the programs in each evaluation.

Impact on Earnings

Average Monthly Earnings during First and Final Year after Enrollment Based on Quarterly Wage Records



ETJD
(during first-year follow-up)

ETJD
(during final year of 30-month follow-up)

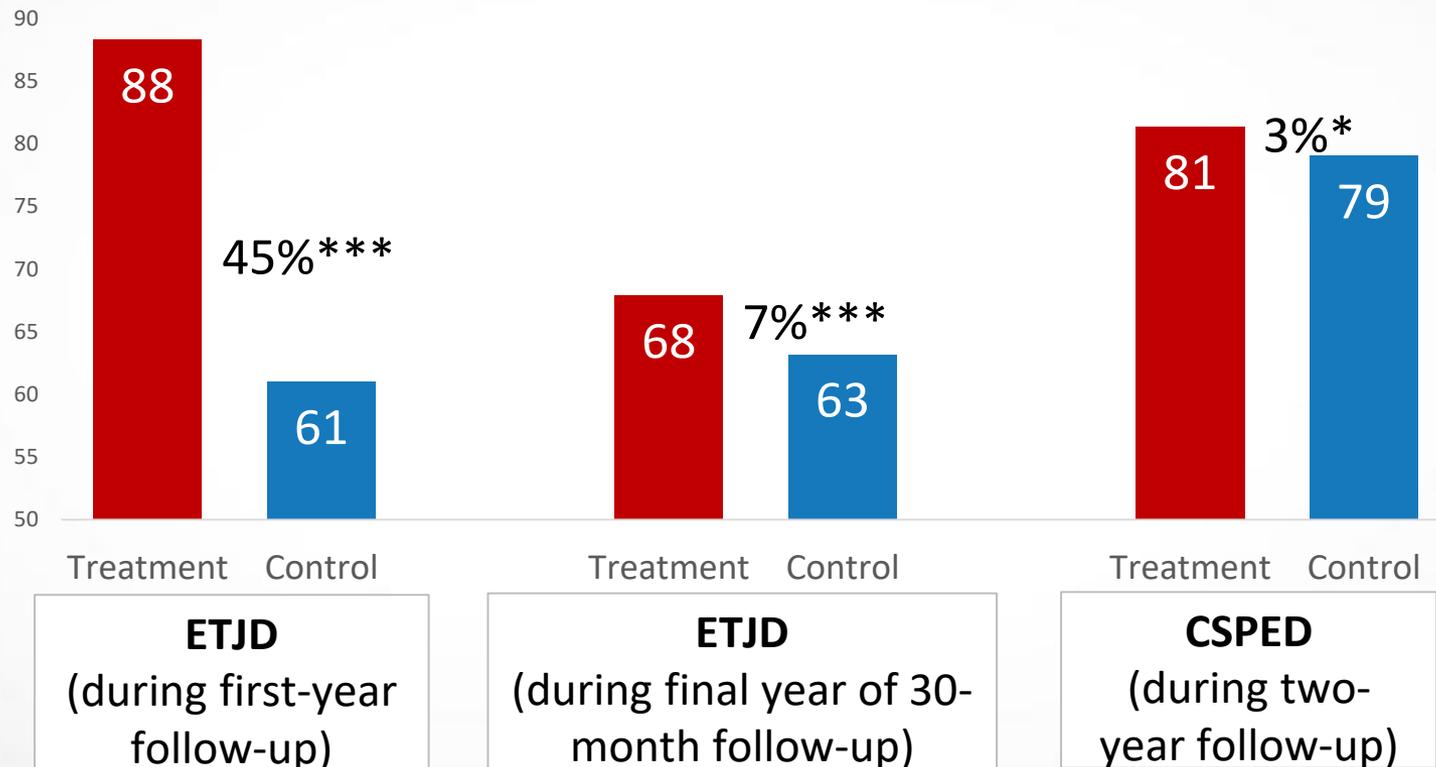
PACT
(during first-year follow-up)

CSPED
(during first-year follow-up)

***/* statistically significant at the 1%/10% level

Impact on Percent Employed

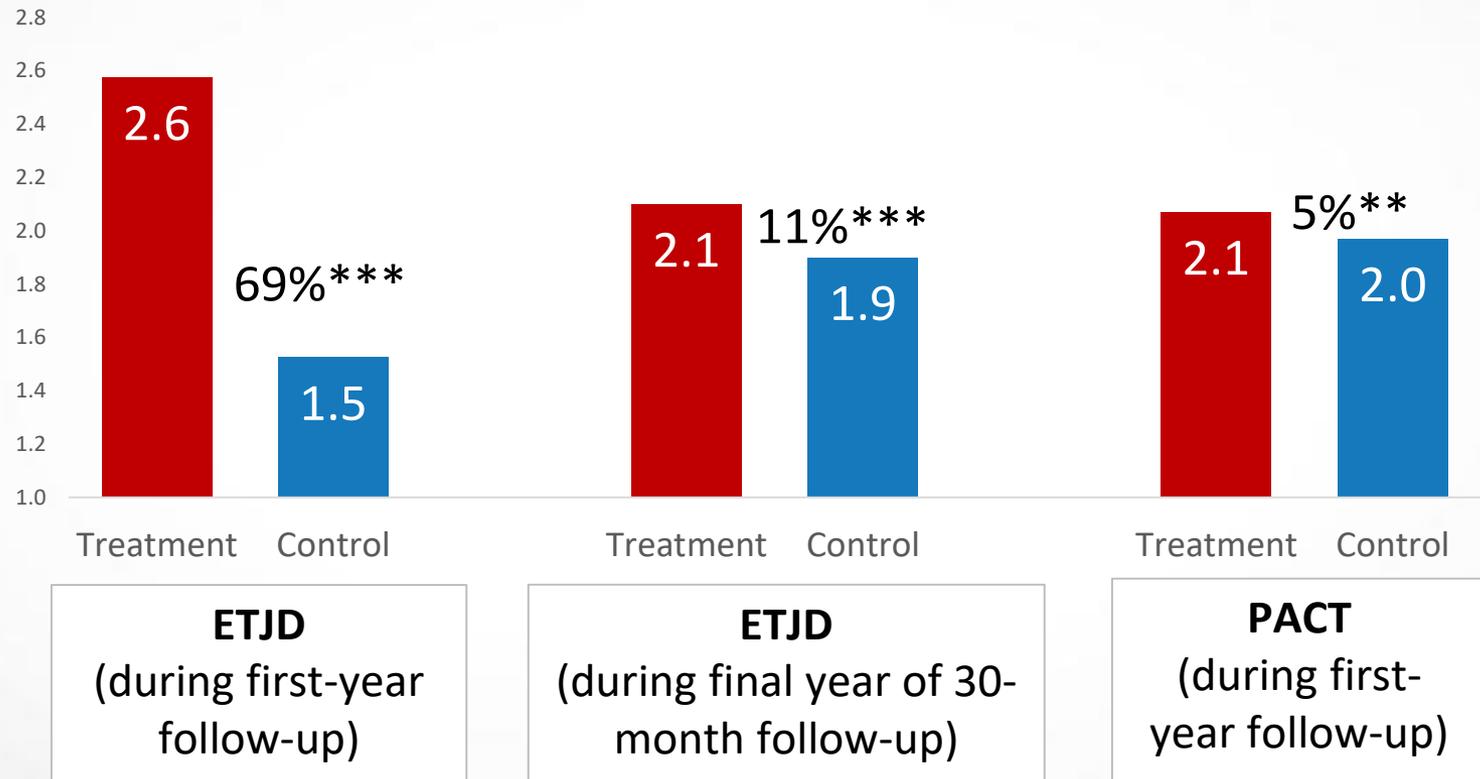
Percent Employed during First Year, Two Years, and Final Year after Enrollment Based on Quarterly Wage Records



***/* statistically significant at the 1%/10% level

Impact on Amount Employed

Average Number of Quarters Employed during First and Final Year after Enrollment Based on Quarterly Wage Records

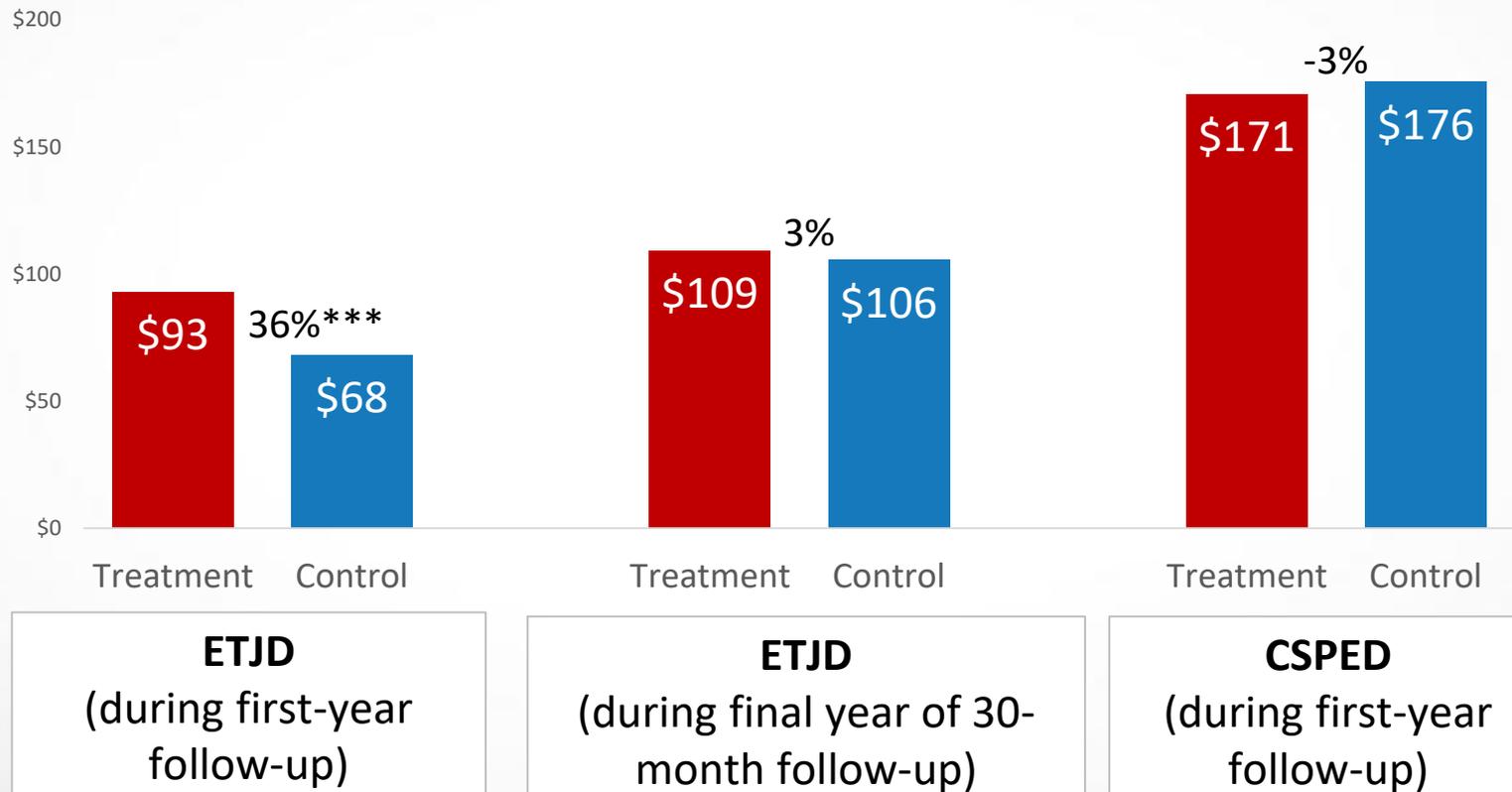


Note: PACT measures average number of consecutive quarters employed.

***/** statistically significant at the 1%/5% level

Impact on Amount of Child Support Paid

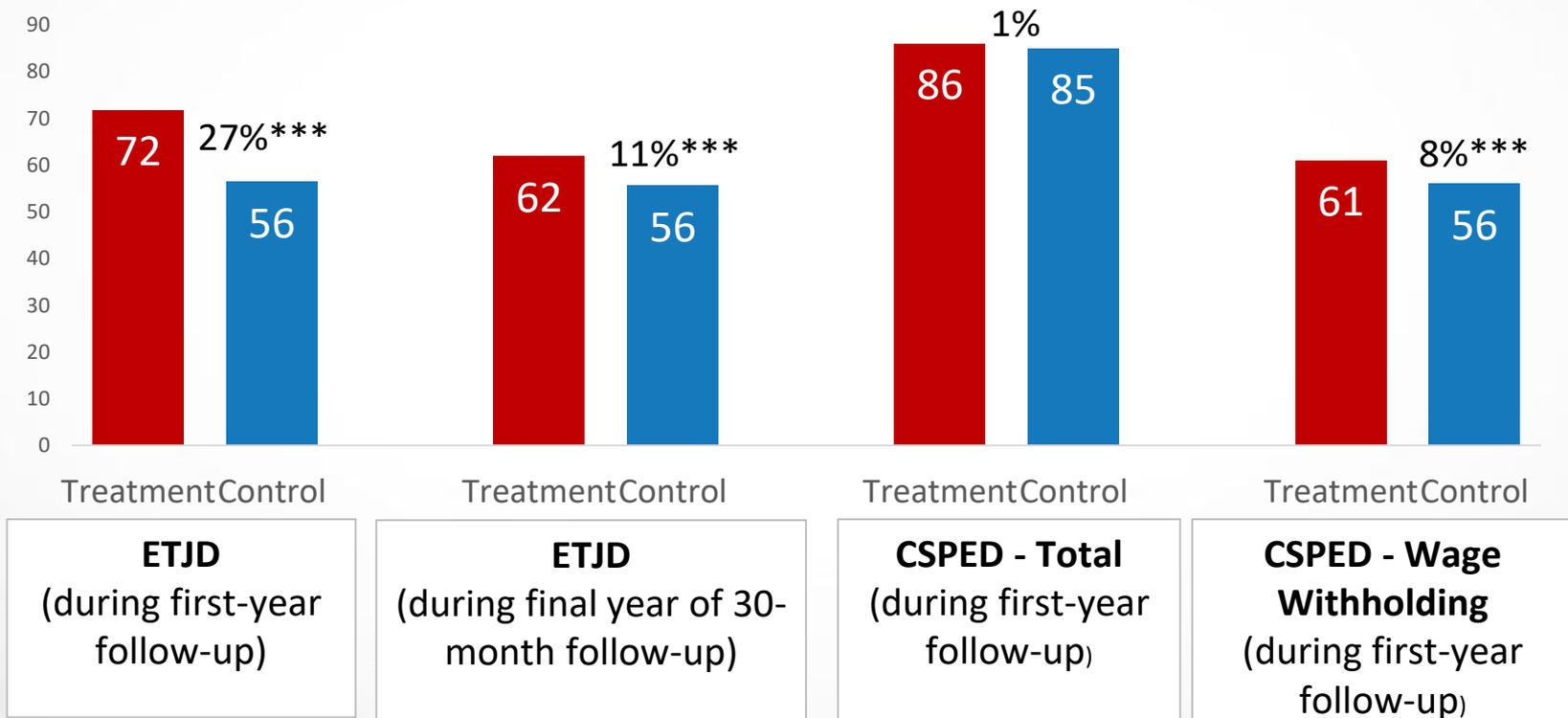
Average Monthly Child Support Paid during First and Final Year after Enrollment Based on Child Support Administrative Records



*** statistically significant at the 1% level

Impact on Percent Who Paid Child Support

Percent of Noncustodial Parents Who Paid Child Support during First and Final Year after Enrollment Based on Child Support Administrative Records



*** statistically significant at the 1% level

Positive Impacts on Parenting

- **PACT:**
 - Increased age-appropriate activities with children
 - Increased nurturing behavior with children
- **CSPED:**
 - Increased contact with children
 - Increased noncustodial parents' sense of responsibility for children
 - Reduced the use of harsh discipline against children

Parenting impacts varied in these evaluations, in part, because parenting activities were measured differently. For example, both the PACT and CSPED evaluations examined nurturing behavior and harsh discipline, but each evaluation used different questions to measure these concepts.

Positive Impacts on Noncustodial Parent Well-Being

- **ETJD and PACT**

- Parents feel better off financially

- **CSPED**

- More likely to have a driver's license
- More likely to have a bank account
- Less likely to experience housing instability

The CSPED follow-up survey did not ask parents if they felt better off financially, and the ETJD and PACT follow-up surveys did not ask fathers if they had a driver's license or bank account. The ETJD follow-up survey did not ask about housing instability, but the PACT survey did. It did not find a significant impact on this outcome.

CSPED Benefit-Cost Analysis

- CСПED net cost to society was \$2,191 per participant
- CСПED net benefit to society was \$3,246 over 10 years
- Thus, CСПED's benefits outweighed its costs to society within 10 years.

The PACT evaluation did not include a benefit- cost analysis. The ETJD evaluation conducted a cost analysis of all sites, but not a benefit analysis. It conducted a benefit-cost analysis of one ex-offender site, which found that the benefits of this program outweighed its costs.

Conclusions

- Program models delivered positive impacts on noncustodial parent employment, earnings, child support payments, parenting, and well-being.
- Program benefits outweighed program costs in one study.
- Noncustodial parents were still earning less than the poverty level for a single person.

References

ETJD Early Impact Report

<https://www.acf.hhs.gov/opre/resource/the-enhanced-transitional-jobs-demonstration-implementation-early-impacts-next-generation-subsidized-employment-programs>

EJTD Final Impact Report

<https://www.acf.hhs.gov/opre/resource/the-enhanced-transitional-jobs-demo-new-perspectives-creating-jobs-final-impacts-next-generation-subsidized-employment-programs>

Benefit Cost Analysis of RecycleForce (ETJD ex-offender site)

<https://protect2.fireeye.com/url?k=6f19b55e-334d9c75-6f198461-0cc47a6d17cc-12cf0b4066fa8615&u=https://www.mdrc.org/publication/reducing-recidivism-and-increasing-opportunity>

PACT Implementation Report, PACT Impact Report

<https://www.acf.hhs.gov/opre/research/project/parents-and-children-together-pact-evaluation>

CSPED Characteristics Report, CSPED Impact Report, CSPED Benefit-Cost Report, CSPED Technical Report

<https://www.acf.hhs.gov/css/grants/grant-updates-results/csped>

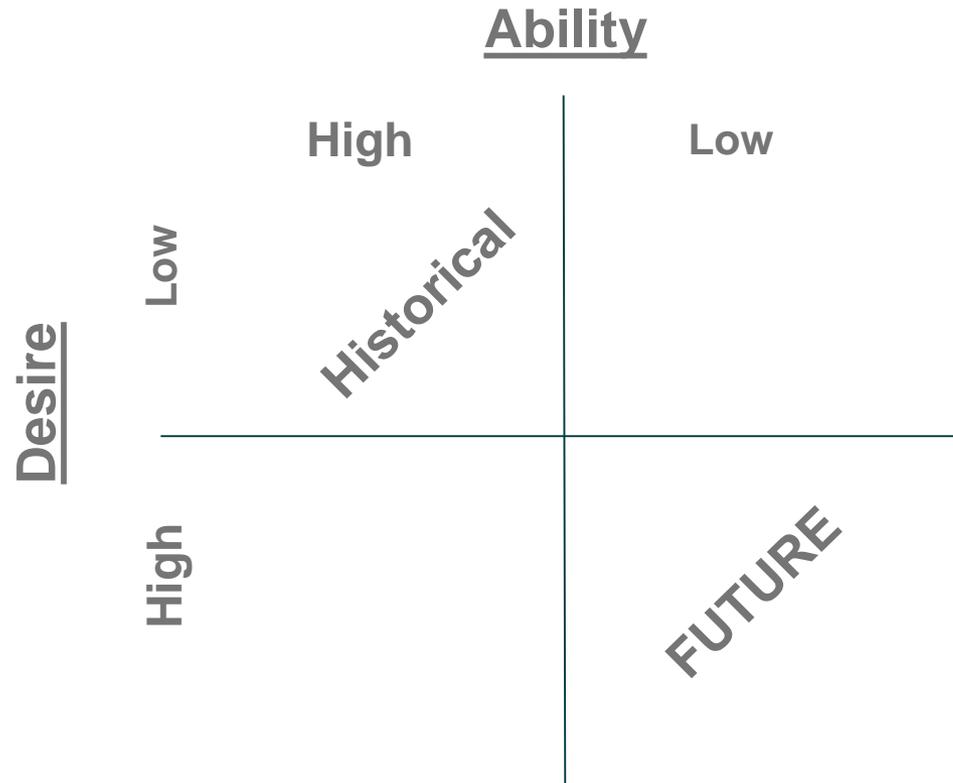


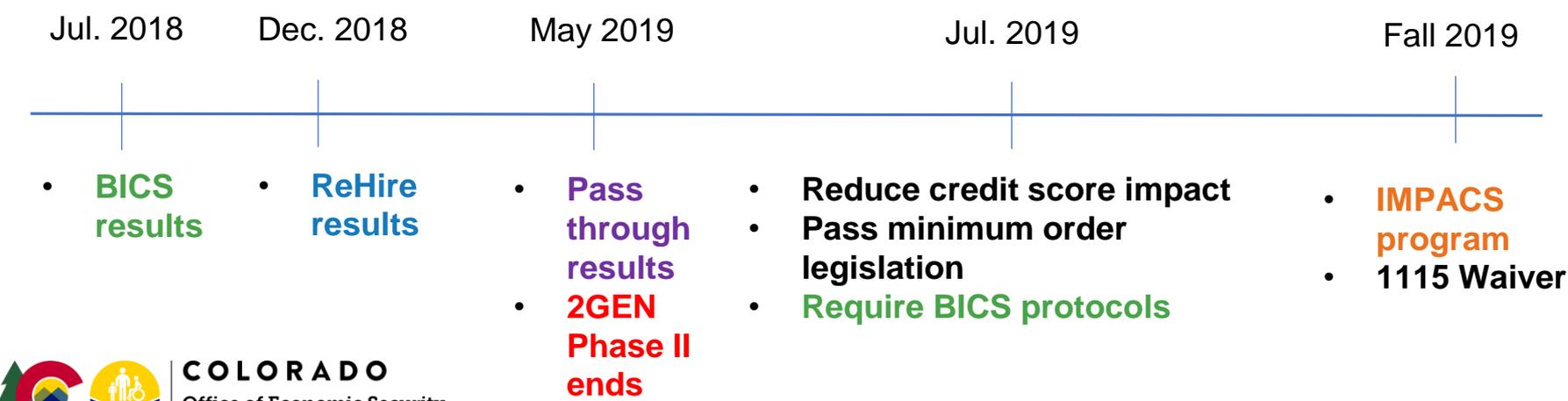
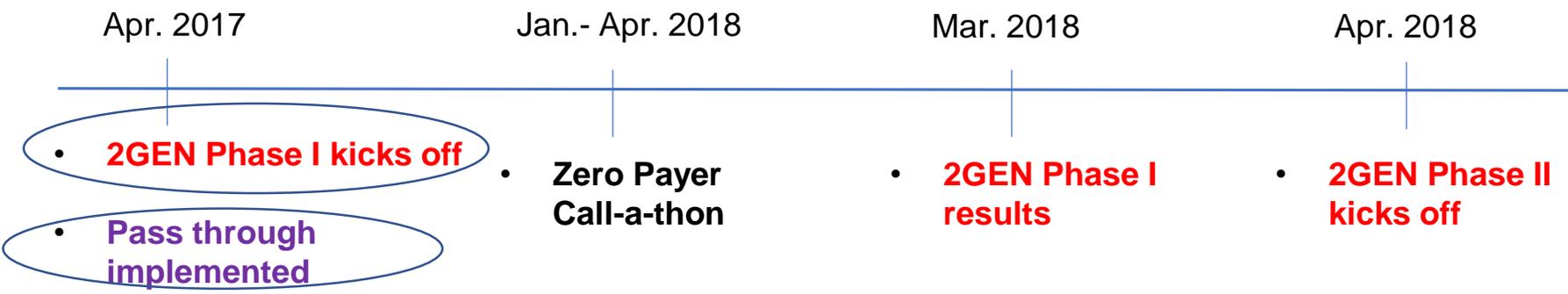
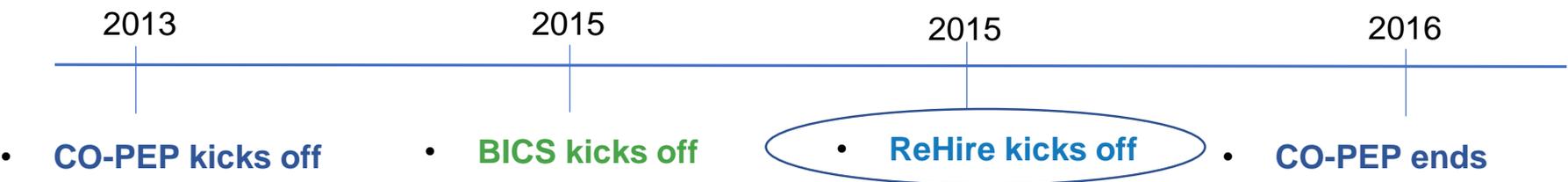
Ki`i Powell, Director
Office of Economic Security
Colorado Department of Human Services

Who wants to fuss?

- **Driver's License Suspension**
- **Professional and Recreational License Suspension**
- **Unemployment Compensation Intercept**
- **Worker's Compensation Intercept**
- **Credit Bureau Reporting**
- **Department of Corrections Administrative Liens**
- **Tax Intercept**
- **Gambling Intercept**
- **Insurance Settlements Intercept**
- **Passport Denial**

Change the focus





Employment Strategies: ReHire

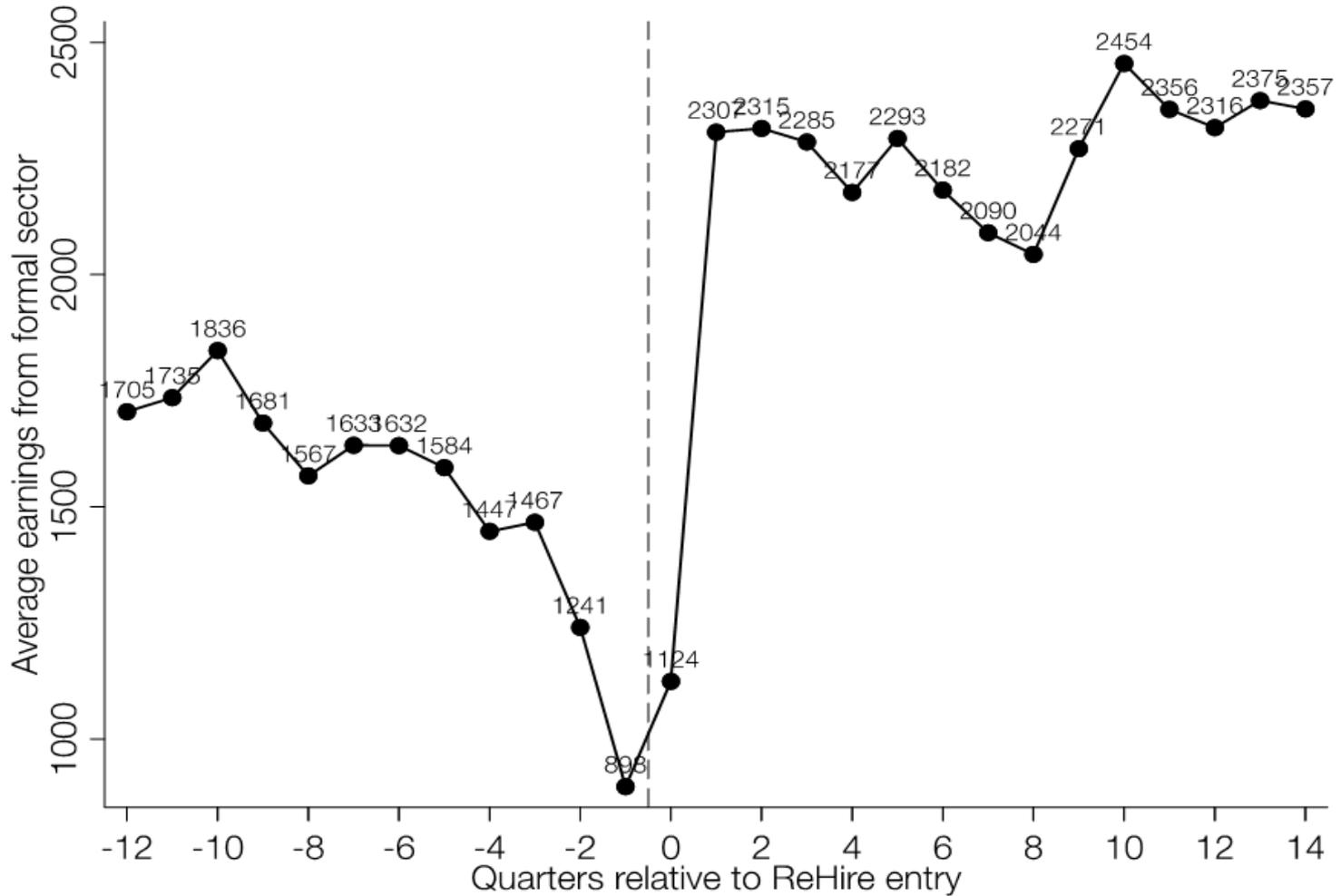


Earn while you learn

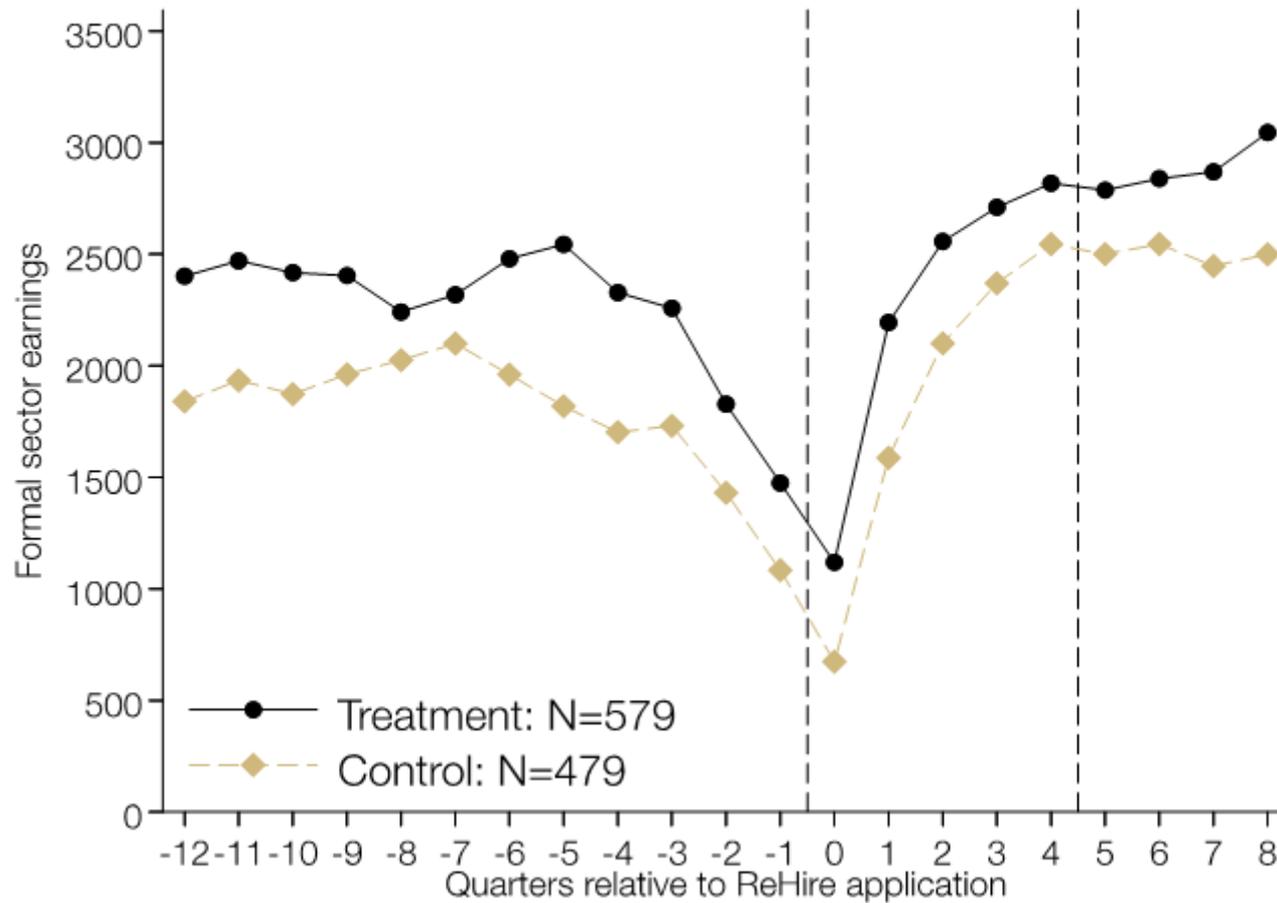
- On-the-job training
- Subsidized employment
- Apprenticeship
- **2000+** participants across the State
- **\$5,400** cost per participant



APPENDIX FIGURE 6: AVERAGE QUARTERLY EARNINGS – WAVE 1



APPENDIX FIGURE 7: FORMAL SECTOR EARNINGS



Engagement Strategies: 2GEN



Phase 1: 2GEN Family Resource Assessment

12 QUESTIONS TELL YOU A LOT!



86%

Criminal Record



68%

Transportation



36%

Barrier to Work

Phase 2: 2GEN Intervention

- **420** parents
 - 210 Served with 2Gen Model
- **\$200** Supportive Service Funds Available Per Parent
- **11** Pilot Counties Participating



A few favorite quotes of the day....

- He wanted to pay.
- Now he would be willing to call us if he lost his job. He felt he wouldn't be judged.
- Through it all he really wanted to just get his parenting time.
- We didn't realize how many potential partners we had in our community.
- He comes in to give me a check but visits for a half an hour. He doesn't have a support system otherwise. He referred other people to our program.

and more:
100% PASS THROUGH



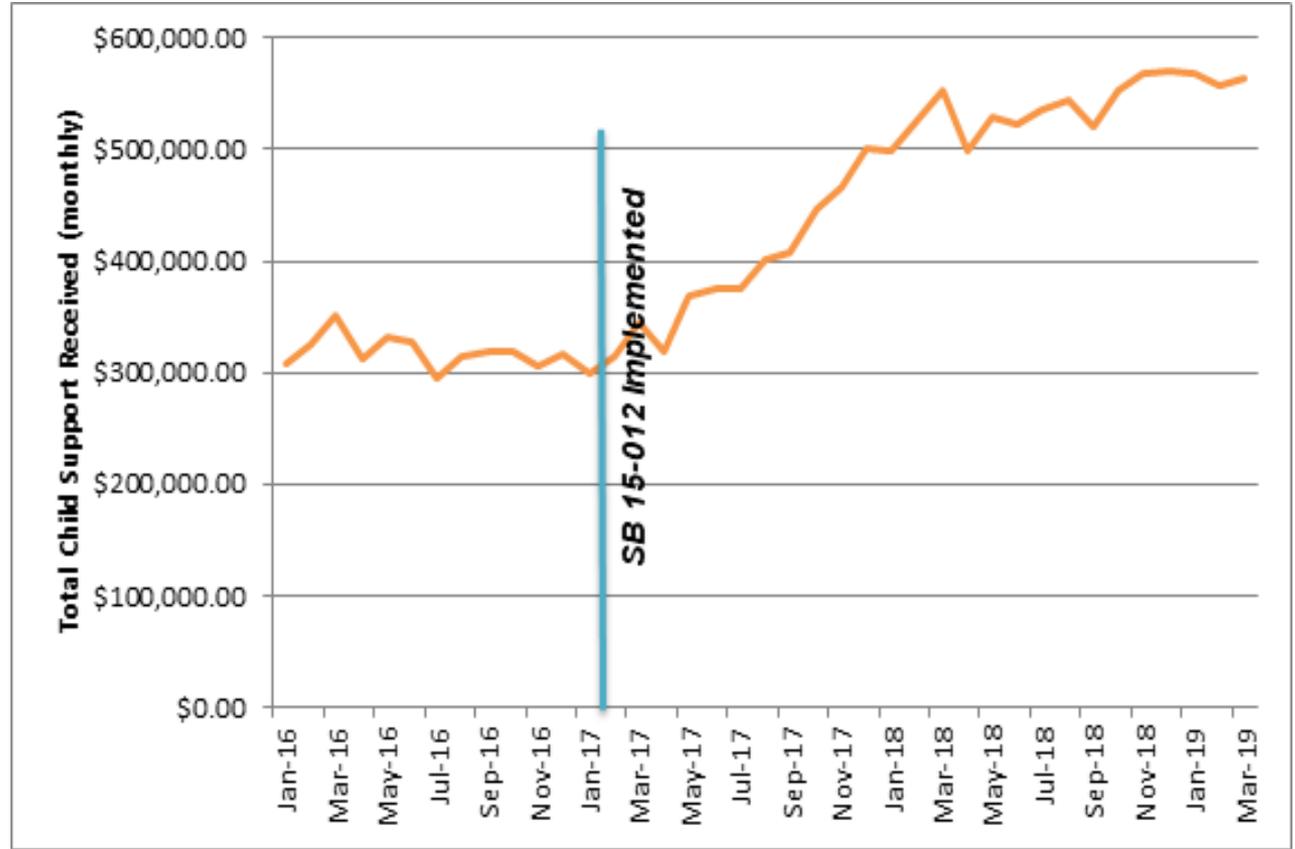


\$167



33%

- On average families receive \$167 more each month because of the policy change
- This reflects a 33% increase over TANF benefits for a single mother with two children



2013

2015

2015

2016

• **CO-PEP kicks off**

• **BICS kicks off**

• **ReHire kicks off**

• **CO-PEP ends**

Apr. 2017

Jan.- Apr. 2018

Mar. 2018

Apr. 2018

• **2GEN Phase I kicks off**
• **Pass through implemented**

• **Zero Payer Call-a-thon**

• **2GEN Phase I results**

• **2GEN Phase II kicks off**

Jul. 2018

Dec. 2018

May 2019

Jul. 2019

Fall 2019

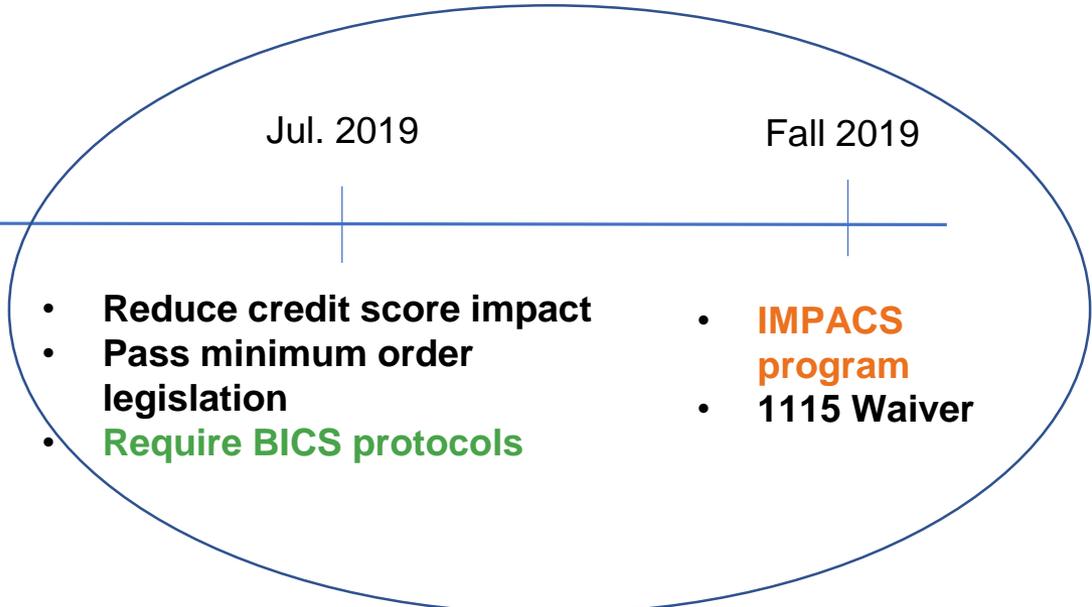
• **BICS results**

• **ReHire results**

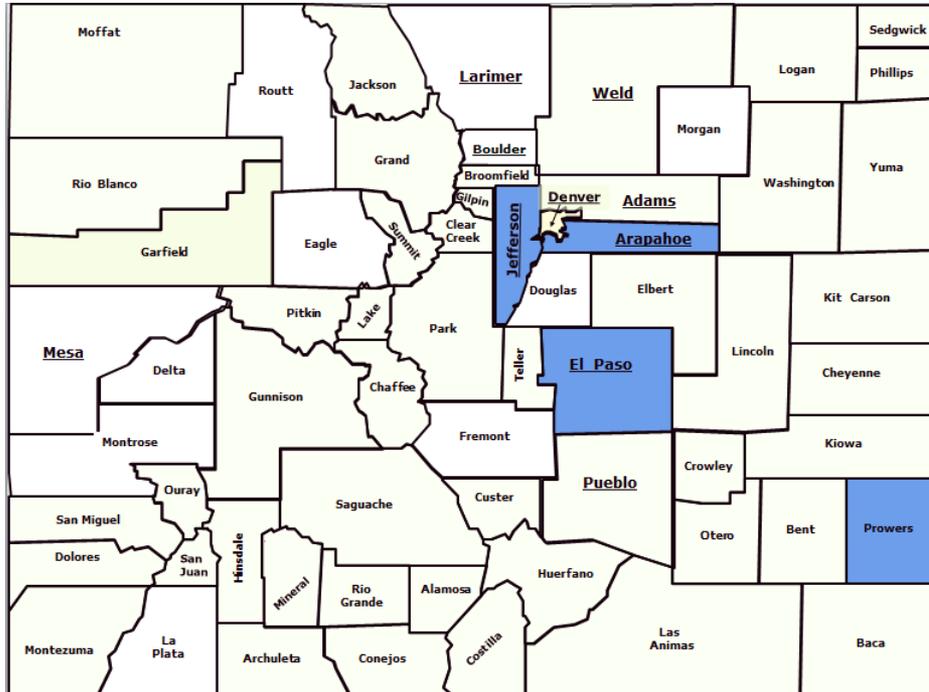
• **Pass through results**
• **2GEN Phase II ends**

• **Reduce credit score impact**
• **Pass minimum order legislation**
• **Require BICS protocols**

• **IMPACS program**
• **1115 Waiver**



IMPACS Program



- **\$4 million** in TANF funds
- **10,000 families** over 3 years
 - Statewide
- **\$300/client** Direct dollars to supportive services
- Focus on partnerships to provide employment services
- Classes/Workshops (i.e., parenting, legal, mediation)

Nobody wants to fuss





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Employment-Oriented Programs for Noncustodial Parents: What Works and What's Next in Wisconsin

TANF and Child Support Partnerships

Janice Peters
Deputy Division Administrator
Division of Family and Economic Security
Wisconsin Department of Children and Families
Janice.Peters@Wisconsin.gov



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History of NCP Employment Programs in WI

- Children First – TANF MOE
- Wisconsin Works (W-2) - TANF
- Transitional Jobs Demonstration Project – TANF ARRA TEF
- Transform Milwaukee Jobs - TANF
- Transitional Jobs – TANF
- Supporting Families Through Work – DOL (ETJD)
- Supporting Parents Supporting Kids – OCSE (CSPED)
- Five County Demonstration Project – OCSE and State Funding





Children First (Community Work Experience Program for NCPs)

- Began in 1990 in Two Counties (Racine and Fond du Lac)
- Court Ordered to Participate
- Administered by local Child Support Agency or W-2 Agency
- Job Search Activities for NCPs who are un/underemployed
- Program Completion: 16 weeks of participation or 3 consecutive months of payments
- Currently Operating in 20 Counties





Children First Results

- Institute for Research on Poverty Analysis in 2016
- 3,754 Children First NCPs from 2011 – 2014
- Compares Pre and Post Outcomes
- Does Not Account for Pre and Post-Characteristics that may have contributed to the outcomes



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Children First Child Support Outcomes

Child Support Outcome	Year Before Children first Opening Date	Year After Children First Opening Date	Change
Amount Child Support Owed	\$2,542	\$2,786	+\$244
Any Child Support Paid	59.6%	79.8%	+20.2%
Amount Child Support Paid	\$871	\$1,421	+\$550
Compliance	36.7%	67.6%	+30.9%





Children First Employment Outcomes

Employment Outcome	Year Before Children first Opening Date	Year After Children First Opening Date	Change
Employed in Year	52.7%	61.5%	+8.8%
Earnings	\$2,931	\$4,801	+\$1,830





Wisconsin Works (W-2) for NCPs

- Began Statewide in 1997 under TANF
- Job Access Loans for NCPs added in 2014
- Subsidized Employment Component added in 2016
- Voluntary Program
- Administered by W-2 Agencies
- NCPs with Children whose CP is in W-2 or WI Shares Program (Subsidized Child Care)
- Case Management, Employment Services and Loans to Assist with Obtaining or Maintaining Employment
- No Cash Assistance Provided – Minimal Take-up
- Never Evaluated





Transitional Jobs Demonstration Project (TJDP)

- Operated from 2010 – 2013 in 38 Counties
- Voluntary Program
- Administered by W-2 Agencies, Community Action Agencies, Workforce Investment Boards, other Private Community Based Organization
- Subsidized Employment and Training for Hard to Serve NCPs



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TJDP Evaluation

- Department of Children and Families Evaluation
- 2,052 Subsidized Workers from 2010 – 2012
- Pre-Post Treatment Design
- Followed Cohort for 60 months Post Participation
- Does Not Account for Pre and Post Characteristics that may have contributed to the Outcomes





TJDP Child Support Outcomes

Child Support Outcome	Average Child Support During 6 Months Before TJDP	Average Child Support During 6 Months After TJDP	Average Change
Court Ordered Amount	\$1,573	\$1,577	+\$5
Payment Amount	\$325	\$795	+\$471
Percent with Child Support Payment	46.4%	77.8%	+31.4%





TJDP Child Support Outcome

Child Support Outcome	Average Child Support During 6 Months Before TJDP	Average Child Support During 54 - 60 Months After TJDP	Average Change
Payment Amount	\$325	\$808	+\$483
Percent with Child Support Payment	46.4%	69%	+22.6%





TJDP Employment Outcomes

Employment Outcome	2 Quarters Before TJDP	2 Quarters After TJDP	Change
UI Earnings	37.5%	59.2%	+21.7%
UI Wages	\$886	\$2,758	+\$1,872





TJDP Employment Outcomes

Employment Outcome	2 Quarters Before TJDP	Quarters 19 and 20 After TJDP	Change
UI Earnings	37.5%	63.3%	+25.8
UI Wages	\$886	\$5,173	+\$4,312





Transform Milwaukee and Transitional Jobs

- Transform Milwaukee Jobs (TMJ) Began in 2014
- Transitional Jobs Began in July 2016 In 11 Counties and the City of Beloit
- TJ Expanded Three Times – Currently in 21 Counties
- Voluntary Program
- Subsidized Employment, Skill Development and Job Search Services to Parents who are Ex-offenders, Parents Involved with the Child Welfare System, Youth Aging out of Out of Home Care and Older Youth who do not have Children



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TMJ Evaluation

- Department of Children and Families Evaluation
- 1456 Participants; Two Cohorts from 2015 and 2016
- 65% of Participants are Non-Custodial Parents
- Pre and Post Treatment Design
- Results are Average Outcomes Across the Cohorts





TMJ Evaluation Results

Outcome	Pre	Post	Change
Percent Paying Child Support	26%	53%	+27%
Percent of Child Support Order Paid	20.8	30.4	+9.6%
Average Quarterly Earnings (If Employed)	\$827	\$2658	+ \$1801
Employed	37%	57%	+20.0%





Supporting Families Through Work (SFTW)

- Operated from 2011 to 2015
- YWCA of Southeastern Wisconsin was the Lead Agency
- Voluntary Program, built upon YWCA's Experience with the New Hope program
- Transitional Jobs, Employment Services, and Child Support-related Assistance



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SFTW Evaluation

- MDRC Evaluated
- 1000 participants (half received services)
- Used random assignment



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SFTW Evaluation Results: Final Year of 30-Month Follow-up

Outcome	Treatment	Control	Difference	Percent Difference
Annual Earnings from NDNH Quarterly Wage Records	\$7,160	\$6,592	\$567	8.6%
Quarters Employed	2.1	1.9	.2*	10.5%
Annual Amount of Child Support Paid	\$995	\$991	\$4	0%
Paid Any Child Support	73.5%	68.5%	5.0%*	7.3%

* Statistically significant at 10% level





Supporting Parents Supporting Kids (SPSK)

- Started Enrollment in 2013; Still Operating
- Operating in Two Counties (Kenosha and Brown)
- Enrollment Mostly Voluntary; Some Court Ordered Enrollment
- Employment Services, Case Management, Enhanced Child Support Services, and Parenting Classes



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SPSK Evaluation

- Institute for Research on Poverty
- 1428 participants (half received services)
- Used random assignment



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SPSK Evaluation Results

Outcomes	Treatment	Control	Difference	Percent Difference
Annual Earnings from NDNH Quarterly Wage Records	\$9,282	\$8,546	\$736	8.6%
Annual Amount of Child Support Paid	\$1,947	\$1,763	\$184	10.5%**

** Statistically significant at 5% level





Five County Demonstration Project

- Expansion of Supporting Parents Supporting Kids
- 1115 Waiver from the Federal Office of Child Support Enforcement
- Waiver in Effect April 1, 2019 – March 31, 2024
- Primarily Voluntary; Some Courted
- Administered by Local Child Support Agencies
- Anticipate serving 2,000 NCPs During the Project
- Employment Services, Case Management, Enhanced Child Support Services, and Parenting Classes to NCPs with a Child Support Order who are Unemployed or Underemployed, including those with Newly Established Orders



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FCDP Evaluation

- Institute for Research on Poverty Evaluating the Project
- Difference – in – Difference Evaluation Design
- Implementation and Impact Analyses
- Also Conducting Focus Groups with Custodial Parents, Noncustodial Parents and Program Staff





Connecting TANF and Child Support to better Connect NCPs to Employment Services

- W-2 Child Support Liaisons
- Child Support/Court/TANF Sponsored Job Fairs
- Including Child Support Agencies at Annual Work Programs Conference
- Wisconsin Work Programs Automation



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Questions, Comments, Curiosity?



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