

The Effectiveness of Various Texas Child Support Collection Strategies

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Overview and Policy Implications of Research Findings

by Deanna T. Schexnayder

The Child Support Division of the Texas Office of the Attorney General (OAG) contracted with the Ray Marshall Center for the Study of Human Services at The University of Texas at Austin (RMC) to study the effectiveness of several child support collection strategies in increasing the total amount of child support collected from the noncustodial parents on its caseload. Three of these strategies are analyzed in the following chapters of this report. They include:

1. Increasing the child support ‘pass-through’ to families receiving Temporary Assistance for Needy Families (TANF)
2. Arresting noncustodial parents who are delinquent in their child support payments through a coordinated effort known as a ‘round-up’
3. Participating in an ‘access and visitation’ program when conflict among the parents created the need for some type of supervised visitation or exchange.

The fourth, which studied the effectiveness of noncustodial parent referrals to local workforce services, was published in a separate report (O’Shea et. al., 2001).

This overview briefly summarizes the findings from each of the three analyses described in this report, then discusses the policy implications of all four of these child support collection strategies for low-income families.

INCREASING TANF PASS-THROUGH

Federal law governs the collection of child support for families receiving Temporary Assistance for Needy Families (TANF). Under current law, the federal government retains a portion of the collected child support, and the remainder is divided between a state government and the custodial parent who is receiving TANF. Funds retained by the government partially reimburse the cost of providing welfare for these poor families. Any child support actually given to the families prior to a state retaining its share of collections is known as the ‘pass-through’. Currently, each state determines

the amount of child support to be passed through to custodial parents in TANF families. In Texas, the pass-through equals the first \$50 of child support collected.

Research Questions and Methods

This research estimated the impact of increasing Texas' pass-through policy for TANF families on the total amount of child support collected from noncustodial parents (NCPs). Using various scenarios, estimates were developed regarding the distribution of any increased collections to the federal government, the state government and the custodial parents in TANF families.

First, descriptive statistics were calculated to describe the relationship between the earnings, child support obligations, and child support payments of noncustodial parents on the OAG's Title IV-D caseload. Then, thirty-five different scenarios were computed using different pass-through amounts and assuming different increases in overall child support paid by noncustodial parents in response to each pass-through amount.

Summary of Findings

A one-month statistical snapshot of the noncustodial parents in the sample revealed the following:

1. Child support collections were received for 22 percent of the cases with child support orders. The median amount collected was \$150 per month.
2. Nearly half (46 percent) of the NCPs earned no wages in the quarter of the snapshot. Those with wages earned an average of \$975 per month.
3. Over 90 percent of the child support orders were less than \$300 per month. Most were in the \$100-\$150 range.
4. Nearly 90 percent of the sample paid less than the amount of child support ordered for that month.

A review of outcomes from all thirty-five scenarios reveals that the state would lose money under any scenario that increases the pass-through amount. There are two ways that increasing the pass through amount could cause the state to increase its positive

cash flow. First, if a large enough share of NCPs began to pay child support or increase their payments, the additional revenue generated could be enough to cover the additional payments to the custodial parents and the federal government, while still increasing the flow of funds to the state. The state also could gain a larger cash flow from increasing the pass through if the additional child support payments caused a large number of TANF cases to enter grant jeopardy. If this happened, savings would accrue from reduced outlays for welfare benefits. Given the evidence discussed in this analysis, neither of these scenarios is very likely.

Under a realistic set of assumptions, an increase in the amount of child support collections distributed to TANF families could increase total collections by a modest amount. Under these scenarios and current federal law, however, all of the benefits from increased collections would accrue to the federal government and the families. Unless the unlikely conditions discussed above occurred, the state could be expected to lose money under any of the scenarios being considered.

ROUND-UPS

Child support round-ups are planned and organized procedures during which law enforcement personnel exclusively devote their efforts to locating and arresting noncustodial parents who are delinquent in their child support payments. Persons can be arrested if they have an outstanding capias (a civil misdemeanor warrant) for failure to appear in court after being contacted about their delinquent payments.

Local officials cite three reasons for conducting round-ups:

- To increase child support collections during and shortly after a round up when individuals who are behind in their payments come forward and make voluntary payments to avoid being arrested in future round-ups.
- To communicate to the public that non-custodial parents are responsible for the financial support of their children and that failure to meet this responsibility is punishable by law.
- To provide law enforcement officials with a method for dealing with a backlog of outstanding capias for individuals whose physical whereabouts are not known.

Research Questions and Methods

This research assessed the effectiveness of using round-ups to increase child support collections for families on the Title IV-D caseload. Specifically, the research explored whether child support collections increased in the counties conducting round-ups in the time periods during and shortly after round-ups. Separate analyses were conducted for the following groups of NCPs: all persons on the OAG caseload, persons with high arrears balances, persons with outstanding capias, and persons arrested during a round-up.

Researchers reviewed administrative reports from all Texas counties that conducted round-ups between January 1998 and June 2000. Three local sites — Cameron County, Lubbock County, and Travis County — then were selected to provide a detailed description of the contextual and operational features of round-ups and to collect data about the costs of conducting a round up. Finally, a quantitative analysis of detailed child support collection data was conducted to observe any changes in child support collection patterns in the periods surrounding a round up.

Summary of Findings

Few significant impacts on child support collections were found in the eleven counties analyzed for any of the following groups: all NCPs, NCPs with high arrears, and NCPS with past capias. Although round-ups may have temporarily increased the amount collected from persons actually arrested, the limited available evidence suggests that having been arrested does not influence the regularity of these individuals' future child support payments.

As discussed in the report, round-ups may serve other purposes despite the absence of their impact on child support collections. In general, round-ups are generally a low-cost strategy for collecting child support that provide:

1. a method of stigmatizing NCPs who are failing to meet the core parental responsibility of financially supporting their children;
2. an increase in the number of new child support cases that are opened;

3. large provisions of information from custodial parents detailing the physical whereabouts of NCPs; and
4. an increase in employee morale by increasing the prospects that heavily-sought evaders will be apprehended.

While any of these reasons may be valid ones for continuing to conduct round-ups, no evidence was found to suggest that they increase child support collections.

ACCESS AND VISITATION PROGRAMS

The Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996 authorized a new federal grant program to fund state child access and visitation initiatives. The purpose of the grant program is "...to establish and administer programs to support and facilitate non-custodial parents' access to and visitation [with] their children by means of activities including mediation (both voluntary and mandatory), counseling, education, development of parenting plans, visitation enforcement (including monitoring, supervision and neutral drop-off and pick-up), and development of guidelines for visitation and alternative custody arrangements."

In federal fiscal year 1997, the Office of Child Support Enforcement (OCSE) of the U.S. Department of Health and Human Services (DHHS) began to award these grants to every state according to a formula based in part on the number of children in a state who did not live with both biological or legal parents. The child support enforcement agency in each state serves as the grantee or the administrator of the grant in that state. States may administer the programs directly or through contracts or sub-grants with courts, local public agencies, or non-profit organizations.

Research Questions and Methods

Initially, researchers planned to determine the cost effectiveness of access and visitation programs as a means to increase child support collections from noncustodial parents on the IV-D caseload. However, an initial assessment of available data revealed

that data limitations precluded such an analysis. Thus, the agreement was amended to address the following research questions:

- Describe the access and visitation programs operating in Texas, the number and types of families participating in the programs and the share of participants who receive child support collection services from the OAG.
- Conduct an in-depth analysis of two selected grantees for whom detailed program and participant data are available; and
- Determine the types of data that must be collected in order to assess the cost effectiveness of these programs in increasing child support at some future date.

RMC researchers reviewed data and documents collected from the OAG, interviewed personnel of the access and visitation programs, appropriate social service professionals, collaborative service providers and judges, and observed services provided at the following two sites: the Cooperative Parenting Program operated by the Travis County Domestic Relations Office and the Family Visitation Center operated by the Child Crisis Center of El Paso, Inc.

Quantitative analysis of the local programs was conducted through an analysis of program participant data collected by the local grantees and, when feasible, matching of records for local program participants with the administrative child support collections data maintained by the OAG for all persons on the IV-D caseload.

Summary of Findings

The access and visitation program has been operating in Texas for four years. RMC researchers found that family law judges, program staff, and service recipients clearly see the value of the services. Programs in Travis County and in El Paso reported that they are struggling with dramatic cuts in grant money — 46 percent and 27 percent, respectively — for a service to families and children that all persons interviewed felt is greatly needed.

Most of the families served by access and visitation programs earned less than \$20,000 per year. Access and visitation programs in Texas served more families on the OAG IV-D caseload than perceived by either service providers or the OAG. An exact determination of the degree to which access and visitation programs serve these families

would require the ability to match records from both programs through the use of a common identifier.

At a minimum, the ability to conduct future research on these programs would require the collection of participant Social Security numbers or some other common identifier to enable program participant records to be linked with other administrative data files. Program records also should be maintained in an electronic format and archived over time. Provisions should be included in grantees' conditions of award that would allow for the use of confidential participant data for research purposes.

Several other questions about these programs emerged as this study was underway that were outside the scope of this report. These questions, which are discussed in the detailed report, should be considered as policy makers determine the amount of future financial support that should be given to access and visitation programs.

POLICY IMPLICATIONS OF RESEARCH FINDINGS

In general, none of the approaches investigated in this report showed much promise for increasing the total amount of child support collected from the noncustodial parents on the OAG Title IV-D caseload. Regardless of the sub-group being analyzed, earnings of noncustodial parents were quite low. Nearly half of the NCPs of children in TANF families were unemployed, while earnings for employed NCPs in this group averaged less than \$12,000 per year. Persons targeted for round-ups often had low earnings. Families served by access and visitation programs typically earned less than \$20,000 per year. Noncustodial parents referred to local workforce services earned even lower amounts than the IV-D caseload as a whole, with persons referred to these programs averaging quarterly wages of only \$2,500.

Society as a whole agrees that both parents should share the responsibility for the financial support of their children. However, this research indicates that efforts focused solely on increasing collections will produce only limited results. Future efforts to increase the financial support that low-income noncustodial parents contribute to their children's well-being must consider the current earnings potential of these individuals

and develop a broader view of the types of support — both financial and non-financial — that noncustodial parents can provide to their children.

I. Estimated Effects of Increased TANF Pass-Through on Total Child Support Collections

by Jerome A. Olson, Hyunsub Kum, Daniel Schroeder, and Patricia Norman

BACKGROUND¹

Federal law governs the collection of child support for families receiving cash welfare benefits. Until 1996, a family receiving cash welfare benefits was entitled to the first \$50 of child support collected from the non-custodial parent (NCP) of the children in that family. Child support actually given to the families prior to a state retaining its share of collections is known as the ‘pass-through.’ The remainder was split among the federal and state governments, based on each entity’s share of welfare benefits paid to the family. If the amount of child support collected exceeded welfare benefits by \$50, the family was subject to being removed from welfare; collections above that amount generally were distributed to the family.²

With the passage of the Personal Responsibility and Work Reconciliation Act (PRWORA) in 1996, states are no longer required to pass through the first \$50 of child support to welfare families. Instead, monthly collections are first divided into a federal and a state share, based on each government’s share of the cost of providing Medicaid. The Medicaid matching rate varies inversely with state per capita income — poor states have a high federal reimbursement percentage, while wealthy states have a lower federal reimbursement percentage.³ Currently, the Medicaid matching rate for Texas is about 62 percent, which results in the federal government getting 62 percent of all child support collected from TANF families.

¹ The policy description in this section was summarized from McCoy, 1998.

² The rules governing this situation, known as ‘first excess,’ are quite complex. A full discussion of this concept is beyond the scope of this paper.

³ See Chapter 8, “Child Support Enforcement,” in the *Green Book 1998*, especially the section entitled “Assignment And Distribution Of Child Support Collections (House Ways and Means Committee, 1998).

Once the Federal government has been paid, the state has the option of keeping its total share of the collections or passing through some or all of the remainder to the family. Thus, states may continue, reduce, or increase the \$50 pass-through required by the earlier law. As of January 1999, 15 states, including Texas, had chosen to continue the \$50 pass through, 2 states increased the amount given to welfare families, and 29 states had reduced or totally eliminated the pass through. The remaining states either passed through some or all child support for the purpose of fill-the-gap budgeting or were operating under Federal waivers to test the impact of varying policies on the distribution of child support to TANF families (Center for Law and Social Policy, 1999).

A rider to the Texas appropriations bill guarantees that TANF families receive the same amount of child support that they would have received under the prior law. Child support collections and the state's TANF grant financially support these payments.

The Child Support Division of the Texas Office of the Attorney General (OAG) is interested in understanding the effect that increasing the amount of child support distributed to TANF families would have on the total amount of child support collected from the non-custodial parents (NCPs) on its caseload. The OAG has contracted with the Ray Marshall Center for the Study of Human Services at The University of Texas at Austin to analyze the cost effectiveness of increasing the amount of child support collections distributed to TANF families.

RESEARCH QUESTIONS

The purpose of this research is to examine the impact of changing Texas' pass-through policy for TANF families on the total amount of child support collected from NCPs. The basic motivation for considering this change is that the NCPs may be more likely to fulfill their obligations to pay child support if they think their offspring are receiving the benefits, rather than the government. If NCPs believe this, they may be more inclined to pay child support and total collections would increase.

Specifically, the research questions to be explored in this chapter are:

1. To what degree does increasing the amount of child support passed through to TANF families increase the total amount of child support collections from NCPs?
2. Under various scenarios, how much of this expected increase would go to the federal government, the state government and the custodial parents in TANF families?
3. How do governmental outlays for welfare benefits change for TANF recipients who lose their welfare benefits under the various scenarios?

RESEARCH METHODS

Structure of Statistical Model

RMC researchers designed a statistical model to simulate changes in pass-through policy using a number of hypothetical “scenarios.” The scenarios included several different pass-through options that the Attorney General might consider interesting. These pass-through options are inspired by pass-through designs implemented in other states.

The following scenarios have been examined:

1. \$50 Pass-through (Current Texas Law)
2. \$100 Pass-through (Connecticut)
3. \$150 Pass-through
4. \$200 Pass-through
5. Full Pass-through (Wisconsin Experiment)

The \$50 pass-through design is a baseline against which to compare the other designs. Some states have no pass-through, but since a pass-through reduction is not under consideration, the model did not include a zero pass-through design.

The underlying principle of the model is that larger amounts of pass-through will induce an increase in the NCP’s willingness to pay child support. According to this line of reasoning, parents will be more willing to pay child support if more of the money goes directly to their children instead of the government. Increased willingness to pay when

pass-through is higher is thus seen as a satisfaction-maximizing response on the part of NCPs.⁴

The exact magnitude of the NCP's increase in willingness to pay cannot be predicted with accuracy. The W-2 Child Support Demonstration, a Wisconsin experiment, measured the impact of a full pass-through experiment conducted in that state (Meyer, Daniel R. and Maria Cancian, 1999). The findings indicated that the NCP response to full pass-through is minimal. Full pass-through increased the probability of payment by less than two percent, and increased the average amount of support paid by only about \$5 a month. Although the Wisconsin result probably cannot be safely generalized to Texas because of demographic differences between the Wisconsin and Texas TANF caseloads, it gives an idea of the order of magnitude that Texas can expect for a response. Obviously, the mere changing of the pass-through amount does not cause each and every NCP to fulfill immediately his entire financial responsibility to his children and the government.

When unable to measure the exact magnitude of a behavioral change, researchers often use *sensitivity analysis* to estimate the impacts under a number of different behavioral assumptions. If changing the assumptions has little impact on the outcomes, then one can argue that exact knowledge of the future change in behavior is unnecessary, because it has no impact. On the other hand, if the impacts differ strongly with the assumed behavioral response, then sensitivity analysis is still useful in estimating the upper and lower bounds of the impacts. Modeling the behavioral response in such a way captures the extremes of behavior that one can expect to be observed. Then the true impacts will typically fall somewhere between the impacts estimated at the extremes.

For this project, the behavior subjected to sensitivity analysis was the NCP's change in willingness to pay child support. The two extremes are: 1) no changes in

⁴ Many NCPs may be providing undocumented subsidies to their offspring. While this would be a natural response to the current pass-through policies, there is little possibility of gathering data on this phenomenon. Without data, the choice appears to be either doing a sensitivity analysis or assuming the problem away. Since the researchers already conducted a sensitivity analysis on the behavioral response of the NCPs, they do not recommend doing a sensitivity analysis on the transition from undocumented to documented payments. Such an analysis would be difficult to explain, would increase the dimensionality of the sensitivity tables from two to three, and only show a decrease in the "illegal" payments to the CPs (since the increase in "legal" payments is already being modeled).

willingness, or, 2) willingness of all NCPs to pay their obligations in full. Thus, the researchers could have run their model two times and bracketed the impacts. The first run of the model, under the assumption of no change in willingness to pay, would show the current levels of support being paid, but the CPs would get more of the money and the government would get less. In the second run of the model, more money would be forthcoming from the NCPs, and the new pass-through rules would be used to allocate the sums collected between the NCPs and the state and federal governments.

The researchers applied the new rules and behavioral assumptions to a dataset representing a snapshot of the OAG caseload as of August 2000, then computed the new cash flows for every case and added the case-by-case data to obtain the aggregate response of the entire caseload to the changes.

The extreme behavioral assumption that all NCPs would immediately fully pay all owed child support is a very unlikely response. Simulating this unlikely situation establishes an absolute upper bound on the best outcomes that could happen. For a more realistic idea of the likely outcomes, the model contained a range of assumptions between ‘no one changes’ and ‘everyone changes.’ Because the Wisconsin study suggested that the likely magnitude of the response might be in the neighborhood of two percent, RMC researchers selected five scenarios in which the percentage of NCPs responding to the change in pass-through options would be stepped through the values of 0, 1, 2, 4, 8, and 16 percent. This array of test points covers the range from zero to eight times the likely response.

In order to simulate these partial responses, researchers estimated the probability to pay for all NCPs using advanced statistical methods. They next sorted the data for the NCPs in order of their probability to pay and then ran six behavioral scenarios, assuming that different proportions of these NCPs would begin to pay. The ‘one-percent scenario’ assumes that the top one percent of NCPs will begin to pay; the ‘two-percent scenario’ assumes the top two percent will start paying, etc. For each behavioral scenario, researchers ran five pass-through designs corresponding to options in which the OAG might be interested. The pass-through options took the values \$50 (current law), \$100,

\$150, \$200, and complete pass through. The model is discussed in more detail in Appendix A.

Data Used for the Model

The research data set was created by linking individual-level administrative data from the following sources: OAG child support case and collections data, wage data from the Texas Unemployment Insurance wage data system and National Directory of New Hires, and TANF records. The data span the period January 1998 to August 2000. All TANF recipients with OAG cases are included in the data set.

These data were organized to case-month format — that is, each observation describes the status of one case in one month. The variables describing the case status for the month included TANF status, OAG case status, collection amount, arrears amount, demographic attributes of the case head, presence of a capias for the case, among others. A more complete description of the research data set is included in Appendix A.

RESEARCH FINDINGS

The research was conducted in two phases. First, descriptive statistics were created to provide a context for interpreting the magnitudes of the estimated impacts. Then, impacts were calculated for each of the scenarios described above.

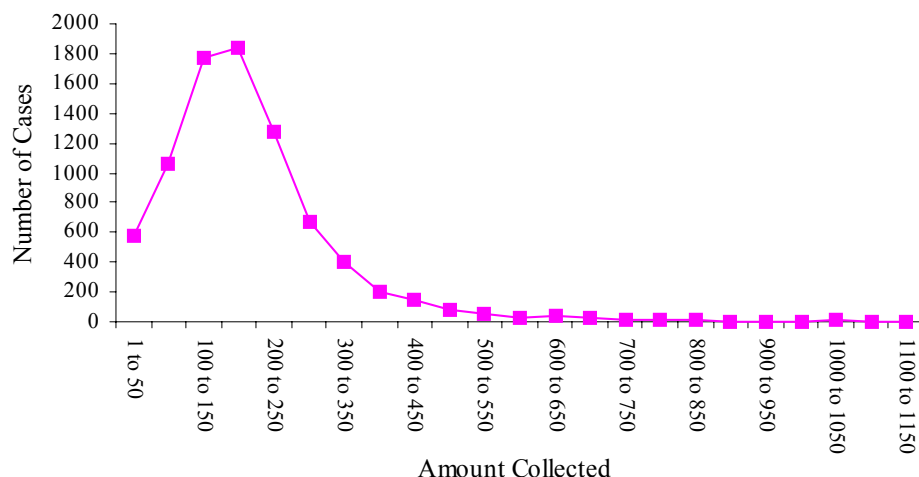
Descriptive Statistics

To better understand the magnitude of the flows of money involved in child support enforcement, several descriptive statistics were computed to describe the relationship between key variables. For purposes of convenience, a single-month ‘snapshot’ from July 1999 was used as the basis for these statistics. Because of the erratic patterns of employment and child support payments among low-income families, these

statistics should not be interpreted as a stable pattern that is true over time, but merely a convenient means to describe patterns in a typical month.⁵

Figure 1 displays a histogram of total child support collections based on the entire population cases of OAG cases for which an order has been issued, excluding collections made from IRS federal offset. Not plotted are some 40 cases (out of about 38,000) in which payments of more than \$1500 were made. Also not plotted are about 29,500 cases (78 percent of ordered cases) for which no collection has been made. This histogram shows the small amount of monthly collections. Of paying cases, the median collection is about \$150 per month.

Figure 1
Distribution of Collections Among Paying Cases,
July 1999



With a pass-through amount of \$50, the state government loses money on all collections smaller than \$131.⁶ Thus, nearly half of all collections under current law involve a transfer of funds from the state to the federal government. If the pass-through

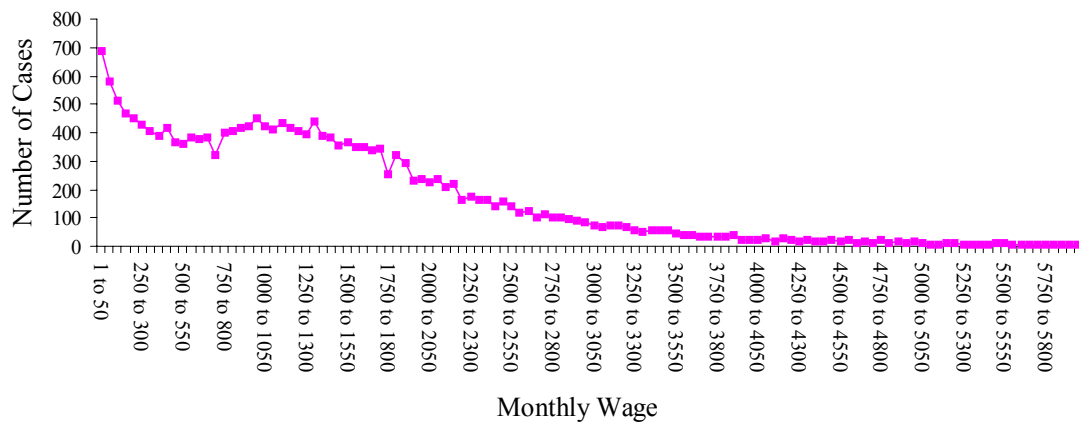
⁵ To properly describe these patterns over time would require a longitudinal analysis that is beyond the scope of this study.

⁶ These computations are based on the current Medicaid matching rate of 0.62.

amount were to be raised to \$100, the break-even point for the state would rise to \$263. Only about five percent of the cases currently have recorded collections this large. If the pass-through amount were to be increased to \$200, assuming no change in the distribution of collections, the state would lose money on all but one percent of collections.

In Figure 2, the distribution of NCP wages in July 1999 is shown for NCPs who earned any wages in that quarter.⁷ About 46 percent (17,339 observations out of 37,741) of the NCPs with zero wages are not plotted. Of NCPs with wages in this quarter, wages averaged \$975 per month.

Figure 2
Frequency Distribution of NCP Wages,
July 1999



Wages for NCPs appear to fall into three groups:

- Persons who are fairly well attached to the labor force earning a steady income. This group can be found toward the right side of the distribution.
- Persons with little or no labor force attachment, who earn small wages and may work only sporadically. This distribution would include the observations between zero and about \$1000.

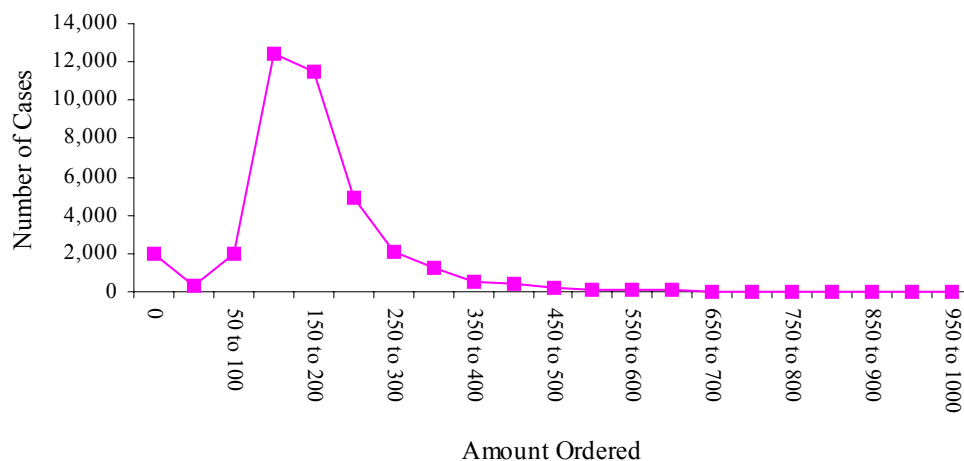
⁷ RMC researchers assumed that quarterly wages for July-September 1999 were earned equally in each month of the quarter.

- Persons with no reported wages in the quarter of analysis. These could include persons whose income is not covered by UI wage laws, those who hide their income, and those who actually have no income.⁸

Given the low income of most of the NCPs, it is not surprising to find that collections are so small.

Figure 3 shows the distribution of the monthly amount ordered for current support for the same NCPs depicted in the earlier figures. Ninety three percent of the obligations are smaller than \$300 per month, with most orders in the \$100-150 range. As the amount of child support orders was based on the NCPs income when the order was established, the small size of these judgments can be attributed to the low income of the NCPs.

Figure 3
Frequency Distribution of Amount Ordered for Current Support (PP1),
July 1999



To display the relationship between income, obligation, and collections, two percent (772 observations) of the observations from the population were randomly selected and plotted as scattergrams. The first of these, Figure 4 shows the degree of association between UI wages of the NCP and the amount of child support (except IRS

⁸ Persons sporadically employed also may be included in this group if they were not employed in the quarter used for this illustration.

intercepts) paid in a month.⁹ Cases in which NCPs are paying although they have no measured income are arrayed on the vertical axis while cases in which the NCP has income but is not paying any child support are arrayed on the horizontal axis.

Of the cases plotted, 44 percent had no wages, 77 percent had no collections, and 41 percent had neither wages nor collections. Of those with wages, 33 percent also had collections. When measured in a single month, the relationship between wages and collections is quite low. In this example, if UI wage increases by a dollar, the expected child support collection increases by only 3.35 cents. This plot indicates that many NCPs have obligations in effect but are not paying any child support. These NCPs are the main target group for the pass-through analysis.

Figure 4
Child Support Collections as a Function of NCP Wages,
July 1999

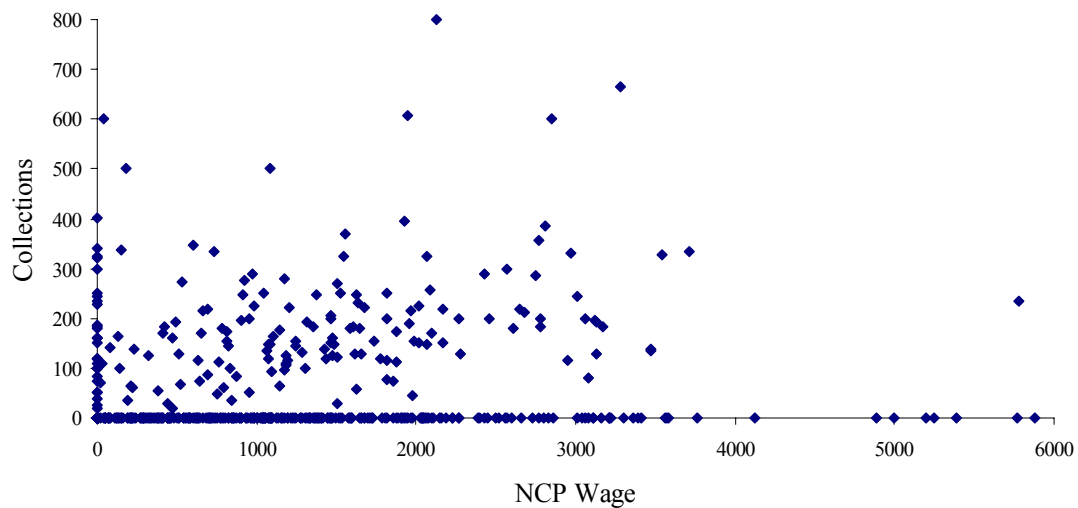


Figure 5 displays the relationship between child support obligations and collections, with the 45 degree line superimposed on the plot showing the locus of points

⁹ The correlation between these two variables is only $\hat{\rho} = 0.26$.

for which obligation and collection are equal (i.e., complying NCPs). Plots below the line represent NCPs who are underpaying, and observations above the line represent NCPs who are overpaying.

Of the underpaying NCPs, who constitute 89 percent of the sample, 86 percent paid no child support in the month studied. NCPs who are in compliance constitute about 5.5 percent of the sample.¹⁰ Overpaying NCPs constituted about six percent of the sample and probably represent NCPs making up prior shortfalls in payments.

Figure 5
Amount Collected as a Function of Amount Ordered,
July 1999

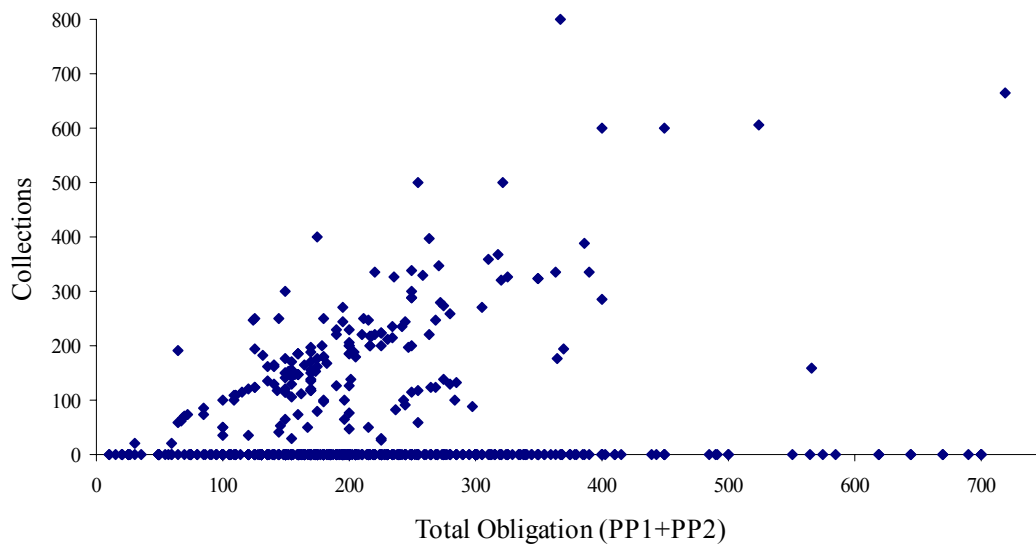
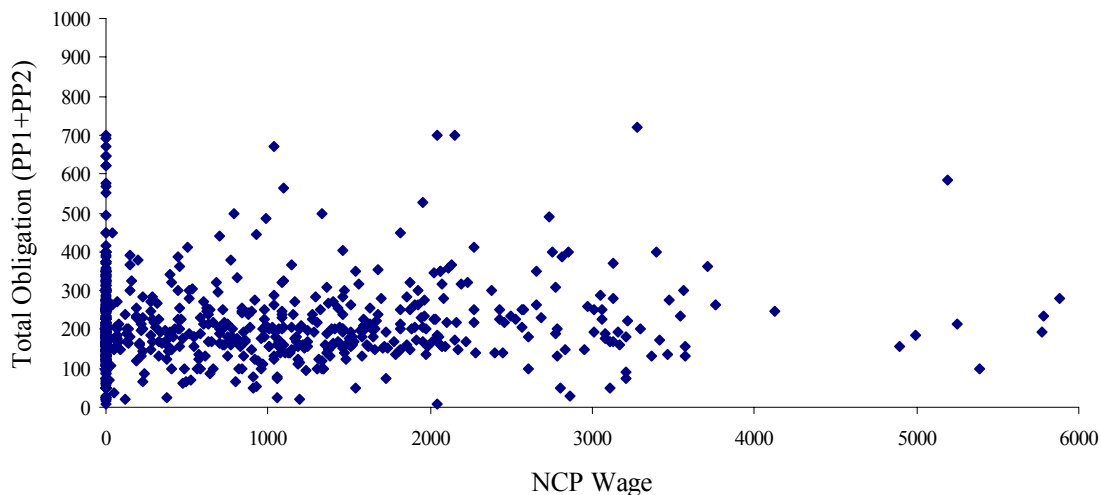


Figure 6 measures the relationship between child support obligations and wages in a single month. Although child support obligations are initially based on NCP wages,

¹⁰ Compliance was assumed if the payment was within ten percent of the obligation.

almost no correlation exists between the amount of obligation amount and income in that month ($\hat{\rho} = 0.11$). For every dollar of NCP wages earned, a child support order increased by only 0.9 cents more child support. Observations with no reported wages (45 percent of the total) are arrayed densely on the vertical axis. Several factors could contribute to the low relationship between these variables, including a change in the NCPs' income after the order was established or NCP employment patterns that are not well represented by a single month snapshot of earnings.

Figure 6
Total Child Support Obligation (PP1+PP2) as a Function of NCP Wage,
July 1999



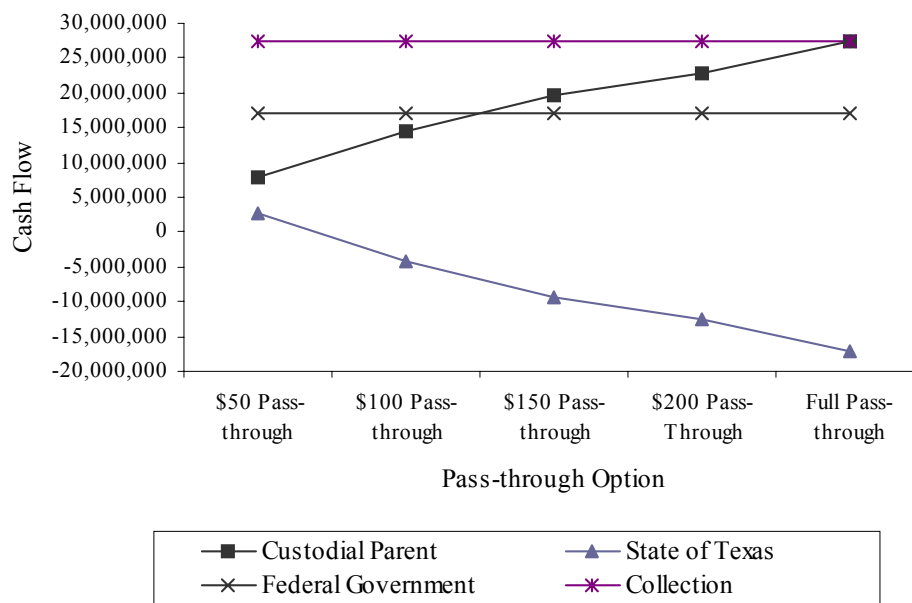
Estimated Impacts of Increasing Pass-Through for TANF Families

A statistical model was created to predict the distribution of collected child support among custodial parents, federal and state governments under each of the scenarios described earlier. The simulation model was run thirty five times to examine the effects of the five pass-through options and seven possible responses by NCPs.

To understand how distributions to governments and CPs change when NCPs do not respond at all to the change in pass-through, NCPs collections were kept constant while the pass-through amount was changed to the following values {50,100,150,200, ∞ }. This analysis only includes the subset of TANF recipients who were receiving \$50 or less in passed-through child support each month.

Figure 7 summarizes the cash flows for all the entities included in the model and demonstrates the effects of changing pass-through policies while holding collections constant. The top line represents total collections. This line is horizontal at \$27.5 million because in the scenarios plotted in Figure 7, collections are assumed not to change. Under current law, the federal government receives most of the money, specifically \$17.0 million or 62 percent of the total. CPs receive \$7.8 million or 28 percent of collections, with the state retaining \$2.7 million (10 percent of the total).

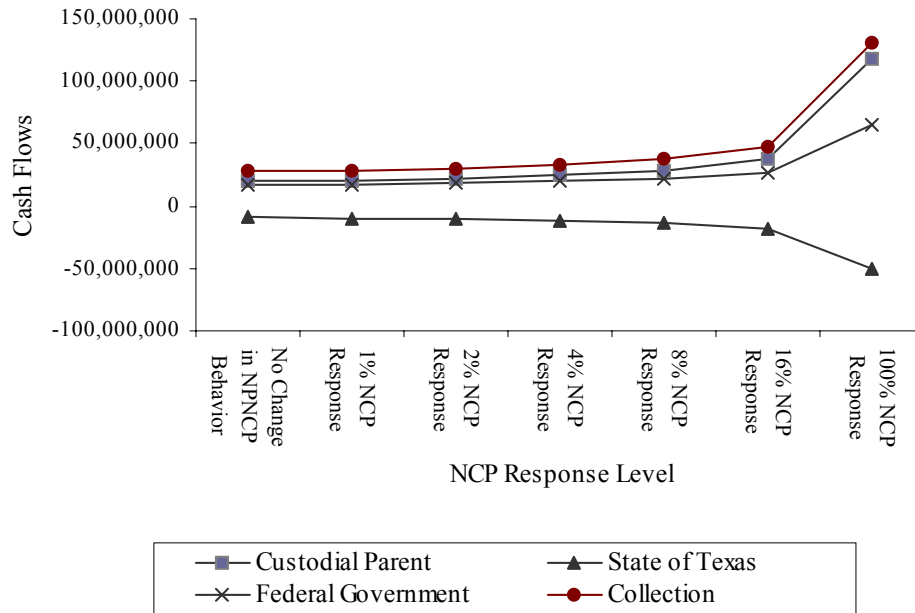
Figure 7
Cash Flows Assuming No Change in NCP Behavior



As the pass-through amount is increased, as expected, CPs get an ever-increasing share of the money. However, because the bulk of the collections are so small, as the pass-through rises, the number of additional clients affected is ever smaller. Because the federal government's share is always 62 percent of total collections, which did not change, the collections flowing to the federal government also do not change. The larger the pass-through, the greater the losses to the state. For example, in the \$100 pass-through scenario, the CP gets \$14.6 million, the federal government gets \$17.0 million, for a total of \$31.6 million, which exceeds collections (still at \$27.5 million) by \$4.1 million. Thus, the state would lose \$4.1 million under this scenario.

To test the effects of changes in NCP behavior that would cause more child support to be collected, a policy option of a \$150 pass-through will be used for illustration. The cash flows for the seven modeled NCP responses are shown in Figure 8.

Figure 8
Cash Flows for the \$150 Pass-through Scenarios



As larger numbers of NCPs become willing to pay, total collections rise. For example, if NCPs increased their payments by four percent, collections rose to 32.5 million--an increase of about 18 percent over the no-response scenario. The larger collections induced an exactly proportional 18 percent change in the federal government's share, which rose from \$17.0 million to \$19.7 million. The CPs cash flow in these scenarios differs from current law for two reasons — the larger pass-through, and the increased collections. Concentrating on the change due to the NCPs behavior, the CPs cash flow rises from the no-response value of \$19.7 million to \$24.3 million in the 4 percent response scenario. This 23 percent increase in cash flow occurs because the number of paying cases increases.

The statistical model was run for thirty-five scenarios such as the ones described above. Tables in Appendix B summarize the results from all thirty-five scenarios and report eight outcomes for each of them.

Outcomes for three of the most likely scenarios are discussed below. In addition to the scenario representing current law, the other two will be referred to as:

- the Full Wisconsin scenario, in which NCPs payments increase by two percent in response to a full pass-through scheme, and
- the Moderate scenario, which assumes a \$150 pass-through amount and a one percent response.

The Full Wisconsin scenario was selected because it depicts the likely response to the most generous pass-through option possible. The Moderate scenario straddles a reasonable middle ground between current law and the most generous option.

Under the Full Wisconsin scenario, the CP receives the entire amount of total collections (\$30 million). The federal government will receive 62 percent of total collections, or \$18.4 million, which must be paid totally from state funds. Savings to the state from TANF grant reductions amounted to only \$323,000. Few CPs left TANF rolls because the child support payments they received were not large enough to induce grant jeopardy.¹¹ The overall fiscal effect of this scenario is the same as if the state increased

¹¹ TANF grant jeopardy refers to a situation in which a family's TANF grant is jeopardized because child support collections in a given month are greater than the amount of the TANF grant. Prior to removing

custodial parents' TANF benefits by \$18.4 million to be paid for entirely out of state funds and distributed to families as a matching grant based on child support collections.

Table 1
Changes in Child Support Collections for Several Likely Scenarios

	Current	Moderate	Full Wisconsin
Collections	\$27.5	\$28.8	\$30.0
Cash to CP	\$7.8	\$20.9	\$30.0
Cash Flow to Federal Government	\$17.0	\$17.7	\$18.4
Cash Flow to State Government	\$2.6	\$-9.8	\$-18.4
Combined State and Federal Cash Flow	\$19.6	\$7.9	\$0.0
New Grant Jeopardy Case-Months	0	1,497	2,545
Grant Reduction Cash Flow	\$0	\$0.2	\$0.3

Note: All child support collections are measured in millions of dollars per biennium.

The Moderate scenario is the most likely outcome of a partial pass-through scheme. The big winner in this scenario is the CP, who receives an increase in cash flow of 268 percent. Since the NCPs increased their total contributions by only five percent, most of this increase had to come from somewhere else—namely, the state government. The state's position changes from retaining \$2.6 million of collections to paying out \$9.8 million to the CPs. As in the Full Wisconsin scenario, the change in cash flow due to grant jeopardy is trivial.

Summary of Findings and Policy Implications

A review of outcomes from all thirty-five scenarios reveals that the state would lose money under any scenario that increases the pass-through amount. There are two ways that increasing the pass-through to TANF families could cause the state to increase

recipients from TANF rolls, TANF caseworkers ascertain the likelihood of such payments continuing in future months.

its positive cash flow. First, if a large enough share of NCPs began to pay child support or increase their payments, the additional revenue generated could be enough to cover the additional payments to the CPs and the federal government, while still increasing the flow of funds to the state. However, given the rather small response to a full pass-through in the Wisconsin experiment, it is quite unlikely that the state would realize an increase in cash flow due to increased pass-through.

A second way that the state could gain a larger cash flow from increasing the pass-through could occur if the additional child support payments caused a large number of TANF cases to enter grant jeopardy. If this happened, savings would accrue from reduced outlays for welfare benefits. If the response of the NCPs were massive, including not just an increase in the number paying, but also in the size of the monthly collection, then it might be possible for this source of savings to benefit the state. However, it is unlikely that huge masses of the NCPs will begin to pay large payments, given their low income.

Under a realistic set of assumptions, an increase in the amount of child support collections distributed to TANF families could increase total collections by a modest amount. Under these scenarios and current federal law, however, all of the benefits from increased collections would accrue to the federal government and the families. Unless the unlikely conditions discussed above occurred, the state would lose money under any of the scenarios being considered.

II. The Effects of Round-Ups on Child Support Collections

by Jennifer Beck, Jerome A. Olson, Daniel P. O'Shea and Daniel Schroeder

BACKGROUND

Child support round-ups are planned and organized procedures during which law enforcement personnel exclusively devote their efforts to locating and arresting non-custodial parents (NCPs) who are delinquent in their child support payments. Persons can be arrested if they have an outstanding capias (a civil misdemeanor warrant) for failure to appear in court after being contacted about their delinquent payments.

To date, no one has examined round-ups in Texas or elsewhere. In fact, no existing research publications document who participates in round-ups, how often they occur, or their success in terms of their cost effectiveness.

Local officials cite three reasons for conducting round-ups. The first is to increase child support collections during and shortly after a round-up. The OAG and local law enforcement officials expect that individuals who are behind in their payments will come forward and make voluntary payments to avoid being arrested in future round-ups when it becomes publicly known that a county is conducting a round-up.

Second, child support enforcement officials use round-ups to communicate to the public that non-custodial parents are responsible for the financial support of their children and that failure to meet this responsibility is punishable by law. Under this premise, round-ups should serve as a cautionary example to non-custodial parents who are not currently behind in their payments. The media frequently helps deliver this message by broadcasting images of those arrested on the televised news.

Finally, round-ups provide law enforcement officials with a method for dealing with a backlog of outstanding capias. A sizable number of capias are issued for individuals whose physical whereabouts are not known. Because 'difficult to serve'

capias tend to accumulate, round-ups are scheduled to focus personnel time toward the elimination of existing backlogs.

RESEARCH QUESTIONS

The Texas Office of the Attorney General (OAG) contracted with the Ray Marshall Center for the Study of Human Resources (RMC) of the LBJ School of Public Affairs at The University of Texas to assess the effectiveness of using round-ups to increase child support collections for families on the Title IV-D caseload.

Specifically, the research explores whether child support collections increase in the time periods during and shortly after round-ups and seeks to determine whether these collections are significant in comparison to their costs.

RESEARCH METHODS

A combination of quantitative and qualitative approaches were used to determine the cost effectiveness of roundups. First, RMC researchers reviewed administrative reports from all Texas counties that conducted round-ups between January 1998 and June 2000. Three local sites — Cameron County, Lubbock County, and Travis County — were then selected to provide a detailed description of the contextual and operational features of round-ups and to collect data about the costs of conducting a round-up. The quantitative analysis included an analysis of detailed child support collection data files to determine the changes in child support collections patterns in the periods surrounding a round up. As will be discussed, determination of the cost effectiveness of measured impacts was not deemed necessary.

Site Selection Criteria and Interview Protocol

Local study sites were chosen to describe contextual and operational features and to represent the diversity of Texas counties. The selection criteria for the study sites took into account the following factors: ethnicity of the population, economic and

employment conditions, civil warrant procedures and urban and rural settings. Additionally, each county must have conducted at least one round-up between January 1998 and June 2000. The OAG's Child Support Division's Special Enforcement Operations Director and Regional Special Enforcement Operations (SEO) Investigators consulted with RMC researchers on the choice of study sites.

Researchers developed an interview protocol to gather information regarding staff participation, scheduling, implementation, outcome and cost expenditures from the selected sites. (See Appendix C for actual instrument used in the interviews.) At each of the three field sites, researchers conducted semi-structured interviews with the personnel involved with the planning and execution of round-ups in their county. These included OAG Child Support SEO Investigators, Child Support Officers, IV-D Court Masters, Constables, Sheriffs, Deputies and Warrant Officers.

Quantitative Analysis

Researchers used individual child support collections records from the OAG to examine the impact of round-ups on four groups of individuals:

1. all NCPs on the IV-D caseloads in the counties in which round-ups were conducted;
2. NCPs with high arrears balances (defined as \$5,000 or more);
3. NCPs with a past capias;¹² and,
4. NCPs who were actually rounded-up, when sufficient identifying information was available to locate these individuals in OAG child support administrative records.

For each sub-group in each county conducting a round-up, aggregate collections were plotted by month over the period January 1998 through June 2000. Graphs for the eleven counties in the sample compared the aggregate level of payments in a round-up area during and shortly after a round-up with the trend of the aggregate level of payments at other times. Statistical comparisons of trends occurring just prior to and after round-ups were then conducted for the first three groups to determine any significant

¹² Only capias issued after January 1998 were included in this analysis due to the absence of administrative data from an earlier time period.

differences in collections patterns that could be attributed to round-ups. Due to the small number of individuals in the fourth group, such statistical techniques could not be employed for that group.

Although researchers originally planned to analyze the cost effectiveness of impacts, this analysis was not conducted due to the absence of significant impacts in the local counties for which cost data was collected.

RESEARCH FINDINGS

RMC researchers identified thirteen counties in Texas that had conducted round-ups between January 1998 and June 2000. Location of these counties, the sizes of the OAG child support caseloads in these counties, and the dates of their round-ups are summarized in Table 2.

Table 2
Texas Counties Conducting Round-Ups During Study Period

County	Child Support Region	IV-D Obligated Cases	Round-Up Dates
Bexar County	2	59,797	May-99
Bowie County	5	4,831	Apr-99
Cameron County	3	12,568	Apr-98 May-99 Apr-00
Gregg County	5	4,907	Feb-98
Harris County	6	75,223	Mar-98
Hidalgo County	3	18,016	Sep-99
Lubbock County	1	11,241	Feb-99 May-00
Midland County	8	4,772	May-98
Nueces County	3	13,777	Dec-99
Tarrant County	4	31,897	May-98
Travis County	7	18,455	Dec-98 Jun-00
Webb County	3	6,471	Apr-98
Williamson County	7	3,130	Jan-98

From this list of counties, RMC selected three — Cameron, Lubbock, and Travis — to better understand the process used to conduct round-ups across a diverse set of sites and to collect detailed cost data needed for a cost effectiveness analysis.

Process Used to Conduct Round-Ups Across All Sites

To a large degree, specific methods for conducting round-ups are similar across Cameron, Lubbock, and Travis Counties. First, a general description of this process will be presented, followed by a discussion outlining characteristics specific to each study site. Table 3 contains a flowchart summarizing the process for conducting round-ups.

How an Individual Becomes a Round-up Target

A non-custodial parent (NCP) failing to make his or her child-support payments for more than 3 months is notified of a pending court date to stand before the IV-D Court Master and provide an explanation for missed child-support payments. If the NCP fails to appear in court on the designated day the court issues a *capias* (a civil warrant) for that individual. *Capias* form the basis of child support round-ups.

Planning for a Round-up

Regional SEO Investigators from the OAG work with county law enforcement agencies to plan and conduct round-ups. The Regional SEO Investigators and officials from the county law enforcement agencies decide when to have a round-up. This decision can be made either jointly or independently by the two parties. The Regional SEO Investigators and the local law enforcement agency in each county maintain a list of individuals with outstanding *capias*. Both agencies continually update their database with information about the status of *capias* and the physical whereabouts of individuals with *capias*.

Prior to the scheduled round-up, the SEO Investigator and an official with the local law enforcement agency prepares a list of individuals with outstanding *capias* whose physical whereabouts are known. At this time, all participating agencies are notified of the scheduled round-up. The agencies typically notified in advance of

upcoming round-ups include: local Child Support Attorneys, IV-D Court Masters, Central Booking, and Corrections.

Execution of a Round-up

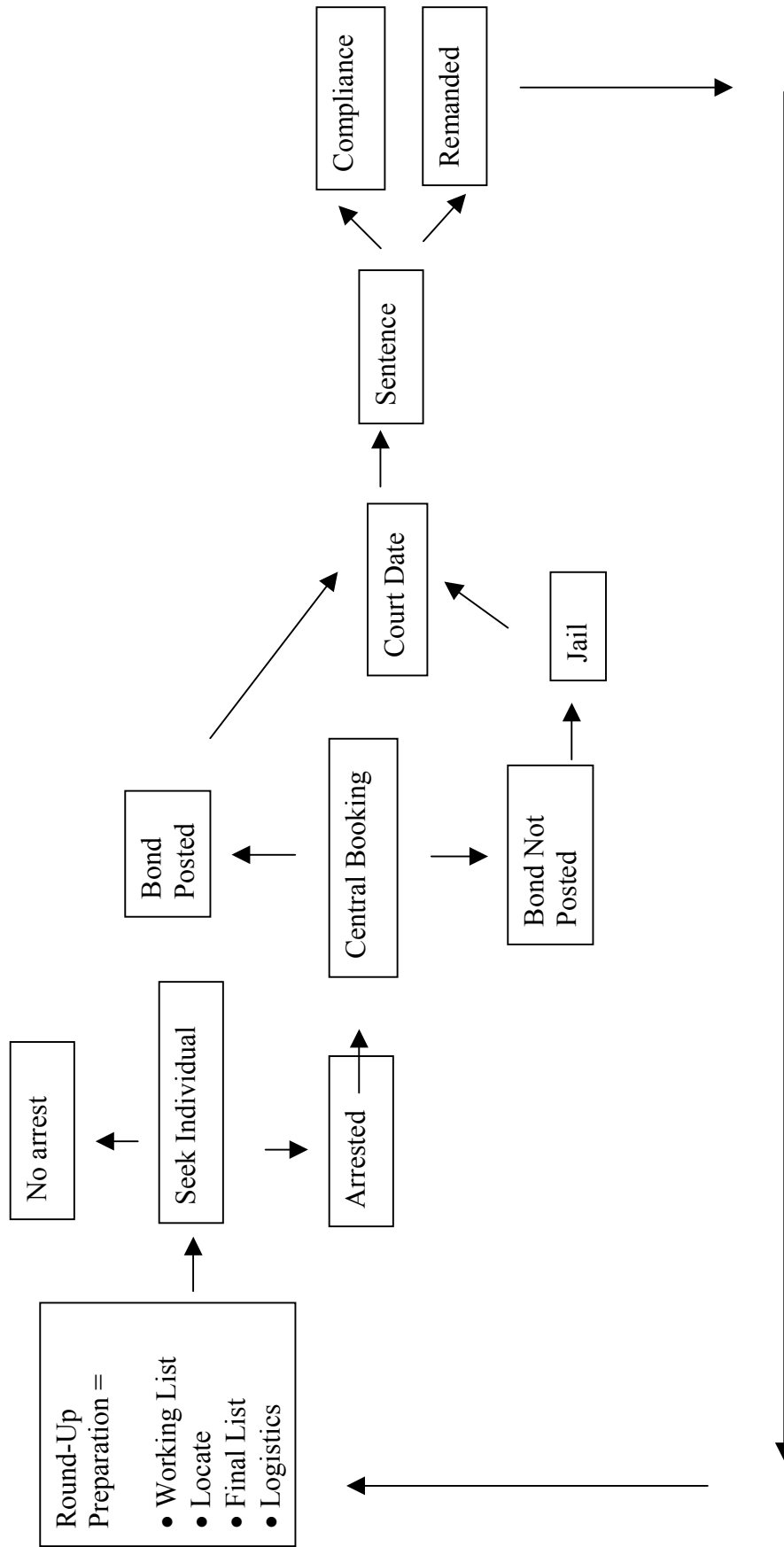
After an individual is located and successfully arrested, he is first brought to Central Booking at the County Jail where he may post a cash bond and be released.¹³ The money collected from the bond is applied directly to the individual's child support arrearages. At the time of release, the individual is given a court date that he is mandated to attend. Individuals who are unable to post a cash bond are transferred to the county jail where they will wait to go before the IV-D Court Master. Individuals typically go before the IV-D Court Master within a day or two of being booked.

When the individual goes before the IV-D Court Master, the IV-D Court Master reviews the individual's case history and determines a sentence including one or more of the following: a verbal reprimand, a requirement to make additional payments, or detainment in jail for a period of time not to exceed 180 days.

For those individuals who appear to be unable to post the stated bond, the IV-D Court Master may immediately lower the bond to an amount that the individual is capable of paying or detain the individual in jail and lower the bond at various time intervals until the individual is able to pay some portion of the original bond.

¹³ Either men or women can be arrested for failure to pay child support.

Table 3
Process of Conducting a Round-Up



The Role of the Media

The media plays an important role in meeting the objectives of round-ups. Round-ups are accompanied by media attention illustrating to non-custodial parents the consequences of not adhering to child support commitments. The belief is that once individuals see that they may be brought to jail for non-payment they will be motivated to keep up with their obligations. All three counties depend on the presence of media for the success of their round-ups. In all cases, media are notified of the planned round-up, but asked to withhold publicizing the round-up until the afternoon of the first day or the second day. This delay is used to limit the number of individuals who leave town to avoid being arrested. Officials at the three counties reported that the media usually adhered to their requests for withholding publicity until later in the round-up.

Characteristics Specific to Each County

Although the process involved with conducting round-ups is largely the same across the three study sites, each site has unique characteristics as summarized below.

Cameron County. Round-ups in Cameron County are a joint collaboration by the OAG and the Sheriff's Department. Cameron County traditionally conducts 5-6 round-ups per year that continue for approximately 1-2 days each. In contrast to Lubbock and Travis Counties, the decision to conduct a round-up is influenced by available space in the jail. More NCPs are generally kept in jail in Cameron County because those arrested often cannot post bond. This results in larger numbers of individuals being detained in jails that are often already overcrowded.

Cameron County has assigned three deputies to serve warrants on an everyday basis. During the round-up, the three officers work their regular 8-hour day although they may come in earlier so that the round-ups can begin at 6:00 a.m. For some round-ups additional sheriff's deputies are brought in from other units to assist with the round-ups.

At those times, up to four teams of two officers serve the capias. The officers team up with the OAG SEO Investigators to serve the warrants.¹⁴

Because the number of individuals brought in during the Cameron County round-ups is so small, the arrested individuals almost always go before the IV-D Court Master a few hours after being arrested. Round-ups do not cause any disruptions or noticeable increases in workload for the IV-D Court Master and Assistant Attorneys General.

Lubbock County. The OAG and the Sheriff's Department conduct round-ups in Lubbock County. Lubbock County traditionally conducts 1-2 round-ups per year. The round-ups typically last 2-3 days and are scheduled to coincide with the IV-D Court Master's open day. Open days refer to the one day per month that the IV-D Court Master's docket is kept clear. Round-ups are scheduled to coincide with this day to eliminate the juggling that other counties must do in order to accommodate existing dockets.

Round-ups in Lubbock typically begin at 6:00 a.m. and run throughout the day. Round-ups start at this early hour because morning is inarguably the most productive time for locating the individuals. During a round-up, officers typically work two hours longer than on a usual day.

During the round-up, 4-5 teams of two are sent out to serve the capias. When the round-up commences, each team of officers is given an envelope containing 5-10 warrants. Each team is responsible for serving the warrants in their envelope.

Travis County. The OAG and the Travis County Constable's Office conduct round-ups in Travis County. Travis County traditionally conducts one round-up per year that continues for approximately 5-7 days. December is a popular month for conducting round-ups in Travis County. The reason for conducting round-ups in December is two-fold. First, December marks the peak of the holiday season — a time when children's financial needs are exceptionally high and an excellent time to publicly communicate parental responsibilities. Second, officials believe that individuals have more incentive to

¹⁴ SEO Investigators are not certified peace officers, cannot make arrests and cannot serve the child support capias since they are considered a party to the suit. However, they are generally present during the arrest to offer advice to the constables and deputies, to answer child support related questions that the law enforcement official or arrestee may have, and to report and record the execution of the capias.

pay their fines and arrearages in December because they do not want to remain in jail for the holidays.

Round-ups in Travis County typically begin on a Monday and continue through Monday or Tuesday of the next week. Mondays, Tuesdays and Thursday are the days when the officers attempt to serve the outstanding capias. On these days, officers work in five teams of two starting at 5:30 a.m. and continuing through 2:00 p.m. Wednesday is a break day and all round-up activities are put on hold. Friday is an organizational day.

Field interviews noted that the large volume of individuals being arrested during Travis County round-ups causes disruptions in officials' schedules and increases in their work. Most notable is the impact of round-ups on the IV-D Court Masters and Assistant Attorneys General. Often, the round-ups are scheduled after the dockets for that week have already been scheduled. Consequently, existing dockets are rescheduled and rearranged to accommodate the round-ups. The impact of rescheduling and rearranging the dockets is felt for weeks.

The matrix in Table 4 summarizes differences in procedures used to conduct round-ups across counties.

Table 4
Comparison of Round-Up Procedures Across Local Sites

	Primary Overseers	Frequency of Round-ups	Preparation Time	Round-up Duration	Number of Teams Serving Warrants
Cameron County	Sheriff OAG	5-6 per year	1-2 days	1-2 days	3-4 two-person teams
Lubbock County	Sheriff OAG	1-2 per year	3-4 weeks	2-3 days	4-5 two-person teams
Travis County	Constable OAG	1 per year	3-4 weeks	5-7 days	5 two-person teams

Net Costs of Conducting a Round-up

The net costs of conducting round-ups in Cameron, Lubbock and Travis Counties were calculated from the amount accrued in regular overtime wages, wages attributed to

additional personnel¹⁵ and additional non-measurable costs. Regular wages and court costs were not included in the calculation of costs because those tasks are part of the personnel's regular duties. A summary of the net cost of conducting a round-up in each of the three counties follows.

Cameron County. Cameron County incurs the costs of employing approximately four additional Deputy Officers during a typical round-up. No regular employees work overtime in order to conduct round-ups in Cameron County. The four additional Deputy Officers assist the Child Support Warrant Division for 1-2 eight-hour days at approximately \$15.05 per hour.

Lubbock County. Lubbock County typically employs nine additional Deputy Officers during a round-up. No overtime costs are associated with round-ups in Lubbock County. The nine additional Deputy Officers assist the Child Support Warrant Division for 2-3 eight-hour days at approximately \$11.08 per hour.

Travis County. Travis County incurs two types of costs during a typical round-up. First, Travis County incurs the costs of employing approximately three additional Deputy Officers for each round-up. The three additional Deputy Officers assist the Child Support Warrant Division for 3-4 eight-hour days at approximately \$19.30 per hour. Secondly, the Assistant Attorneys General and IV-D Court Masters incur certain non-measurable costs. Because of the way round-ups are currently conducted in Travis County, the Assistant Attorneys General and IV-D Court Masters receive notice of a round-up after the dockets for that week are scheduled. Consequently, existing dockets must be rescheduled and compacted to accommodate the round-ups. The impact of rearranging the dockets is felt for weeks and includes an additional three hours of work for each of the Assistant Attorneys General.

Impacts of Round-Ups on Child Support Collections

The impact of round-ups in all counties holding round-ups within the relevant times period were measured for three groups of individuals: 1) all NCPs present in the OAG's database; 2) NCPs with high arrears (greater than \$5,000); and, 3) NCPs with a

¹⁵ Hourly wages are derived from the range in salaries for Deputy Officers in each County.

past capias. In addition to plotting child support collections for each of these groups for the entire study period, a five-month moving average was calculated for NCPs with a past capias, the group with the potential to be most affected by any publicity occurring during a round-up. (See Appendix D for county specific graphs.) A visual analysis of these groups indicated that overall, round-ups did not produce any change in child support collections in the months during and shortly after the round-ups.¹⁶

Despite the absence of an overall effect of round-ups on child support collections, some variation in patterns occurred across the counties. To determine whether observed differences were statistically significant, researchers compared average collections for the months immediately prior to round-ups to those immediately following the round-ups. Table 5 summarizes the changes in child support collections for all NCPs, those with high arrears, and those with a past capias. Few significant differences in total child support collections were measured in the periods following a round-up for any sites. As shown below, collections increased significantly in Hidalgo for persons with an outstanding capias. In Lubbock, collections increased for all NCPs and those with high arrears after the May 2000 round-up. No increase in total collections was observed for the earlier Lubbock round-up, nor did collections increase for persons with outstanding capias, the group most likely to be influenced by publicity surrounding a round-up. Factors other than the round-up probably caused the observed increase in child support collections during this period. Thus, round-ups had few significant impacts on child support collections for any of the groups who may have been influenced by any publicity surrounding round-ups.

¹⁶ Although round-ups were conducted in 13 counties during the study period, impacts only could be calculated for 11 of them. Round-ups in Gregg and Williamson counties occurred too early in the study period to provide enough time prior to the round-up to which post-round-up collections could be compared.

Table 5
Impacts of Round-Ups on Child Supports Collections

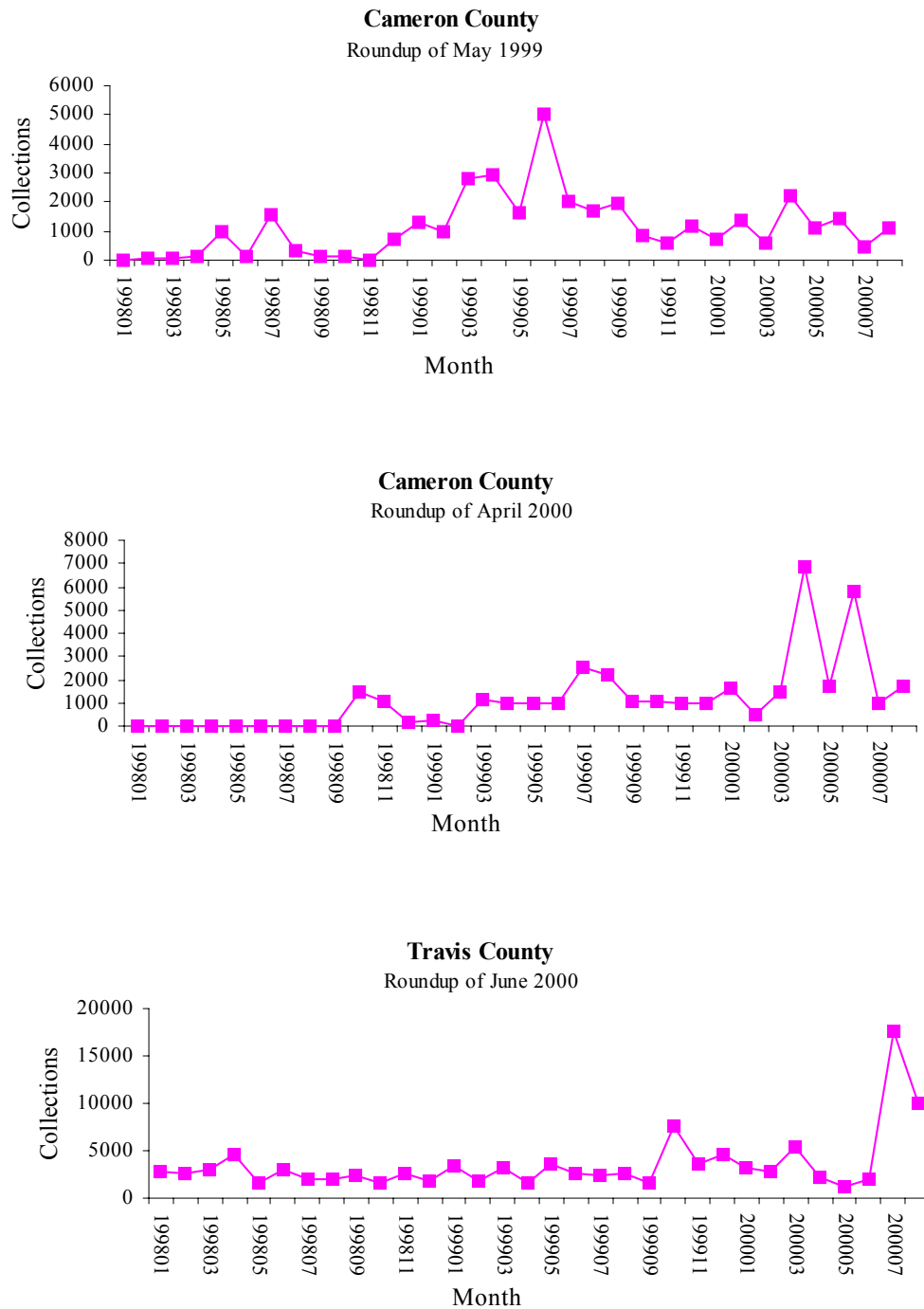
County	Date of Roundup	Change in Total Collections from all NCPs	Change in Collections from High Arrears NCPs	Change in Collections from NCPs with Past Capias
Bexar	May-99	-139,112	-25,037	-938
Bowie	Apr-99	16,502	4,987	3,546
Cameron	Apr-00	-245,541	-102,462	-1,894
Cameron	Apr-98	30,353	14,556	1,161
Cameron	May-99	-94,540	-59,007	776
Harris	Mar-98	240,642	134,828	6,110
Hidalgo	Sep-99	22,237	36,070	29,286*
Lubbock	Feb-99	-22,625	-13,727	-469
Lubbock	May-00	196,605*	130,182*	2,630
Midland	May-98	-36,051	-4,564	-642
Nueces	Dec-99	89,860	69,493	-876
Tarrant	May-98	-99,071	-40,383	1,421
Travis	Jun-00	-81,280	-118,739	-2,025
Travis	Dec-98	-11,248	-16,935	18,404
Webb	Apr-98	46,140	22,220	620

* Difference is statistically significant at the .05 level.

Detailed collections data for persons arrested during round-ups were examined for the three round-ups for which individual data could be obtained from police reports.¹⁷ Total child support collections from NCPs actually arrested during a round-up were measured in two counties, Cameron County and Travis County and are displayed in Figure 9. The Cameron County graphs indicate that, while collections increase as a direct result of the round-up, the payment behavior of these individuals quickly return to their original patterns. In Travis County, a longer time interval is needed to observe the post-round-up payments of persons arrested. This limited evidence suggests that round-ups may temporarily increase the amount collected from persons arrested. However, round-ups do not appear to impact the regularity of these individuals' future child support payments.

¹⁷ Because an identifying variable was needed to link data from police reports to OAG records, not all persons could be identified. For the three round-ups graphed, successful matches to the OAG database were made for 4/10, 5/6, and 23/47 persons included in police reports. It also is possible that some of the persons arrested were not part of the OAG caseload.

Figure 9
Child Support Collections for Persons Arrested During Round-Ups



Note: The total number of individuals represented by these graphs are:
Cameron (May 1999) – 4, Cameron (April 2000) – 5, and Travis – 23.

Cost Effectiveness Analysis

The cost effectiveness of round-ups of NCPs for whom there are outstanding capias depends upon a number of factors. First, the net cost of conducting the round-ups must be assessed. These costs vary depending primarily on the way in which the round-up is organized and implemented locally, the number of personnel involved and their salary costs. Second, cost effectiveness also depends upon the net effects of conducting the round-ups on child support collections. If round-ups fail to increase collections, then measuring their cost effectiveness becomes a moot issue.

According to local officials involved in the three counties examined in our analysis (i.e., Cameron, Lubbock, and Travis), only Travis County appears to conduct round-ups of NCPs in a way that significantly displaces the regular activities of the local courts.

Given that our analysis detected no statistically significant impacts on collections in the three counties that can be attributed to round-ups, further cost effectiveness analysis was deferred.

SUMMARY OF FINDINGS

Researchers from the Ray Marshall Center for the Study of Human Resources examined the cost effectiveness of using round-ups to increase child support collections in the months during and shortly after a round-up. Based on this analysis, few significant impacts on child support collections were found in the eleven counties analyzed for any of the following groups: all NCPs, NCPs with high arrears, and NCPS with past capias. Although round-ups may temporarily increase the amount collected from persons actually arrested, the limited available evidence suggests that the regularity of these individuals' future child support payments is not influenced by having been arrested.

As discussed in the report, round-ups may serve other purposes despite the absence of their impact on child support collections. In general, round-ups are generally a low-cost strategy for collecting child support that provide:

1. a method of stigmatizing NCPs who are failing to meet the core parental responsibility of financially supporting their children;
2. an increase in the number of new child support cases that are opened;
3. information from custodial parents detailing the physical whereabouts of NCPs; and
4. increased employee morale by increasing the prospects that heavily-sought evaders will be apprehended.

While any of these reasons may be valid ones for continuing to conduct round-ups, no evidence has been found to suggest that they increase child support collections.

III. An Initial Assessment of Access and Visitation Programs in Texas

by Ying Tang, Deanna T. Schexnayder, and Patricia Norman

BACKGROUND

The Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996 authorized a new federal grant program to fund state child access and visitation initiatives. The purpose of the grant program is "...to establish and administer programs to support and facilitate non-custodial parents' access to and visitation [with] their children by means of activities including mediation (both voluntary and mandatory), counseling, education, development of parenting plans, visitation enforcement (including monitoring, supervision and neutral drop-off and pick-up), and development of guidelines for visitation and alternative custody arrangements."

In federal fiscal year 1997, the Office of Child Support Enforcement (OCSE) of the U.S. Department of Health and Human Services (DHHS) awarded the first round of grants to every state and four jurisdictions (District of Columbia, Puerto Rico, Guam and the Virgin Islands). A total of \$10 million was distributed according to a formula based in part on the number of children in a state who do not live with both biological or legal parents. Each state received at least \$50,000 and the average grant size was \$190,000. California received the highest grant (\$1.1 million). Texas received \$704,262.

The child support enforcement agency in each state serves as the grantee or the administrator of the grant in that state. States may administer the programs directly or through contracts or sub-grants with courts, local public agencies, or non-profit organizations. According to a 1997 DHHS survey, non-profit entities and courts were the most prevalent administrator of local programs. Sometimes, local programs were administered through a joint effort of courts, non-profit entities and local public agencies.

Sub-grantees are only eligible for reimbursement for services they provide. Invoices for reimbursement are approved by Child Support Enforcement Division (CSE)

of the Office of the Attorney General (OAG) and submitted to the OAG Accounting Office for payment. Eligible grant activities include mediation, counseling, education, development of parenting plans, visitation enforcement¹⁸ (which includes monitoring, supervision and neutral drop-off and pickup), and development of guidelines for visitation and alternative custody arrangements.

RESEARCH QUESTIONS

The Texas Office of Attorney General Child Support Division (OAG) contracted with the Ray Marshall Center of the LBJ School of Public Affairs at the University of Texas (RMC) to determine the cost effectiveness of access and visitation programs as a means to increase child support collections from non-custodial parents on the IV-D caseload. An initial assessment of available data revealed that data limitations precluded such an analysis. Thus, the agreement was amended to address the following research questions:

1. Summarize descriptively the access and visitation programs operating in Texas. This summary should include an analysis of the number and types of families participating in the programs and estimate the share of participants on the OAG's IV-D caseload.
2. Conduct an in-depth analysis of two selected grantees for whom detailed program and participant data are available; and
3. Determine the types of data that must be collected in order to assess the cost effectiveness of these programs in increasing child support at some future date.

The report also presents recommendations for other possible future research questions to be answered about these programs.

¹⁸ 'Visitation enforcement' is used broadly in this report to mean the support and facilitation of court-ordered visitation arrangements.

RESEARCH METHODS

The program description in this report is based on data and documents collected from the OAG, interviews with personnel of the access and visitation programs, appropriate social service professionals, collaborative service providers and judges, and observations of the services being provided at the following two sites: the Cooperative Parenting Program operated by the Travis County Domestic Relations Office and the Family Visitation Center operated by the Child Crisis Center of El Paso, Inc.

Quantitative analysis of the local programs was conducted by computing statistics from program participant data collected by the local grantees and, when feasible, matching of records for local program participants with the administrative child support data collection system maintained by the OAG for all persons on the IV-D caseload.

RESEARCH FINDINGS

Summary of Access and Visitation Programs in Texas

As the state's child support enforcement agency, the Office of the Attorney General (OAG) started to receive the federal access and visitation (A&V) funds in 1997. Each year, the OAG solicits applications and an external panel, selected by the Child Support Division management, recommends which programs should receive grant funding. In the past four fiscal years of the program's existence, grants have been awarded to a broad range of service delivery entities: private, non-profit social service organizations, units of local government, and legal service entities. Grants are not renewed automatically and all existing sub-grantees must go through the selection process each year for continued funding.

The following table summarizes the total amount of grants Texas received from the federal government between federal fiscal years 1997 and 2000, as well as the average size of the grant amount. In order to receive the federal funds, the OAG , in compliance with DHHS regulations, requires each sub-grantee to contribute at least 10 percent of the grant amount, either in cash or in-kind. Table 6 shows the total and average sub-grants

awarded during the four-year period, while Appendix E lists the names of the sub-grantees and the grant amounts during the four-year period.

Table 6
Awards for Access and Visitation Grant Program
Federal Fiscal Years 1998 to 2001

Federal Fiscal Year¹⁹	1998	1999	2000	2001
Number of Sub-grantees	13	13	14	20
Total State Grant	\$642,429	\$704,262	\$642,429	\$642,429
Average Sub-grant	\$49,416	\$54,174	\$45,888	\$32,121

In accordance with the goals and eligible grant activities identified by DHHS, Texas service providers have established the goals and provided services as shown, respectively, in Tables 7 and 8. All of the programs reported that they aim to improve child well-being and to increase visitation between NCPs and their children. The smallest number of programs, five in both federal fiscal years 1998 and 1999, reported a goal of improving compliance with child support orders.

A review of program activities reveals that a majority of programs offer some visitation enforcement services (visitation and exchange). Many programs also offer services in mediation, counseling and education in which persons referred may participate voluntarily. Service reports to the DHHS may be more accurate in FFY 1998 than in FFY 1999, especially in the category of ‘education,’ as there is no box to check off for that category in the FFY 1999 form.

¹⁹ Each federal fiscal year starts October 1 the previous year and ends September 30 of the listed year. For example, FFY 2000 refers to the period October 1, 1999 to September 30, 2000.

Table 7
Goals of Access and Visitation Programs

Goals	FFY1998	FFY1999
To improve child well-being	10	11
To increase visitation between non-custodial parents and their children	9	11
To strengthen non-custodial parents as nurturers	8	9
To improve the relationship between non-custodial and custodial parents	7	9
To promote public awareness about responsible parenthood	6	3
To broaden custody options for parents	5	6
To improve compliance with child support orders	5	5
Total Programs Reported	10	11

Table 8
Access and Visitation Program Activities

Type of Service	FFY 1998 (10 programs reported)	FFY 1999 (11 programs reported)
Mediation	3	4
Counseling	4	8
Education	8	9
Developing visitation guidelines	1	0
Visitation enforcement [†]	7	3
- Monitored Visitation	8	4
- Supervised Visitation	7	8
- Therapeutic Visitation	3	3
- Neutral drop-off/pickup	8	5
Developing parenting plans	3	6
Miscellaneous others	4	2

[†] While it is quite clear that programs report the sub-categories of visitation exchange, but not clear whether the numbers shown for Visitation Enforcement are exclusive from the sub-categories.

Individual site reports show some major changes in program participation and completion between the two fiscal years reported. As shown in Table 9, participants' completion rate in FFY 1999 was approximately half of the FFY 1998 completion rate. The main factor causing the significant drop in the completion ratio between the two years

seems to be in the dramatic decrease in the number of people completing supervised visitation and neutral drop-off/pickup, as detailed in Appendix E. Staff of the Travis County Domestic Relations Office indicated that FFY 1999 data reflects only five months of service in Texas due to a late start in the OAG awards.

Table 9
Program Participation Data,
FFY 1998 and FFY 1999

	Total participated in program	Total completed program	Ratio of completion over participation
FFY 1998	4239	3674	87%
FFY 1999	2163	943	43%

The duration of program participation also dropped between the two years. Some fluctuations are reported in supervised visitation and neutral drop-off/pickup, as more programs provided these services up to a year and even longer. (See Appendix E for details.) It is not obvious whether a decrease in the length of service led to the significant drop in completion ratio from FFY 1998 to FFY 1999.

Numerous sources refer parents to access and visitation services. The most common source is the court, as confirmed through RMC researchers' contact with all the programs in the state as of fall of 2000. RMC researchers also learned directly from the programs that attorneys sometimes play a big role in bringing people to the access and visitation services, either through the court or through mutual agreement between the custodial and the non-custodial parents. Table 10 summarizes how many programs use the listed referral sources, but it does not reveal how often these sources are used. For example, in FFY 1999, while 10 programs reported self-referrals and 11 programs reported the court as sources of referral, the number of cases sent by the court far outweighed the number of self-referrals.

Table 10
Sources of Referral

Sources of Referral	FFY 1998	FFY 1999
Self-referral/individual initiative	8	10
Welfare Agency (TANF Agency)	0	2
Child Welfare Agency	3	5
Child Support Agency	3	5
Other Public Social Service Agency	1	5
Court	9	11
Administrator of the Court	2	2
Private Social Service Agency	2	2
Other		
- Attorney	3	2
- Miscellaneous	3	3

Service providers collect limited information about the income of the families they serve. Typically, programs that charge fees on a sliding scale based on income collect more accurate information. Staff across most of the programs believed that the majority of the participants were either from low-income or lower-middle-class families. Reports to the DHHS estimated that a large percentage of program participants earned annual incomes of less than \$20,000. The next largest group served ranged from \$20,000 to \$29,000 in annual income.

A Profile of Two Local Programs

While all access and visitation programs share the common goal of improving children's well-being, each local site identifies its own set of program objectives and designs its program accordingly. RMC researchers selected two sites to conduct an in-depth study of access and visitation services and to assess the feasibility of determining the cost effectiveness of these programs on total child support collections.

Site selection was based on the following criteria:

1. At least two consecutive years of funding and operation;
2. relatively large funding;
3. geographically disparate locations;
4. demographically different communities in which the programs operate;
5. different types of services provided;
6. different administrative affiliations; and,
7. the availability of detailed, individual-level administrative program data to document the families served and the services provided.

The two programs selected by RMC for this study were the Cooperative Parenting Program (CPP) administered by the Travis County Domestic Relations Office (DRO), a local government agency, and the Family Services Center (FSC) program run by the Child's Crisis Center of El Paso, a non-profit social service organization. Both programs have been operating under the federal funding, coupled with program contributions, for three consecutive years. They both serve large yet distinct communities in terms of economic conditions, ethnic composition and geographic locations. Programmatically, the two have very different approaches. CPP in Travis County provides parent education and offers services in conflict resolution, case management, referral to exchange and visitation services, and filing for contempt to enforce visitation if necessary. FSC, on the other hand, exclusively provides supervision to facilitate exchange and visitation arrangements ordered by the court or agreed upon by the two parents.

Common characteristics of the Travis County and El Paso programs

The Need for the Services

In a divorce or separation proceeding that involves children, the court usually believes that it is important for the children to continue their relationship with both parents. Typically, the temporary order or the divorce decree sets the schedule, frequency and methods for visitation between the children and the non-custodial parent.

While most parents are able to carry out the visitation provisions, some cases require special arrangements. When a parent (usually non-custodial parent) has a record of abuse, negligence, or domestic violence, or the two parents continue to engage in

conflict, the court frequently orders visitation facilitation. Visitation facilitation includes varying degrees of monitoring for child exchange and visitation. These services can include therapeutic visitation, supervised visitation, monitored visitation (which can be off-site from the program's premise), monitored or supervised exchange and neutral drop-off and pick-up. Visitation facilitation is also a useful tool for establishing reunification between a non-custodial parent and the child after a period of separation, and for enabling biological parents to visit their children in foster care. If sufficient progress is made toward reduced tension between the parties, visitation facilitation can be phased from a higher degree to a lower degree of monitoring.

Traditionally, the court orders visitation facilitation to be conducted in a public setting under the watch of a "neutral" party, in order to minimize conflict and misbehavior. For the sake of convenience, such visitations often occur in a fast-food restaurant, supervised by a relative, or even at a police substation, where a law enforcement officer will "keep an eye" on the situation.

Judges and program staff interviewed by RMC researchers identified several drawbacks associated with the use of relatives, fast-food restaurants, law enforcement officers and police sub-stations.

- These places are public but not necessarily neutral. A place like a police sub-station typically does not present a safe, friendly, fun or nurturing feeling to the children.
- Relatives of one parent are often perceived as being biased by the other parent. When a conflict or misbehavior arises, intervention from a supervising relative often has limited effectiveness. Their testimony in court, if subpoenaed, often has limited credibility.
- While it is presumed that people will conduct themselves in a civil manner in a public place, this is not always true. Sometimes, the perception about a biased relative and the implications of a law enforcement environment may even trigger agitation and conflict.

All person interviewed agreed that these drawbacks warrant an alternative venue where children can feel safe and parents can feel welcome and encouraged rather than alienated.

Sources of referral

The most common source of referral to access and visitation services is the court. As the state's child support enforcement agency, the OAG handles cases of families in which one parent currently receives or has formerly received Temporary Assistance to Needy Families (TANF), as well as other families requesting assistance. Such cases are referred to as IV-D cases, which are typically heard by IV-D masters.²⁰

Interviews with the two IV-D court masters in Travis County revealed that they seldom refer their cases to CPP for services. Neither do they refer their cases to Kids Exchange, a local non-profit organization offering supervised visitation and exchange services. The IV-D masters cited cost as a main consideration, since IV-D families already experience economic difficulties. These parents are usually asked to reach a preliminary agreement before court hearings about custody and visitation. CPP staff confirmed that referral from IV-D masters is rare.

RMC researchers' analysis of the CPP data revealed about 24 percent of the non-custodial parents in the CPP program matched records of families in the OAG IV-D case files (Table 11). This finding is not surprising given CPP's report that an overwhelming majority of the participants had an annual income of less than \$20,000.

The staff of the Family Services Center in El Paso was not aware of any cases referred to the program by the IV-D master in El Paso. However, RMC's analysis of a sample data taken for June 2000 shows that 36 percent of participating non-custodial parents match the OAG IV-D case files. The El Paso program does not collect income information, but reported, in FFY 1998, an estimated 20 percent of participants earning less than \$20,000 a year and 55 percent earning between \$20,000 to \$30,000 a year.

²⁰ IV-D masters handle issues like paternity establishment and child support related to IV-D cases.

Table 11
Access and Visitation Program Participants
Located in OAG Title IV-D Case Records

	El Paso (June 2000)		Travis County (1998 and 1999 combined data)	
Number of total A&V cases served	72		386	
Number/Percent with a Social Security number	52	72.2%	113	29.3%
Number/Percent of those with SSNs that match OAG case files	19	36%	27	23.9%
Percent of total cases that match OAG case files		26.4%		7.0%

IV-D family members comprise a significant share of persons served by these access and visitation programs even though they are not referred directly by IV-D masters. One possible explanation for the discrepancy could be caused by the point in time at which families became members of the IV-D caseload. If these families were not IV-D cases at the time of their court proceedings, they would have been handled by the county civil court but could later have become IV-D cases either because of a self-referral, a child support enforcement action or TANF referral. Also, CPP staff indicated that, when a case involves visitation dispute, staff of the OAG's child support enforcement offices sometimes refer people to the CPP for resolution. In these instances, a IV-D case referred directly by OAG staff could be served by an access and visitation program.

Site-Specific Features

As shown in Table 12, access and visitation programs primarily aim to improve children's well-being, to facilitate or enhance parent-child relationships, and to strengthen the role of non-custodial parents as nurturers during and after a divorce. While some programs share certain common services, others have adopted core approaches that vary a great deal. CPP and FSC differ in program structure and services provided, in program implementation and in service duration, discussed as follows.

Table 12
Summary of Program Differences Between
Cooperative Parenting Program and Family Visitation Center

	Cooperative Parenting Program, Travis County	Family Visitation Center, El Paso
Program Structure	Part of Travis County Domestic Relations Office, an agency of local government	Part of the Child Crisis Center Inc. of El Paso, a non-profit social service organization
Program Implementation	<ul style="list-style-type: none"> - Provides 6 1.5 hour-classes to CPs and NCPs about legal issues involved in conservatorship, child support and visitation; positive co-parenting practices; child development; communication; conflict resolution and anger management. - Makes referral to Kids Exchange - Provides one free session with Austin Dispute Resolution Center. - Helps parents develop a parenting plan at the end of program - Staff contacts CPs to come to the classes - May file motion for counseling or contempt in court on behalf of parent - Testify in court 	<ul style="list-style-type: none"> - Supervised visitation - Supervised exchange - Testify in court when subpoenaed
Service Duration	Three months to a year	<ul style="list-style-type: none"> - Determined by court order - Determined by mutual agreement between parents

A. Cooperative Parenting Program, Travis County Domestic Relations Office

Program Structure

In FFY 2000, the Cooperative Parenting Program remained the only access and visitation program under the federal funding that was administered by an agency of local government in Texas. Established in 1952 by the Travis County Commissioner's Court, Travis County Domestic Relations Office (DRO) is the central registry that maintains records of child support payments, and acts as "Friends of the Court" to ensure the enforcement of all aspects of child-related court orders. In addition, DRO staff assists parents who have difficulty collecting child support, or who are unable to visit with their children. DRO's guardians *ad litem* act to determine the best interest of the children and

to advise the court about custody and visitation arrangements if the two parents fail to reach an agreement.

As such, DRO receives a large number of phone calls from people seeking information and assistance with access and visitation, in addition to the large number of child support cases DRO already handles. Before 1997, DRO staff provided call assistance individually as they received these requests. In 1997, when the federal money became available, DRO applied for and received an initial grant of \$80,000 to create the Cooperative Parenting Program.

CPP organizes people requesting for services into groups of custodial and non-custodial parent classes. The objectives of CPP are:

- to provide information to help parents better understand the effects of divorce on adults and children;
- to help parents understand the needs of children with regard to time-sharing;
- to establish the understanding that children benefit from positive relationships with both parents and to encourage parents to do what they can to promote those relationships;
- to enhance parent communication and problem solving skills so that parents may work cooperatively with each other in the best interest of the children;
- to foster an environment in which parents can exchange knowledge and provide mutual support and guidance to each other; and,
- to promote parents' and children's healthy adjustment to divorce.

Program Implementation

The objectives of the CPP are to facilitate compliance with court orders regarding visitation by means of education, case management and legal enforcement, if necessary. CPP offers a series of six classes, each lasting one-and-a-half hours, to tackle problems typically found in relationships during or after a divorce or separation. These classes address the following topics:

1. Legal issues involved in conservatorship, child support and visitation;
2. Positive co-parenting practices;
3. Child development;
4. Communication;

5. Conflict resolution; and,
6. Anger management.

These classes, offered once every other week, take 12 consecutive weeks to complete. Each topic is offered to a class of custodial parents and a class of non-custodial parents. The purpose is to have both parties engage in the same process, but also to encourage their participation in class without confronting the presence of the other party. CPP staff takes a proactive role in that, when one parent signs up to take CPP classes, the staff would contact and encourage the other parent to attend the program as well. Failing to appear could lead the DRO attorney to filing a motion for counseling in court for that parent, especially when there is a clear contempt against the original decree or temporary order. The CPP attorney can also file a motion before the court if: 1) problems persist after parents have attended the classes and participated in an appointment or mediation, or, 2) one or both parents is uncooperative.

As displayed in Table 13, in 27 percent of the families served by CPP, only the custodial parent attended classes. For another 36 percent of families, only the non-custodial parent participated in classes. In the remaining 37 percent of families enrolled in the program in 1998, both parents attended classes.

Table 13
Participation in Parent Education Classes in Travis County

Travis County, 1998	Attended Orientation	Attended Classes	Percent Attending Classes Cooperatively	Number of Classes Attended (1-3)	Number of Classes Attended (4-6)
Custodial parent only	30	30	26.8%	11	19
Noncustodial parent only	70	40	35.7%	22	18
Both Parents	72	42	37.5%	20	22
Total	172	112		53	59

Source: RMC analysis of CPP program participation data.

As an auxiliary part of the program, CPP has been offering one free session of dispute resolution through the Austin Dispute Resolution Center, and, until June 2000, limited free exchanges and visitation services through Kids Exchange. At the end of the six classes, CPP staff meets with the parents to develop a cooperative parenting plan for the future.

A non-profit organization that enforces visitation and exchanges in Austin, Kids Exchange was affiliated with the Cooperative Parenting Program for the first three years. However, since the end of FFY 2000, CPP no longer offers exchange and visitation services for free through Kids Exchange, citing funding shortages, as CPP's grant was reduced about half from FFY 2000 to FFY 2001. For FFY 2002, Kids Exchange plans to compete independently for the federal funds for access and visitation services. CPP staff indicated that the Dispute Resolution Center would soon stop the one-time free service and start charging fees.

Service Duration

The six classes offered by CPP take 12 consecutive weeks to complete. Participants are allowed to complete the six courses within a year if they cannot finish within the 12-week period. Participants do not need to take the classes in any particular order as each class addresses a topic that stands on its own. Participants may make up for the missed class in a different week. If the parties in dispute have not come to an agreement about how to resolve the problems, the court may order the two parties to use counseling, refer them to Kids' Exchange or order the custodial parent to be put under probation. CPP staff cannot initiate a proceeding or render recommendation to the judges to modify a court order, but the CPP attorney can include recommendations when filing for contempt on behalf of an aggrieved parent. CPP staff may present testimony in court about the participant's performance and attendance, which the judges take into consideration in making a ruling.

CPP staff has developed a pre-test and post-test questionnaire in order to determine whether there has been improvement in child support and access compliance as a result of attending the program. DRO's internal assessment indicated that access improved in 68

percent of the cases and there was 72 percent compliance in child support payments during the time the parents participated in the program.

B. Family Services Center of The Child Crisis Center of El Paso, Inc.

Program Structure

The Child Crisis Center of El Paso, Inc. is a non-profit organization that provides for emergency shelter for children who are abandoned or abused. In June 1996, the Center created the Family Services Center (FSC), under the auspices of the family courts and groups of attorneys in El Paso, to provide a neutral, safe, child-friendly and nurturing environment in which to supervise visitation and exchange ordered by the court. This mechanism almost entirely eliminates direct contact between the parents in conflict during exchange and ensures positive building of the parent-child relationship during visitation.

Program implementation

In contrast to CPP in Travis County, Family Services Center focuses exclusively on supervising court-ordered exchange and visitation arrangements, or those agreed to by the parents. Each case is assigned to a specific time slot. The program is structured to minimize conflict, or the opportunity for conflict in front of the children between the custodial and the non-custodial parents. For example, during an exchange, the drop-off parent arrives through the front door 15 minutes before the scheduled time; the pick-up parent comes 15 minutes after the scheduled time through the back door. Custodial and non-custodial parents can call to give a reason for cancellation or late arrival, but if they are late by 15 minutes, the session will be cancelled. Repeated delay or cancellation will have a negative impact on their proceedings in court. To date, FSC has not offered an educational program on cooperative parenting.

Judges and families find the FSC facility to be child-friendly, professionally managed, and a more desirable place for visitation and exchange than a fast-food restaurant or a police sub-station. FSC tries to make the program financially accessible to families while sustaining the program's services. FCS staff feels optimistic about their potential for increasing services to El Paso families because of the creation of the El Paso

County Domestic Relations Office, a likely source of referral. In the meantime, they feel an enormous challenge as the grant from the OAG dropped from \$86,000 in FFY 2000 to \$54,000 in FFY 2001, a 37 percent decrease.

Service Duration

In El Paso, the court sets the time limit for visitation enforcement. If the visitation enforcement is part of a protective order, it does not expire until the protective order expires. A protective order can last one to two years. For an ordinary visitation enforcement, the judges typically sets a shorter time limit, and an automatic review date is set about three to six months after the order expires. Earlier review is possible through an attorney. The speed with which orders are processed and the level of staff supervision ordered often depends on the attorney. The judge and the family's willingness to comply usually drive the length of service. Self-referred cases require both parents to agree to the arrangement.

The attorney representing a parent who believes that sufficient progress has been made often subpoena FSC staff to testify in court about the parent. However, FSC staff never initiate a proceeding in court or make recommendations in testimony to the judges regarding the modification of an order.

The Family Visitation Center does not provide parent education or counseling classes like the ones offered in Travis County. FSC staff indicated that those who used counseling moved through the FSC program faster. The staff and an El Paso county family law judge expressed that they see the potential benefit of having parents attend educational or counseling classes at the same time they are using the visitation services. El Paso county requires one, four-hour orientation about divorce impact on children. Most people coming to FSC services presumably have taken the orientation mandated by the county.

Cost Effectiveness Analysis and Data Limitations

Original Research Objectives and Research Design

Initially, the Ray Marshall planned to evaluate the cost effectiveness of the access and visitation services on child support collections. Such an analysis would have included a quasi-experimental analysis of the impact of these programs on child support collections. Specifically, RMC researchers planned to use individual-level administrative data for the custodial and non-custodial parents served by the programs and to compare them with similar IV-D families who did not receive access and visitation services to estimate the net effects on these services on child support collections. Cost effectiveness would be measured as the difference between the net effects and the cost of the collections-related activities.

In order to carry out the research outlined above, it would be necessary to match the records of the NCPs who participate in access and visitation programs with those in the OAG IV-D child support payment data system. Child support payments then would be measured during the period of access and visitation services and the period immediately following the termination of the services. To compare child support collections between program participants with those who did not attend the programs but who share similar social and economic characteristics, it would be necessary to know the NCPs' history of employment, income, age, ethnicity, and education. Both of these analyses require knowledge of program participants' social security numbers or OAG case number to link to data in the OAG child support collections database.

Site Selection, Data Collection and Data Quality

Of the total 13 programs operating in the state during federal fiscal year 1999, nine were identified that collected Social Security numbers for their program participants, either in paper or electronic format. Of these nine programs, most have manual data files that are often incomplete, illegible or would require extended effort of the program staff to extract and assemble. A few sites had recent management turnover and experienced loss in knowledge and memory about the program's operations and data system. Two large

programs were not responsive or expressed reluctance to collaborate due to privacy concerns.

Two programs, the Cooperative Parenting Program of Travis County and the Family Visitation Center of El Paso, were selected for a data trial. For Travis County, RMC researchers converted the participants' Social Security numbers from their hand-written sign-up sheets for the years 1998 and 1999, and tried to locate them in the OAG case files. The El Paso program staff extracted, to the extent available, Social Security numbers of June 2000 program participants from their individual paper files and provided this information to RMC in an electronic format.

As noted earlier in this report, 24 percent of Travis County access and visitation program participants and 37 percent of El Paso participants were located in the OAG child support database from the samples provided by the local programs. While this finding suggests that a significant share of this program's participants could be found in the IV-D database, the total number of IV-D families in the samples was too small for the RMC to conduct a meaningful analysis on the cost effectiveness of A&V services on child support collections.²¹

Data Needed to Conduct Cost Effectiveness Analysis

In order to conduct such an analysis in the future, local providers of access and visitation services would need to develop information systems that collect the necessary information. RMC researchers recommend the collection of the following variables and maintenance of this in an electronic format.

- Client court case number
- Type of service (i.e., parent education, visitation or exchange)
- Non-custodial parent's social security number
- Non-custodial parent's first name
- Non-custodial parent's last name
- Non-custodial parent's start date
- Non-custodial parent's end date

²¹ RMC received data from the El Paso and Travis County access and visitation programs. Fewer than 50 cases were identified in the OAG child support database, 19 from El Paso and 27 from Travis County.

- Custodial parent's social security number
- Custodial parent's first name
- Custodial parent's last name
- Custodial parent's start date
- Custodial parent's end date

Collecting and archiving these data elements over time would enable researchers to conduct an analysis such as the one originally proposed.

In addition to maintaining the required information, grantees should be given clear instructions that these data can be shared with authorized researchers for the purposes of assessing the effectiveness of the program, providing that appropriate client confidentiality provisions are enacted through research contracts or data-sharing agreements.

SUMMARY OF FINDINGS AND FUTURE RESEARCH QUESTIONS

Access and visitation programs authorized under PRWORA have been operating in Texas for four years. RMC researchers found that family law judges, program staff, and service recipients clearly see the value of the services. Programs in Travis County and in El Paso are struggling with dramatic cuts in grant money, respectively by 46 percent and 27 percent, for a service to families and children that all persons interviewed felt is greatly needed.

Access and visitation programs in Texas serve more families on the OAG IV-D caseload than perceived by service providers and the OAG. An exact determination of the degree to which access and visitation programs serve these families would require the ability to match records from both programs through the use of a common identifier.

At a minimum, the ability to conduct future research on these programs would require the collection of participant Social Security numbers or some other common identifier to enable program participant records to be linked with other administrative data files. Program records also should be maintained in an electronic format and archived

over time. Provisions should be included in grantees' conditions of award that would allow for the use of confidential participant data for research purposes.

Several important questions also emerged as this study was underway that were outside the scope of this report. These questions should be considered as policy-makers determine the degree of financial support that should be given to access and visitation programs in the future.

- How effective has the program been in enhancing children's well-being?
- What is the optimal service duration for program participants, especially children?
- Can the effectiveness of the program be enhanced through working with other programs, such as Fatherhood Initiatives and drug and alcohol rehabilitation programs?
- Should each program offer multiple services simultaneously to address the different needs of its participants?
- Can access and visitation services accomplish their intended objectives as funding for individual local programs continues to diminish. To what extent are local communities able to maintain the service levels?
- Should increasing child support collections be an intended outcome for access and visitation programs?

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Appendix A

Detailed Description of Data and Research Methods

DATA SOURCES

The following section of text provides details of the data collected from each supplying agency.

Office of the Attorney General (OAG) Data

The Office of the Attorney General is the official child support enforcement agency for the State of Texas and is responsible for helping custodial parents receive child support from the non-custodial parent of their children. The primary data source for the experiment was the OAG's automated child support system. The OAG provided data files from the automated child support system to RMC for analysis. These data included child support case files. This file, when subsetted to cases located in the study areas, became the master file. All other files were linked to it by case number, member ID numbers for the NCP and others on the case, social security number (SSN), and TANF client number where applicable. The OAG also provided data files from the National Directory of New Hires (NDNH). These data included quarterly wages for employers that report UI wages to states other than Texas, as well as some federal employment that is not typically reported to any UI system. This was used to supplement the Texas UI wages provided by the Texas Workforce Commission. A complete list of the data files provided by OAG for this study include:

- child support case file, consisting of general information about the case;
- member to case cross reference files, linking members (custodial parent, non-custodial parent, dependent) to case(s);
- demographic files, consisting of general demographic information of case members;
- monthly obligations and collections file, consisting of historical monthly amounts of support owed and paid by the non-custodial parent;

- order files, indicating the date an order was established, and;
- NDNH data, consisting of wage data for in and out of state employment.

Texas Workforce Commission (TWC) Data

As the administrator for the Unemployment Insurance (UI) program, TWC maintains a wage database system that contains reported employee wages by employer by calendar quarter. The data identify employees by SSN, by which they are linked to NCP and CP members of cases in Bexar and Harris counties. These data were used by RMC researchers to measure employment and earnings.

Department of Human Services (DHS) Data

The source for public assistance, or Temporary Assistance to Needy Families (TANF), data for this study was the DHS' SAVERR data system. Historical receipt of public assistance by the custodial parents of OAG cases was determined from an SSN-based link to these files. RMC researchers used the following DHS data sources for this purpose:

- monthly TANF client strip tapes covering the demonstration period; and
- cumulative warrant files containing historical records of actual cash assistance paid to caseheads, whether by check or by electronic benefits transfer (EBT).

CREATION OF RESEARCH DATA SETS

To conduct the administrative data analysis, RMC researchers linked and merged data files from the disparate sources noted here. The first step in pulling this data together was to assimilate the OAG case file with the member to case cross reference file and the demographic file. Based on the member type indicator, separate demographic files were created for custodial and non-custodial parents and dependents. In some cases, extracts of identifying information, such as SSN, were sent to some of the agencies providing the data to be linked to records in their files. These linked records were placed in a file to be

transmitted back to RMC. In other cases, the agencies sent data covering their entire universe of clients for the time periods of interest, and the linking and extracting was done at RMC.

The research team at RMC created a relational data engine that tied together a number of individual and/or case-level datasets to produce flat files for analysis. Data were first summarized into a case-month file containing all information associated with each case for every month in the study period. This was then aggregated to the NCP-month level by summing across all cases with which each NCP was associated in each unit of time.

DETAILS OF THE PASS-THROUGH MODEL

Picking the appropriate subset of NCPs for this modeling effort was a critical decision. The population of OAG cases can be characterized by the degree of progress made in going through the steps of child support enforcement. These steps as enumerated in the “Green Book” are shown in Table A-1.

Table A-1
Steps in the Child Support Enforcement Process

Locate Absent Parent
Establish Paternity (if appropriate)
Establish Support Order
Collect Child Support
Distribute Collections

The assumption was that no scope existed for an NCP to become willing to pay if the NCP was unknown, or if paternity had not been established. Thus, the appropriate population for this analysis excluded cases in which the absent parent had not been located, or in which paternity had not been established. However, once a determination of paternity or any other higher order event occurred, a case was included in the analysis.

The population of NCPs in various stages of the child support process were regarded as standing on the steps of a huge staircase. Each NCP occupied a step representing his stage in the enforcement process, with being located at the lowest step,

and paying in full at the highest. Researchers assumed that when the pass-through options changed, a small percent of the NCPs at each level (except for the highest level) will move to a higher level.

Someone already paying child support due to a child support order was more likely to pay in full than someone who had had paternity established but had no support order and had not yet paid any support. Accordingly, the researchers separately modeled the change in NCP behavior differently for each subset of the NCP population in each level of the hypothetical staircase. The assumptions are summarized in Table A-2.

Table A-2
Simulated Changes in Behavior

Population Subset	Simulated Behavior Change
Parent not located, or paternity not established	No change
Paternity established but no order in place, and not currently paying	Order will be established for top N percent of NCPs, the top xx percent of those with new orders will make partial payments, and yy percent of those with new orders will pay in full.
Support order established, but not paying	Top N percent will start to pay. Of these new payers, ww percent will make partial payments and qq percent will pay in full.
Support order established, paying partial amount	Top N percent will start to pay in full.
Support order established, paying in full	No change

In Table A-2, the expression ‘N percent’ refers to the scenario-specific percent of NCPs that are assumed to make the behavioral change—that is, the 1, 2, 4, 8 and 16 percents discussed above. The constants xx, yy, ww, and qq were estimated from the child support enforcement data as follows:

$$xx = \frac{\text{number of NCPs with paternity established making partial payments}}{\text{number of NCPs with paternity established}}$$

$$yy = \frac{\text{number of NCPs with paternity established and making full payments}}{\text{number of NCPs with paternity established}}$$

$$ww = \frac{\text{number of NCPs with orders making partial payments}}{\text{number of NCPs with orders}}$$

$$qq = \frac{\text{number of NCPs with orders making full payments}}{\text{number of NCPs with orders}}$$

In order to find the “top N percent” the researchers sorted the non-paying NCPs by the estimated probability that they would pay. This estimate was derived by executing a LOGIT or PROBIT analysis in which the dependent variable was a dummy variable indicating whether the NCP had paid, and the independent variables included demographic and case attributes. The population on whom the procedure was applied included all OAG cases in which paternity had been established. The probability of paying as estimated by this equation was based on current pass-through rules. The procedure introduced changes in pass-through rules by assuming that those with the highest likelihood of paying under current law would also be the most likely to pay under any other set of laws. Those with the highest probability of paying were chosen first.

Researchers estimated the amount that NCPs could be expected to pay by constructing a payment equation from the child support data. The estimated amount of payment was used as if it were the actual payment for people who were not currently paying but who would be expected to pay if the pass-through rules were changed. The population of the payment regression was the entire population of NCPs who were making payments. The dependent variable of the equation equaled the amount of child support paid (or its logarithm), and the independent variables included case attributes such as NCP income and the amount of the child support obligation. As with the probability equation, this equation was conditioned on current pass-through rules. However, unlike the probability of paying, researchers did not treat the increased payment as a sensitivity analysis variable, believing that to do so would make presentation of the results problematic. The results would have been three-dimensional — one dimension for the

pass-through level, one dimension for the percent of NCPs who stepped up, and one dimension for the amount of assumed increase in payments.

Table A-2 referred to NCPs moving from no payment to partial payment and from partial payment to full payment. The question naturally arose how to determine what full payment would be for an NCP with no child support order or, if an NCP were only paying partially, what fraction would be paid. Researchers performed regressions to obtain estimated values for these quantities. In the case of the amount of the order, the regression included everyone with an order. The dependent variable was the amount of the order, and the independent variables included case characteristics such as NCP income. In the case of partial payments, the regression included all partially paying NCPs with orders, the dependent variable was the quotient of payment divided by amount of obligation, and the independent variables were case characteristics, NCP income and the amount of the order. Since this variable was bounded between zero and one, researchers used logistic regression to fit this equation.

The model was a ‘comparative statics’ model, rather than a ‘dynamic’ adjustment model. The comparative statics approach imposed the assumed behavioral changes on the caseload at a point in time to answer the question of what the cash flows of the caseload would look like after they had settled into a new equilibrium under the new rules. A dynamic adjustment model would have shown changes in cash flows over time as the NCPs slowly adjusted to the new equilibrium.

The ‘timeless’ nature of a comparative statics model meant that some of the knotty problems of timing were ignored. One example of such a problem concerns measuring the effect on a CP’s TANF benefit when an NCP increases his payment to a level above that benefit plus disregard. A dynamic model would have dealt with the time lag between receiving the higher level of support and removing a CP from the welfare rolls, whereas the comparative static model simply removed the CP from the rolls.

Appendix B

Detailed Cash Flow Tables for All TANF Pass-Through Scenarios

The following tables summarize the cash flows for all 35 simulations used to test the effect of increasing the TANF pass-through. The tables summarize the effect on total collections and the distribution of those collections to the federal government, state government, and custodial parents.

Table B-1
Flow of Collections from NCPs

No Change in NPNC Behavior	1% NCP Response	2% NCP Response	4% NCP Response	8% NCP Response	16% NCP Response	100% NCP Response
27,479,621	28,775,724	30,036,145	32,492,455	37,307,457	46,712,349	131,261,753

Table B-2
Cash Flow to State Government

	No Change in NPNC Behavior	1% NCP Response	2% NCP Response	4% NCP Response	8% NCP Response	16% NCP Response	100% NCP Response
\$50 Pass-through	2,599,202	2,687,290	2,772,437	2,923,556	3,192,377	3,655,278	3,433,500
\$100 Pass-through	-4,122,826	-4,350,729	-4,604,928	-5,140,677	-6,220,932	-8,338,570	-30,812,768
\$150 Pass-through	-9,261,054	-9,790,593	-10,359,275	-11,509,325	-13,755,363	-17,983,740	-50,705,866
\$200 Pass-Through	-12,388,737	-13,037,866	-13,721,030	-15,075,151	-17,693,274	-22,607,981	-59,986,291
Full Pass-through	-17,037,365	-17,690,566	-18,375,692	-19,729,760	-22,337,476	-27,230,837	-64,542,998

Table B-3
Cash Flow to the Federal Government

No Change in NPNCB Behavior	1% NCP Response	2% NCP Response	4% NCP Response	8% NCP Response	16% NCP Response	100% NCP Response
17,037,365	17,690,566	18,375,692	19,729,760	22,337,476	27,230,837	64,542,998

Table B-4
Savings of Welfare Benefits Due to Grant Jeopardy

	1% NCP Response	2% NCP Response	4% NCP Response	8% NCP Response	16% NCP Response	100% NCP Response
Case-months avoided	1,497	2,545	4,453	8,846	20,087	212,336
Grant Savings Cash Flow	193,683	323,135	549,669	1,051,046	2,294,176	21,382,493

Table B-5
Cash Flows to the CP

	No Change in NPNCB Behavior	1% NCP Response	2% NCP Response	4% NCP Response	8% NCP Response	16% NCP Response	100% NCP Response
\$50 Pass-through	7,843,054	8,397,868	8,888,015	9,839,139	11,777,603	15,826,234	63,285,255
\$100 Pass-through	14,565,082	15,435,887	16,265,381	17,903,371	21,190,912	27,820,081	97,531,522
\$150 Pass-through	19,703,310	20,875,751	22,019,728	24,272,020	28,725,344	37,465,252	117,424,620
\$200 Pass-through	22,830,993	24,123,024	25,381,482	27,837,846	32,663,255	42,089,493	126,705,045
Full Pass-through	27,479,621	28,775,724	30,036,145	32,492,455	37,307,457	46,712,349	131,261,753

Table B-6
Combined Child Support Cash Flow to Government

	No Change in NPNC Behavior	1% NCP Response	2% NCP Response	4% NCP Response	8% NCP Response	16% NCP Response	100% NCP Response
\$50 Pass-through	19,636,567	20,377,856	21,148,130	22,653,316	25,529,853	30,886,115	67,976,498
\$100 Pass-through	12,914,540	13,339,836	13,770,764	14,589,084	16,116,544	18,892,267	33,730,231
\$150 Pass-through	7,776,312	7,899,973	8,016,417	8,220,435	8,582,113	9,247,097	13,837,133
\$200 Pass-Through	4,648,628	4,652,699	4,654,662	4,654,609	4,644,202	4,622,856	4,556,708
Full Pass-through	0	0	0	0	0	0	0

Appendix C

Interview Protocol Used with Local Round-Up Sites

1. RMC identification and evaluation role

- OAG Contract, Key Contacts, Report
- Research: Authorize, design, conduct round-ups
- Cost estimates, effects on CS payments, net effects in terms of CS

2. Respondent identification

- a. Position / Title, Organization
- b. General duties / Functional responsibilities
- c. Length of time in position

3. Background: Agency and Individual Involvement with Round-ups

- a. What are the overall objectives of Round-ups? How do these objectives fit into your agency's overall objectives?
- b. When did Round-ups begin in your county?
- c. How frequently have you participated in Round-ups in the last few years?
- d. What specific roles do you and your agency have in RU?
- e. Can you estimate how many hrs. you spend on Round-ups? Is this in addition to your usual responsibilities?

4. RU Authorization

- a. Who decides to have an RU?
- b. Is there a legislative mandate for Round-ups? Is having an RU a local government or AG decision? Explain.
- c. What factors influence whether an RU will happen?

5. RU Design

- a. Chart the flow of commands for an RU, start to finish. Describe who is involved, who they work for – basically want to know which staff and which agency.
- b. Identify, describe linkages your agency has with other offices involved with Round-ups.
- c. How much planning occurs in advance of an RU? Who participates in the planning process?

6. RU Conduct

- a. Do officials use screening criteria to determine which individuals to serve with capias? If so, what criteria are used?
- b. How do NCPs served with capias compare to overall population characteristics?
- c. What percentage of people picked up on an RU receive TANF?

- d. What effect do Round-ups have on other NCPs?
- e. What happens if the NCP can't post bond?
- f. If individuals are not located during an RU, do they show up on the next RU?
If they miss the next hearing after a capias has been served, do they show up on the RU list again?
- g. Under what circumstances would a capias be revoked?

7. RU Data, Costs, and Reimbursements

Can you help us gather the following data:

- a. Per RU (98-00), # warrants reviewed for RU
- b. Per RU (98-00), # warrants finalized for RU
- c. Per RU (98-00), # arrests made
- d. Per RU (98-00), arrearages dues
- e. Per RU (98-00) amount collected from bonds
- f. During an RU are individuals served with other warrants? How common?
- g. For county, % of capias served on other violations outside of RU (e.g., capias served on a traffic violation)
- h. How much is the bond?
- i. What happens if they don't post bond. How long can they be detained
- j. Where is data kept and who maintains the data?
- k. Identify cost centers for your agency:
 - a. Staff
 - b. Subcontractors
 - c. Booking fees
 - d. Court, legal fees for serving papers
 - e. Incarceration fees
- l. Identify collaboration costs
- m. Identify reimbursements:
 - a. Receive payment for serving capias
 - b. Other reimbursements
 - c. Source of funds

8. RU Evaluation

- a. Have the goals/objectives of Round-ups changed over time? If so, how and why?
- b. Are Round-ups successful in meeting the goals? Explain.
- c. How do location, demographics, or other distinctive features of this county influence Round-ups?
- d. To what extent, have Round-ups been successful in making individuals aware of need to provide child support? Need to show up for hearings/court show up for hearings?
- e. Thoughts on how to improve Round-ups, make them more effective?

9. Concluding Comments, Questions

THANKS !!!!

Appendix D

Child Support Collections in Counties Conducting Round-Ups

Table D-1
Child Support Collections in Periods Surrounding Round-Ups

Bexar County

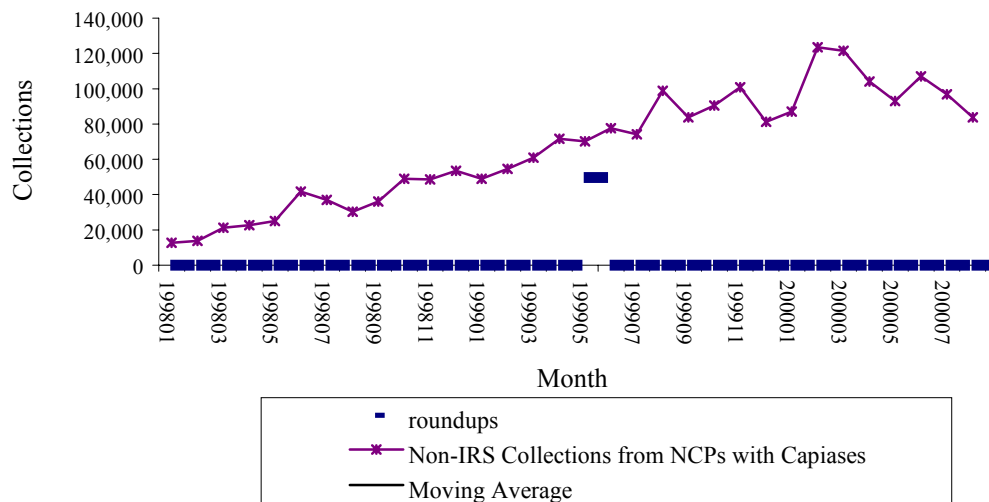
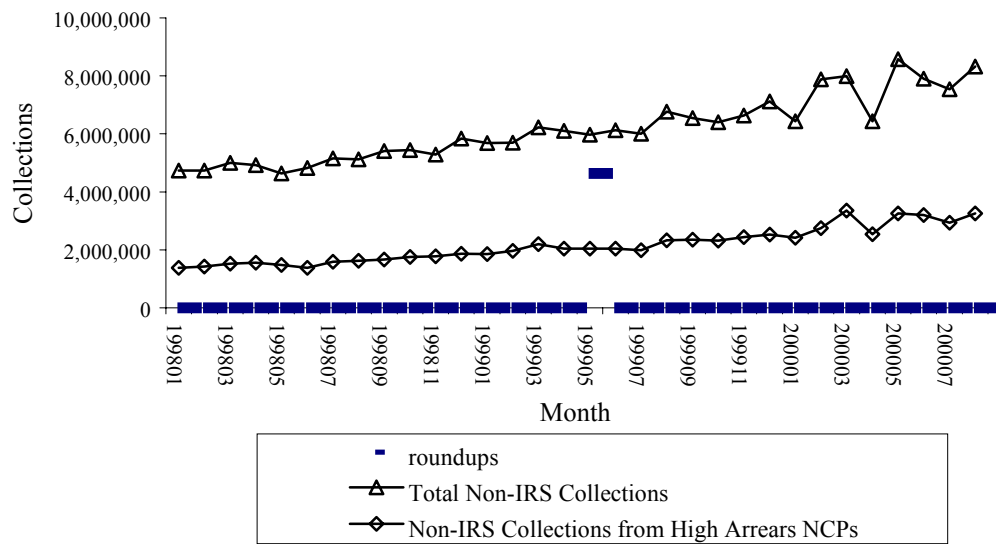


Table D-2
Child Support Collections in Periods Surrounding Round-Ups
Bowie County

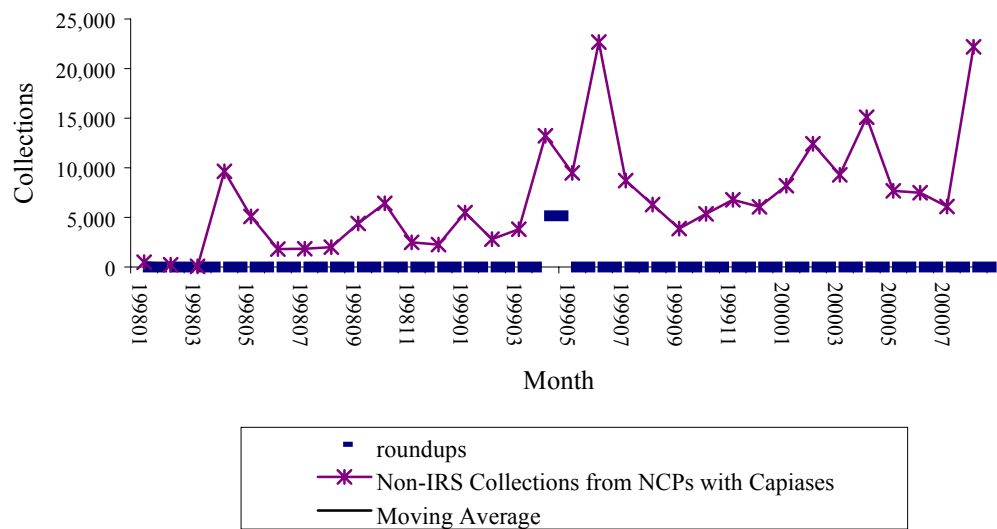
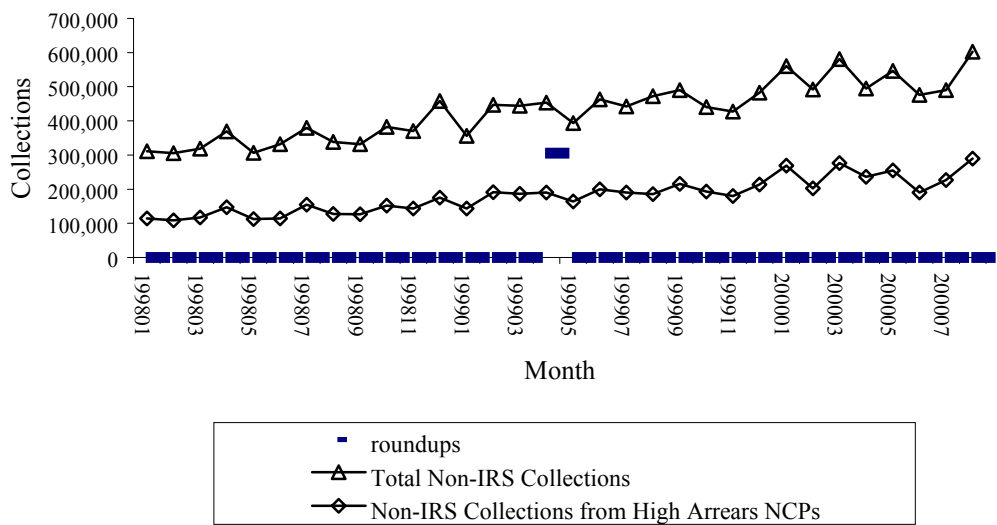


Table D-3
Child Support Collections in Periods Surrounding Round-Ups
Cameron County

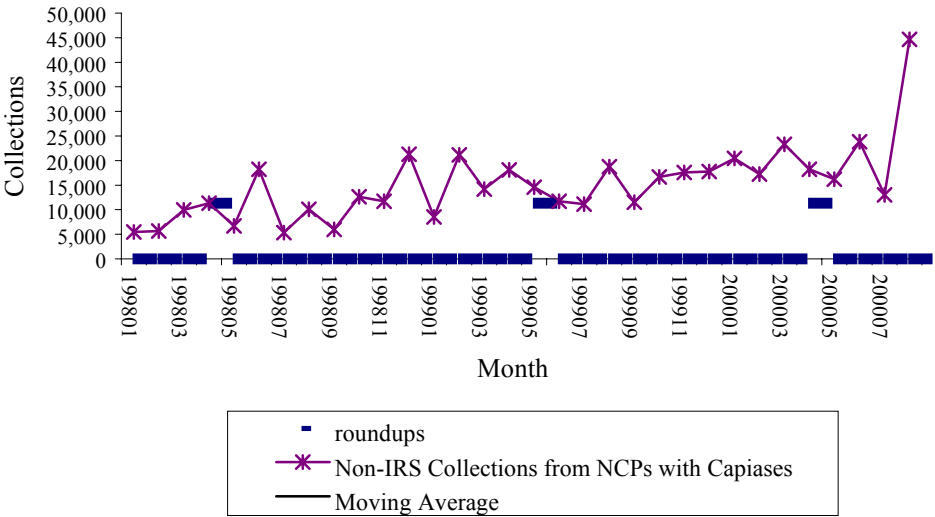
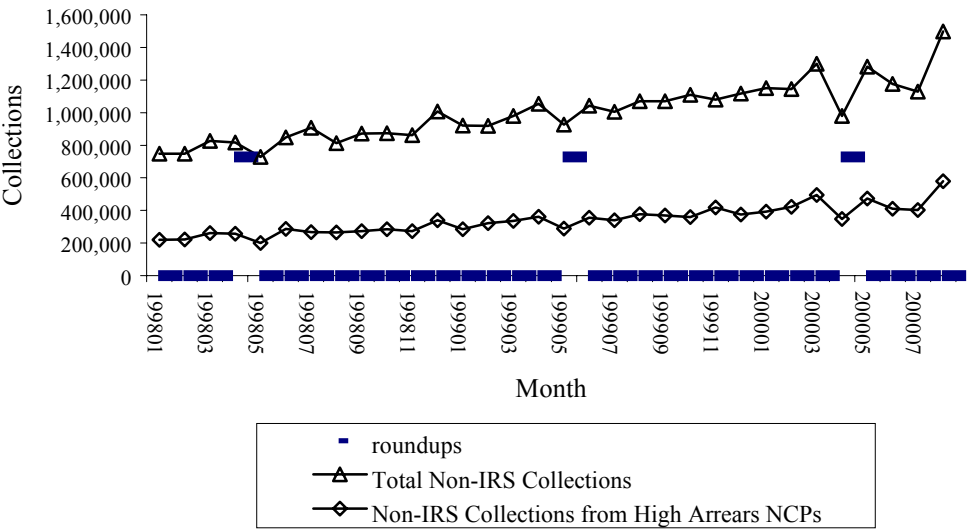


Table D-4
Child Support Collections in Periods Surrounding Round-Ups
Gregg County

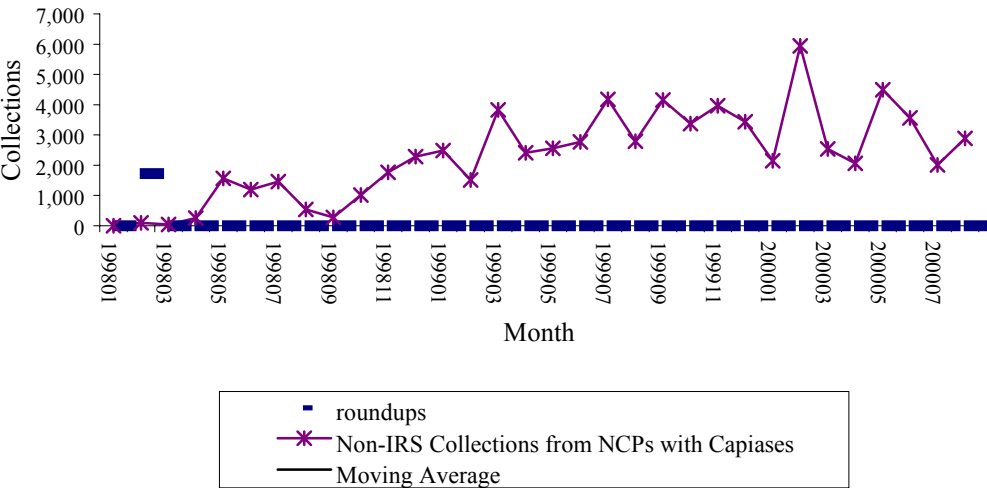
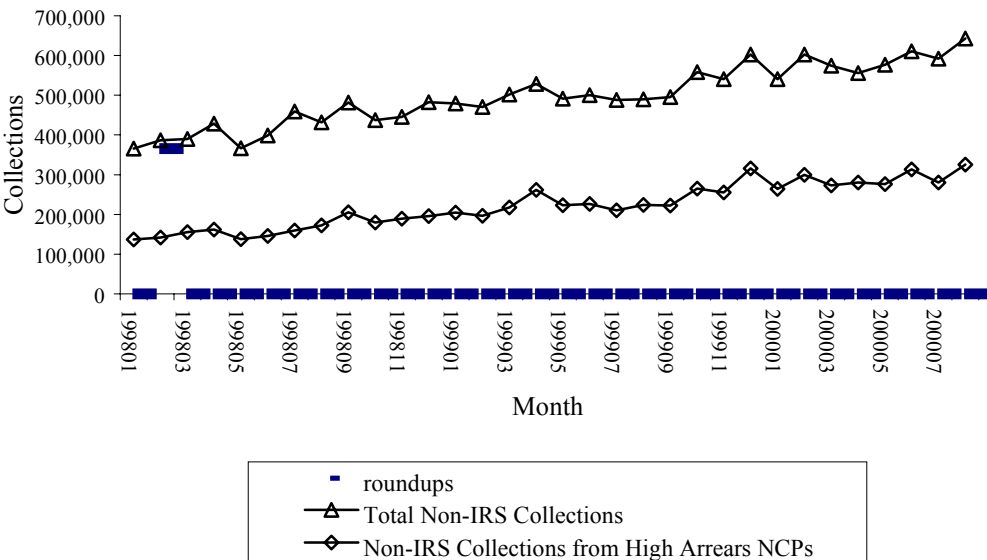


Table D-5
Child Support Collections in Periods Surrounding Round-Ups
Harris County

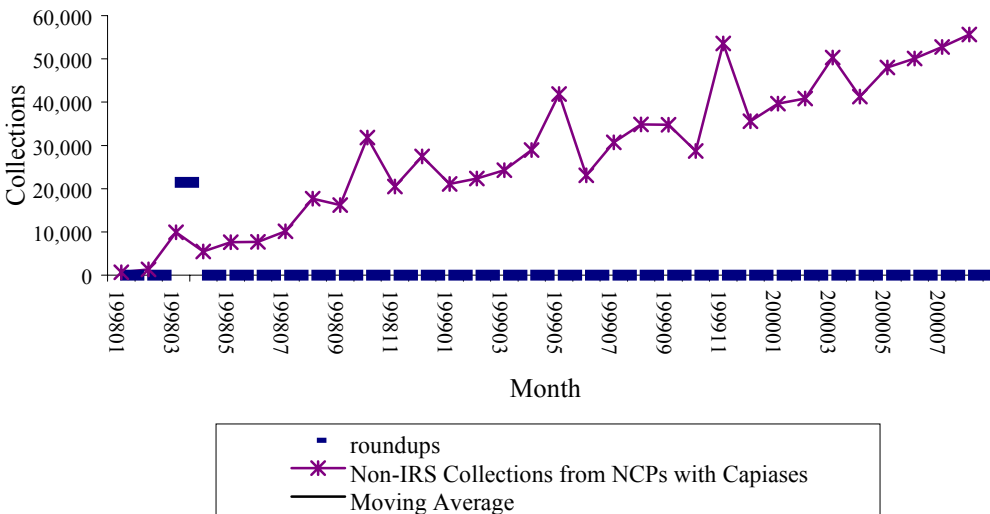
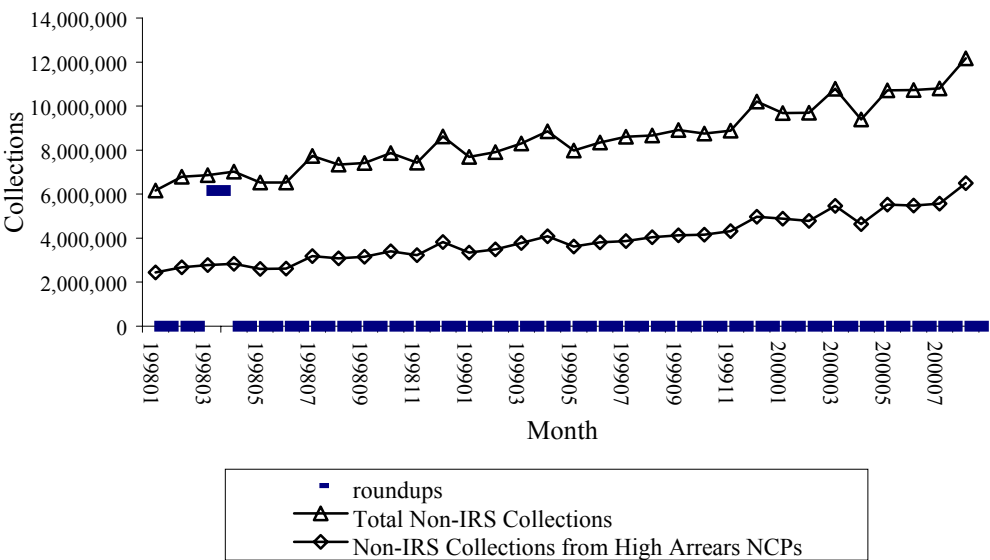


Table D-6
Child Support Collections in Periods Surrounding Round-Ups
Hidalgo County

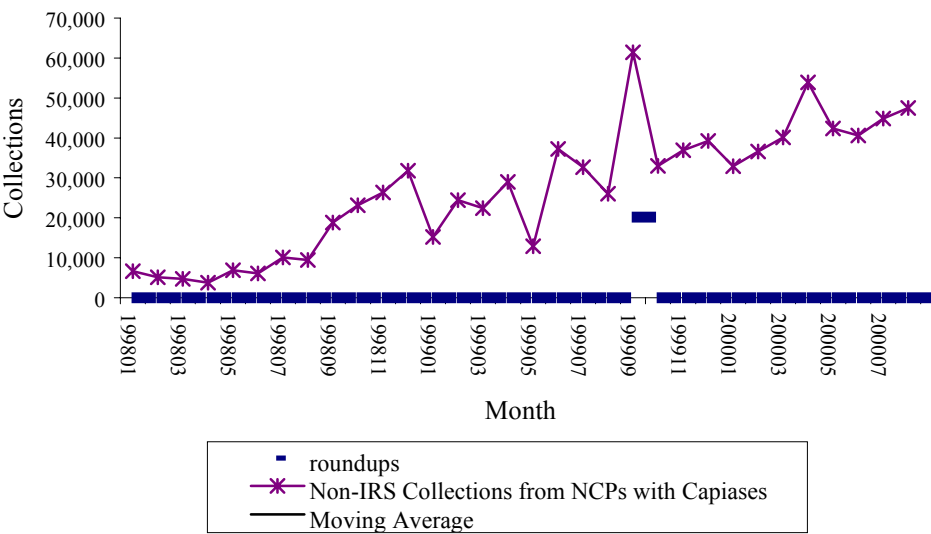
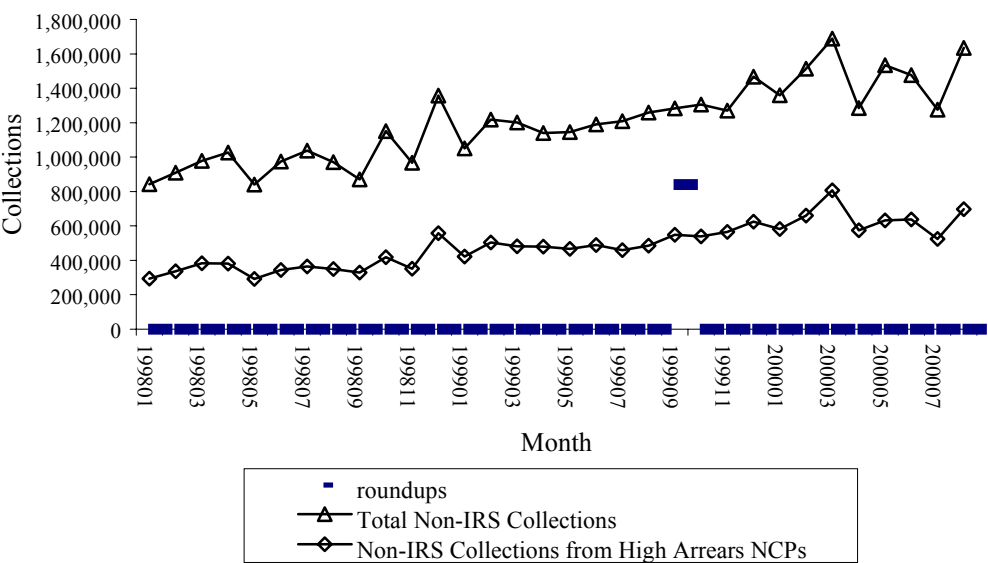


Table D-7
Child Support Collections in Periods Surrounding Round-Ups

Lubbock County

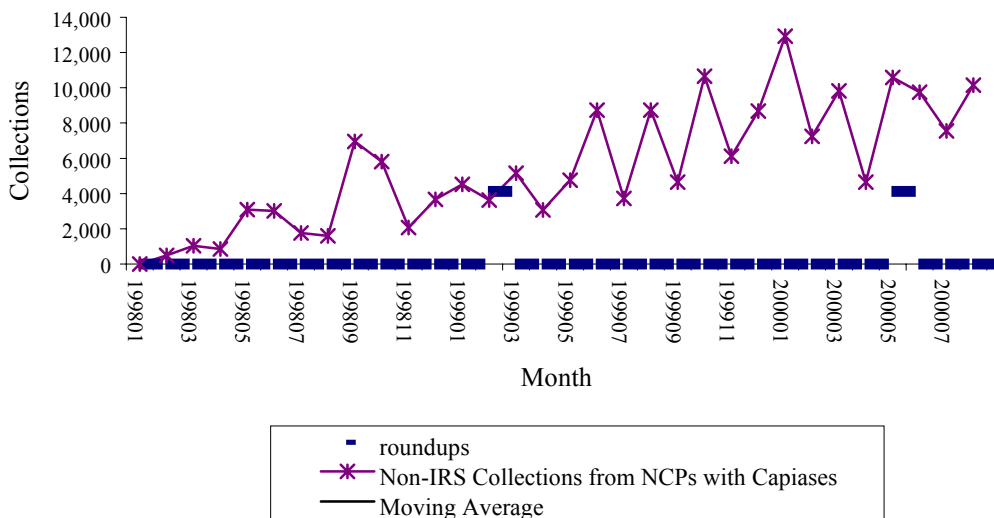
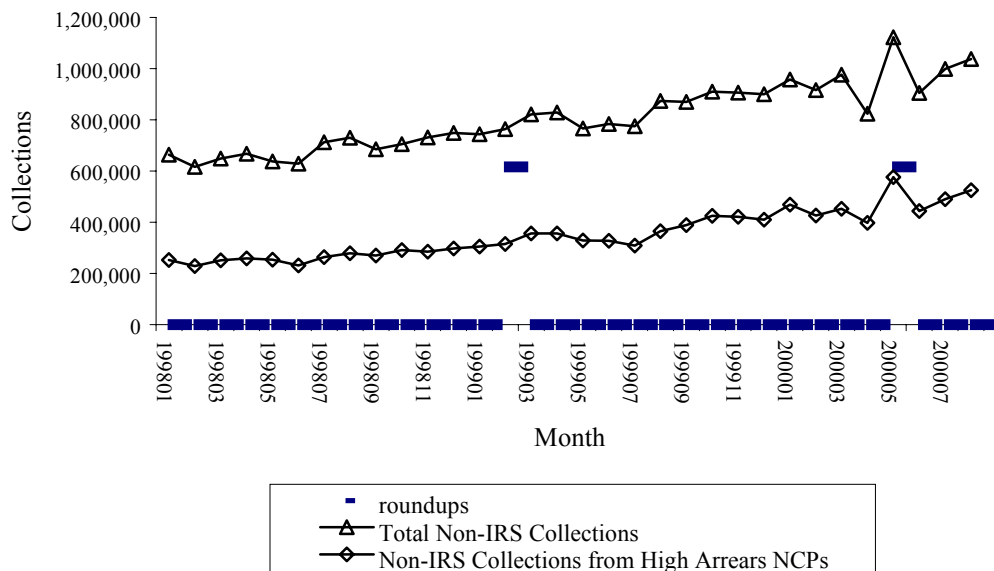


Table D-8
Child Support Collections in Periods Surrounding Round-Ups
Midland County

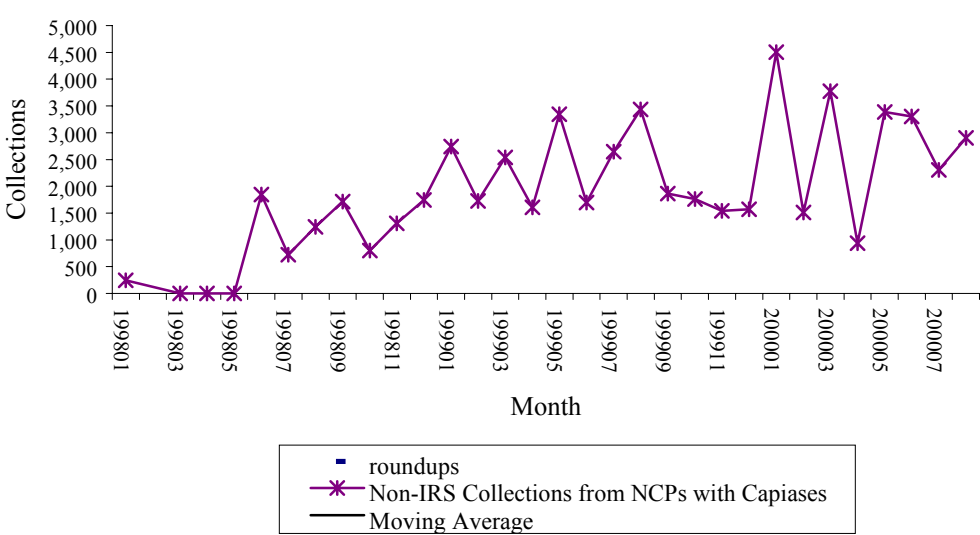
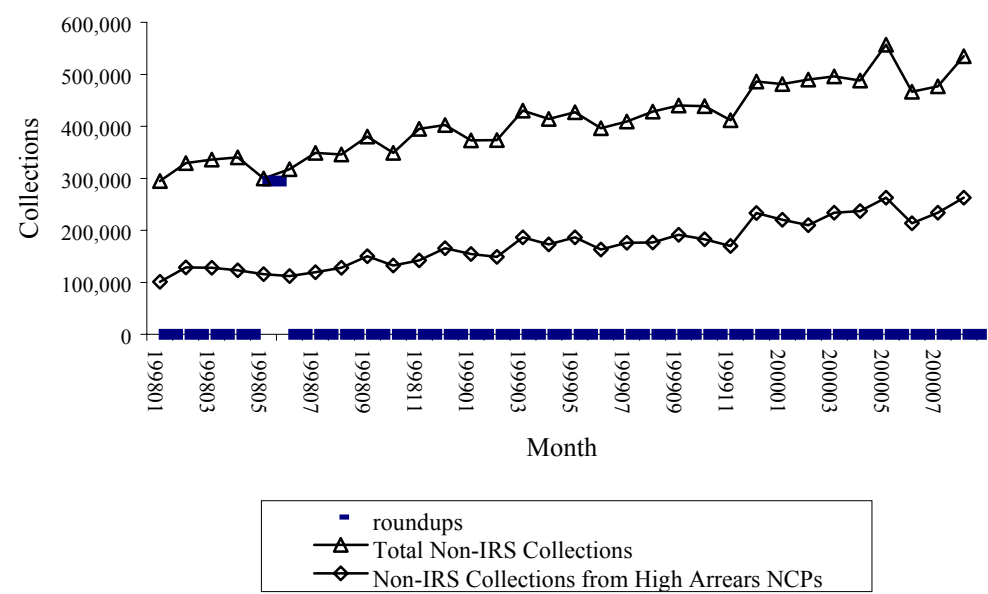


Table D-9
Child Support Collections in Periods Surrounding Round-Ups
Nueces County

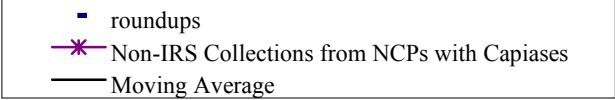
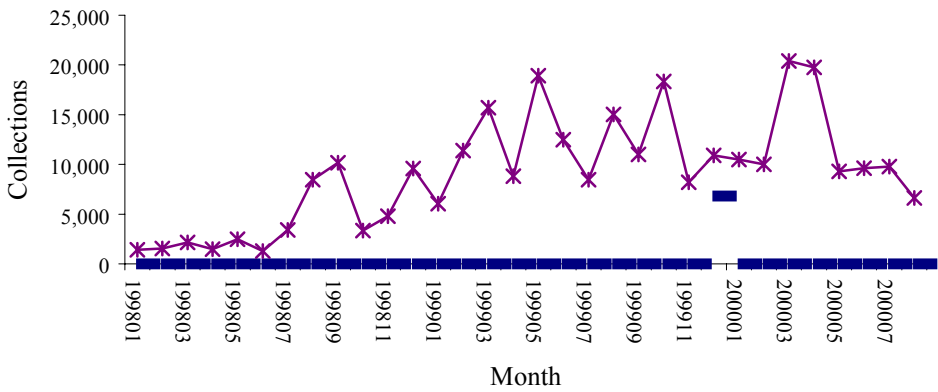
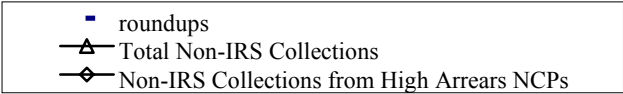
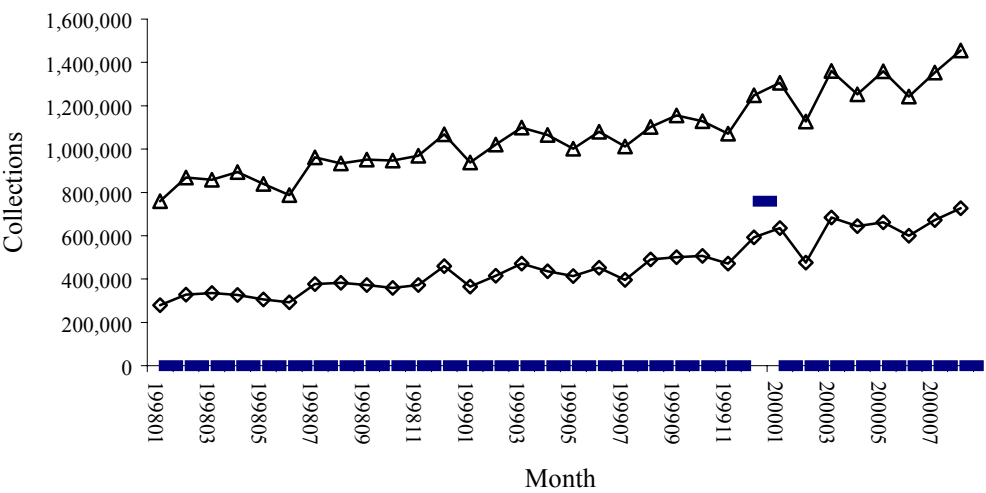


Table D-10
Child Support Collections in Periods Surrounding Round-Ups
Tarrant County

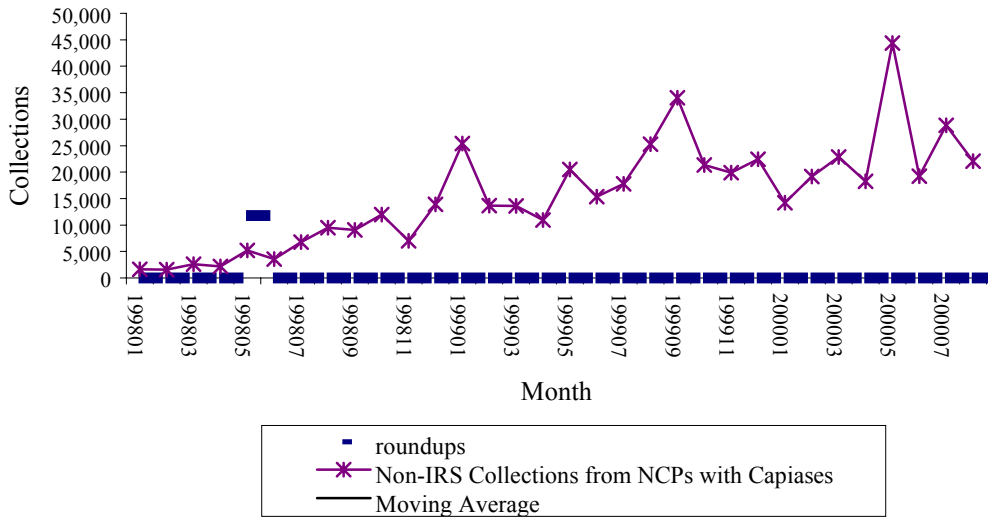
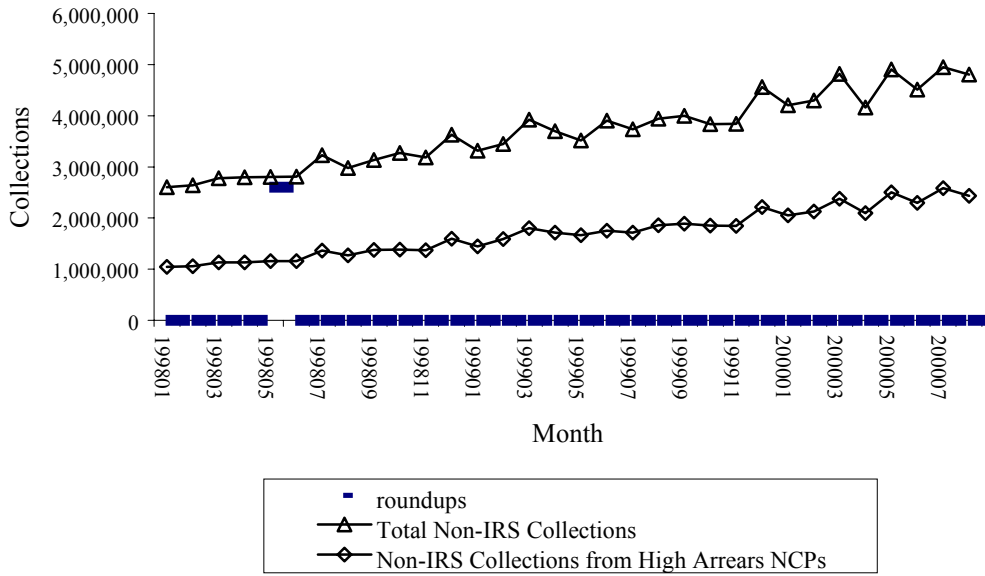


Table D-11
Child Support Collections in Periods Surrounding Round-Ups
Travis County

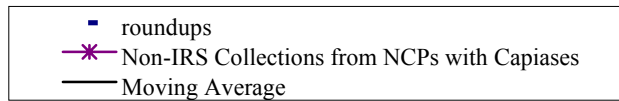
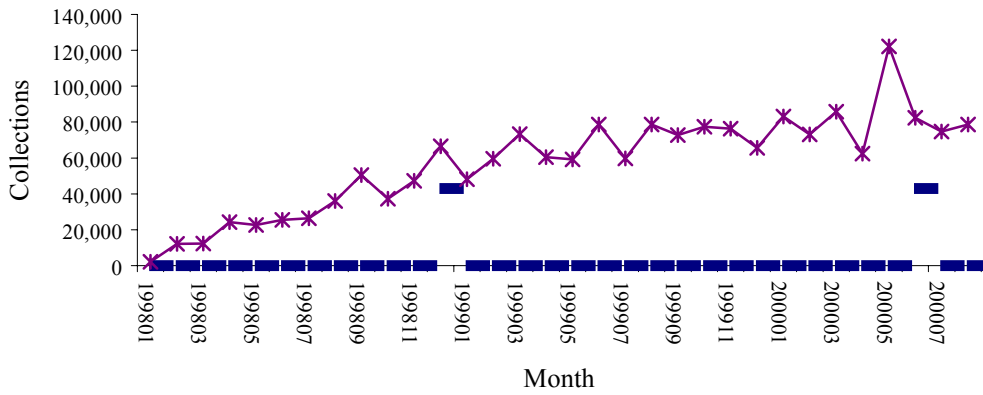
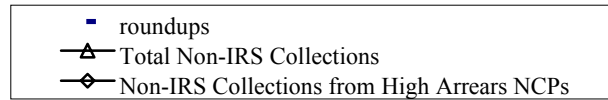
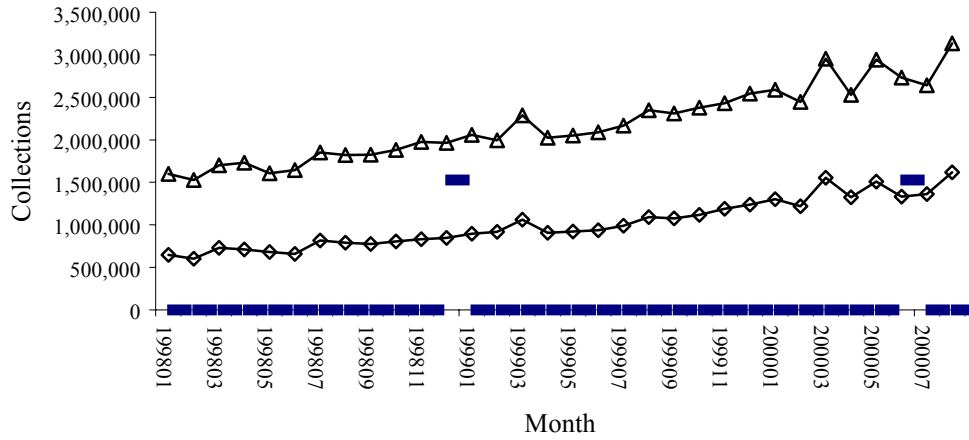
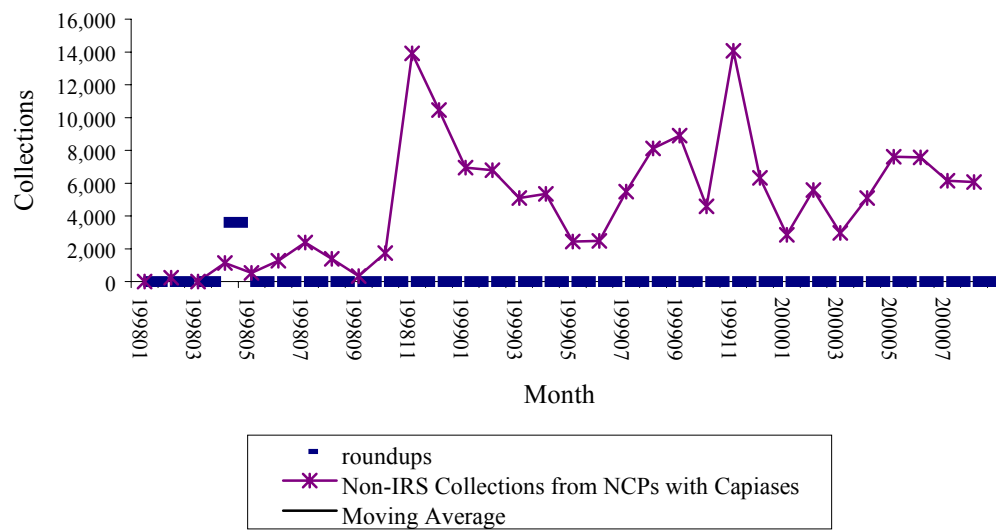
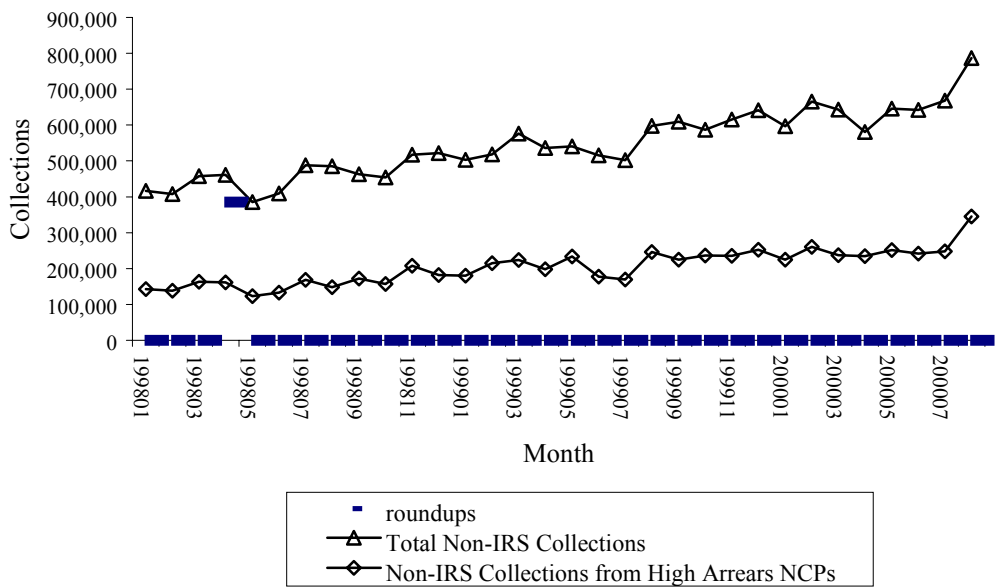


Table D-12
Child Support Collections in Periods Surrounding Round-Ups
Webb County



Appendix E

Additional Statistics on Texas Access and Visitation Programs

Table E-1
Access and Visitation Grant Program in Texas: Grantees and their Grant Amounts

FFY 1998	FFY 1999	FFY 2000	FFY 2001
Galveston County (Galveston, \$55,000)	Boys and Girls Club of Galveston (Galveston, \$40,000)	The Children's Center, Inc. (Galveston, \$45,000)	The Children's Center, Inc. (Galveston, 24,600)
Brown County (Brownwood, \$60,000)	Family Services Center, Inc. (Brownwood, \$50,000)	Family Services Center, Inc. (Brownwood, \$30,000)	Family Services Center, Inc. (Brownwood, \$29,000)
Child Crisis Center of El Paso (El Paso, \$45,000)	Child Crisis Center of El Paso (El Paso, \$75,000)	Child Crisis Center of El Paso (El Paso, \$70,000)	Child Crisis Center of El Paso (El Paso, \$51,200)
Family Services Association of San Antonio, Inc. (San Antonio, \$80,000)	Family Services Association of San Antonio, Inc. (San Antonio, \$90,000)	Family Services Association of San Antonio, Inc. (San Antonio, \$86,000)	Family Services Association of San Antonio, Inc. (San Antonio, \$54,000)
Victims Assistance Center, Inc. (Houston, \$80,000)	Victims Assistance Center, Inc. (Houston, \$80,000)	Victims Assistance Center, Inc. (Houston, \$75,000)	Victims Assistance Center, Inc. (Houston, \$55,600)
Women's Center of Brazoria County, Inc. (Angleton, \$6,385)	Women's Center of Brazoria County, Inc. (Angleton, \$10,000)	Women's Center of Brazoria County, Inc. (Angleton, \$8,200)	Women's Center of Brazoria County, Inc. (Angleton, \$9,800)
Centers for Children and Families, Inc. (Midland, \$8,064)	Centers for Children and Families, Inc. (Midland, \$25,000)	Centers for Children and Families, Inc. (Midland, \$15,229)	Centers for Children and Families, Inc. (Midland, \$35,400)
Legal Services of North Texas, Inc. (Dallas, \$40,000)	Legal Services of North Texas, Inc. (Dallas, \$45,000)	Legal Services of North Texas, Inc. (Dallas, \$45,000)	Legal Services of North Texas, Inc. (Dallas, \$33,706)
Travis County Juvenile Court (Austin, \$80,000)	Travis County Juvenile Court (Austin, \$80,000)	Travis County Juvenile Court (Austin, \$80,000)	Travis County Juvenile Court (Austin, \$43,523)
The Place, Inc. (Wichita Falls, \$4,747)	The Place, Inc. (Wichita Falls, \$4,747)	The Place, Inc. (Wichita Falls, \$30,000)	The Place, Inc. (Wichita Falls, \$30,000)
Tarrant County (Ft. Worth, \$90,000)	Tarrant County (Ft. Worth, \$70,000)	Panhandle Crisis Project, Inc. (Perryton, \$30,000)	Panhandle Crisis Project, Inc. (Perryton, \$20,200)
Center for Successful Fathering (Austin, 40,000)	COVE (Lubbock, \$75,000)	The P.A.C.E. Project, Inc. (Austin, \$30,000)	COVE (Lubbock, \$34,000)
Center for Family Relations (San Antonio, \$40,000)	Fathers for Equal Rights (Houston, \$20,000)	East Texas Casa, Inc. (Longview, \$45,000)	East Texas Casa, Inc. (Longview, \$41,800)
		Family Support Services of Amarillo, Inc. (Amarillo, \$45,000)	Family Support Services of Amarillo, Inc. (Amarillo, \$38,400)
			Tarrant County Government (Ft. Worth, \$25,600)
			Fathers for Equal Rights (Dallas, \$14,800)
			Webb County (Laredo, \$4,400)
			Men's and Father's Relations (San Antonio, \$32,000)
			Tejas Council Camp Fire Boys and Girls (Waco, \$38,400)
Total Awarded: \$642,429	Total Awarded: \$704,262	Total Awarded: \$642,429	Total Awarded: \$642,429

Table E-2
Program Participation Data

FFY1998

Services	Total Applied or Referred to Program	Total Participated in Program	Total Completed Program
FFY 1998			
Mediation	6	6	6
Counseling	595	589	539
Education	373	345	339
Developing visitation guidelines	0	0	0
Visitation enforcement	392	392	205
- Monitored visitation	266	265	11
- Supervised visitation	3224	3021	2613
- Therapeutic visitation	53	54	42
- Neutral drop-off/pickup	824	698	557
Developing parenting plans	138	120	120
Total	4701	4239	3674
FFY 1999			
Mediation	103	59	39
Counseling	31	609	595
Education	36	614	585
Developing visitation guidelines	0	0	0
Visitation enforcement	83	66	9
- Monitored visitation	97	143	47
- Supervised visitation	467	498	240
- Therapeutic visitation	0	0	0
- Neutral drop-off/pickup	198	568	82
Developing parenting plans	29	51	9
Total	982	2163	943

Table E-3
Length of Service
Total Out of 10 Programs Reported

Services	Under 3 months	3-6 months	Up to 9 months	Up to 1 year	Over 1 year	No Limit
FFY 1998						
Mediation	1	0	0	0	0	0
Counseling	5	1	0	0	0	0
Education	3	2	0	0	0	1
Developing visitation guidelines	0	0	0	0	0	0
Visitation enforcement	0	2	0	1	0	0
- Monitored visitation	0	3	1	1	0	1
- Supervised visitation	0	3	1	2	2	1
- Therapeutic visitation	0	0	0	0	0	0
- Neutral drop-off/pickup	1	1	0	4	2	1
Developing parenting plans	2	0	0	0	0	1
FFY 1999						
Mediation	1	1	0	0	0	1
Counseling	2	1	0	0	0	2
Education	4	1	0	0	0	2
Developing visitation guidelines	0	0	0	0	0	0
Visitation enforcement	1	0	0	0	0	0
- Monitored visitation	2	2	0	0	0	1
- Supervised visitation	1	4	0	1	1	3
- Therapeutic visitation	1	0	0	0	0	0
- Neutral drop-off/pickup	1	2	0	1	0	2
Developing parenting plans	1	0	0	0	0	0