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WORKFORCE DEVELOPMENT ADVISORY PANEL

(draft 9/30/97)

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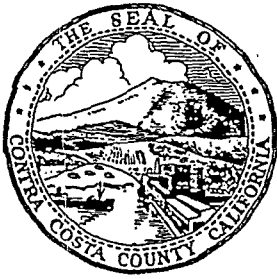
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Attachment
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CONTRA COSTA COUNTY
Social Service Department

John Cullen, Director

Louise Greek, Employment Operations Section
California Department of Social Services
744 P St., MS 6-136
Sacramento, Ca. 95814

October 30, 1997

Dear Ms. Greek:

Attached is the initial proposal for the Contra Costa County Non-Custodial Parent Employment and Training Demonstration Project. As we discussed in our telephone conversation today, this proposal is in initial form and will be further refined as we work with you on the specifics of our ideas.

Contra Costa County staff from the District Attorney Family Support Division, Private Industry Councils (City of Richmond and Contra Costa County PICs) and Social Service Department have committed to this project as a significant element of the county's overall efforts to reduce poverty by moving families from welfare to work. Please do not hesitate to contact me at (510) 313-1654 at your earliest convenience to begin further development of this proposal.

Sincerely,

Christina Linville,
Welfare Reform Planning

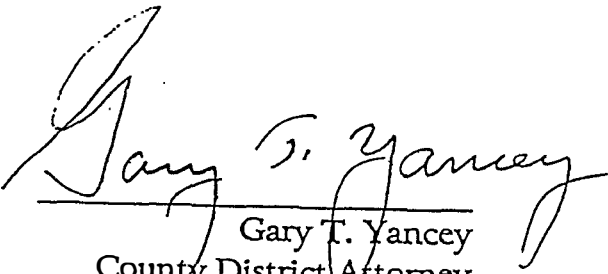
CONTRA COSTA COUNTY
NONCUSTODIAL PARENT
EMPLOYMENT AND TRAINING
DEMONSTRATION PROJECT:

PROPOSAL

October 31, 1997

SUBMITTED BY:


John B. Cullen
Social Service Department


Gary T. Yancey
County District Attorney

EXECUTIVE SUMMARY

(to follow)

Mission Statement

Contra Costa County intends, through a collaborative partnership among public and private agencies, to establish the Non-Custodial Parent Employment and Training Demonstration Project. This project is designed to increase the amount/frequency of child support payments, to improve the quality of the relationships among custodial parents, non-custodial parents and their children, and to decrease costs related to poverty and family instability by offering a range of pre- and post-employment services to non-custodial parents of children receiving CalWORKs benefits and a range of counseling and training services to families participating in the program.

Project Goals and Objectives

Note: Specific numbers of persons we intend to place in employment, specific increased dollar amounts of child support paid and specific measures of success of parenting training will be developed.

- 1.e Increase the amount of child support payments made by the project participants by ___% per month.e
- 2.e Increase visitation with the child by the noncustodial parent, where appropriate,e by ___ % per month.e
- 3.e Measure of the indicators of child and family health and stability.e

Description of Major Program Elements

Pre-employment services

- √ Employment-seeking skills training
- √ Employment search assistance
- √ Employment placement services
- √ Employment development services
- √ On-the-job-training

Post-employment Services

- √ Short-term training, concurrent with work activities
- √ Employment retention counseling

AOD¹ treatment program

- √ Participation in the county's already-existing drug/alcohol diversion services and treatment program

Parenting training

- √ Workshops to help parents develop and maintain quality relationships with their children

Child and spousal abuse prevention training

- √ Classes to prevent and/or reduce incidents of domestic dispute/violence

Case management services to the family unit, including the NCP

- √ Mediation
- √ Family dynamics

¹Alcohol or Other Drug

Background

A recent report completed by the DHHS Office of Child Support Enforcement provides an analysis on data characterizing the circumstances in which children are being raised. This report concludes that:

- approximately 50% of all American children will live in single-parent homes at some point before they turn age 18;
- a common pattern is for the noncustodial parent to become increasingly detached from the child(ren).

Studies indicate that less than 25% of nonresident fathers visit their children once a week, whereas nearly one-third have not visited their children for at least twelve months. It is believed that a great many NCP's do not visit their children because they do not pay support. Many feel that, because they do not pay, they are not "entitled" to participate in the child's life; in many instances, the custodial parent ties payment of support with the right to visit, and denies visitation.

For many low-income families, restricting services to only the custodial parent's family unit will not ensure self-sufficiency. In Contra Costa County, approximately 3,300 of the 14,000 AFDC cases (most of which are headed by one-parent, female heads of households) report some earnings but are still financially eligible for cash aid benefits. It is clear that many of these families will leave the welfare system only through a combination of income such as earnings and child support. Beyond the issue of economic self-sufficiency, it is believed that increasing the quality of the relationship between the NCP and his/her child(ren), as well as the relationship between the estranged parents in regard to issues of child-rearing, results in economic savings in the child welfare, family court, school and other systems.

In situations where the noncustodial parent has been chronically unemployed and has little or no history of paying support, the project will instill the payment of support as a top priority for that parent when he or she first becomes employed. All discussions regarding the importance of employment, self-sufficiency, and responsibility will refer to, and reinforce, the need to pay support and to participate in the lives of one's children.

The project includes additional funding to enable the district attorney's staff to file contempt motions for those participants who refuse to pay support once they are employed. Since there is sometimes no pattern of payment among these individuals, in some instances it may be necessary to take extreme action to ensure cooperation and participation.

Note: It is the intention of Contra Costa County to participate in the Child Support Assurance Demonstration Project that will be offered in 1998 and to coordinate these two demonstration projects to serve the population that intersects in both projects.

See Appendix A for county demographics.

Target Group

The project will be implemented in three phases. Participants in all phases will meet the "target group" criteria outlined in the project, with one exception: Contra Costa County wishes to include those with "zero dollar" support orders who are not technically "delinquent" obligors, as no amount was ordered due to the NCP's inability to pay. Orders will be modified in these cases as soon as the NCP has income to consider in determining the amount of the order.

Phase 1: The initial target population for the first six months of program operation will be (1/1/98-6/30/98):

- e GA² recipients who live in the city of Richmond who are noncustodial parents of current AFDC recipient children

Phase 2: Will expand to include (7/1/98):

- e GA participants who are NCPs, county-wide
- e NCPs who have seasonal or other intermittent employment, county-wide
- e NCPs who have ct. and SLMs cases
- e NCPs of parents participating in the Child Support Assurance Demonstration Project, county-wide

Phase 3: Will open the project to (1/1/99):

- e any unemployed noncustodial parent whose children are receiving CalWORKs grants, up to the limit that program funding will allow.

Currently there are about 800 GA recipients county-wide who are absent parents of AFDC recipient children, and who have active child support files. Of these, approximately 195 have active Domestic Relations (DR)³ files. 112 of those are employable (non-disabled) and 58 of those reside in the city of Richmond. 83 of the 195 have support orders on file (including "zero dollar" orders needing modification), 37 of whom live in the city of Richmond. It is from these that the Phase 1 target group will be determined.

Residents of the City of Richmond have been selected for the Phase I target population because of the caseload density (both AFDC and GA) in Richmond, and because the City of Richmond Private Industry Council wishes to participate in Phase 1 of this

²General Assistance, the County-funded program for indigents with no linkage to other support programs.

³"DR" is the designator for DA Family Support files

program. Additionally, the Richmond GA office has space to accommodate NCP interviews with Child Support Collections staff for the project. Lastly, Contra Costa's GA program utilizes an automated system (Pegasys), which can be modified to include project information.

Eligibility

There are 58 noncustodial, unemployed parents that are potentially eligible for Phase I of this program. These are GA recipients who are employable; that is, they have no verifiable physical or mental disability which precludes employment, have an active DR file and reside in the city of Richmond.

General Assistance in Contra Costa County is time-limited to three months out of any twelve-month period for persons who are employable. During the course of this project, the noncustodial parents who actively and cooperatively participate in the project may receive an additional three months of aid, for a total of six months out of any twelve month period.

Phase II will add approximately ___; Phase III will add ___ more up to a limit that program funding will allow.

Services

Pre-Employment Services

An initial continuum of employment services would be provided to NCP program participants through the General Assistance program. In addition, nonexempt CalWORKs custodial parents would be offered immediate access to CalWORKs Welfare-to-Work Services (WTW) program. The GA employment services include:

- e an in-depth *assessment* to determine the level of employability, and to develop case plans. Assessment includes identification of mental or physical disabilities, and identification of barriers to immediate employment, which may include AODE problems.
- *work experience* assignments ("workfare");e
- *job search* (both self-directed and supervised);e
- e monthly *case management* appointments;e
- e *job seeking skills workshops* (5 days of classroom instruction followed by intensive job search and job placement services);e
- e *job development*;

- limited participation in *vocational training* programs.

The NCP-ETDP⁴ will add on-the-job-training assignments made and subsidized by PIC for all NCPs who need these services; and would transfer the post-workshop case management, job search, job placement and job development services for project participants who are unsuccessful in finding employment to PIC. PIC will provide placement in a work experience, OJT or short-term vocational training slot⁵ as appropriate, as well as post-employment services.

Post-Employment Services

PIC will provide post-employment services, in the form of:

- e job retention counseling
- training as appropriate, concurrent with work activities, to increase earnings.

AOD Services

Contra Costa County currently provides a substance abuse treatment program for GA recipients who have an alcohol or other drug problem. The General Assistance Alcohol and Drug Diversion Service (GAADDS) Program is a six-month, outpatient treatment program which provides substantive services. For the duration of this project, noncustodial parents will be offered services⁶ in the GAADDS program. Additionally, CalWorks custodial parents with AOD problems will be permitted to participate in GAADDS, as well.

Parenting Training

Local programs, such as the Contra Costa Family Stress Center, offer parenting training in the S.T.E.P. (Systematic Training for Effective Parenting) model. There are classes for parenting in general, and specific classes for parenting adolescents. These classes will be included as a component of the program for both the noncustodial and custodial parents; they can choose to attend together or separately.

⁴Non-Custodial Parent Employment and Training Demonstration Project

⁵These services will be provided concurrent with, or subsequent to, services provided in the General Assistance program for GA participants.

⁶Participation is required for GA participants

Organizations such as Battered Women's Alternatives offer training in the prevention of child and spousal abuse. These classes will be included as a component of the program for both the noncustodial and noncustodial parent, particularly where there are or have been allegations of abuse by one parent or the other.

Mediation

Contra Costa County has a Family Court Facilitator who will be contacted to assist in developing a mediation program for project participants with disagreements in the area of custody, visitation and other family issues.

BUDGET (See Appendix B)

1/1/98 - 6/30/98	\$500,000
7/1/98- 6/30/99	\$750,000
7/1/99 - 6/30/00	\$1,000.000

Costs

District Attorney-Related Costs

See Appendix C for description of DAFS duties and responsibilities for this program

Program Service Costs

- Assessments -- provided in-kind by SSD GA staff
- Job Seeking Skills Workshop -- provided in-kind by SSD GA staff
- Job Search, Job Placement and Job Development -- provided in-kind by PIC
- AOD Treatment -- for NCP, provided in-kind by SSD
- Parenting Training -- \$
- Child and Spousal Abuse Prevention Training -- \$

Administrative Costs

Space

- For co-located DAFS Collection Officer -- in-kind provided by SSD
- For Job-Seeking Skills Workshop -- in-kind provided by SSD/PIC

Office Equipment

Ancillary expenses

Transportation for participants
Child care for training participants

Computer Programming and Equipment

Programming: ___ hrs at \$ ___/hr = \$ ___
Sun Workstation and Printer --Phase 1 = \$ _____

Case Management

Ancillary Services

Project Program Manager/County Research Coordinator

EVALUATION

County Research Coordinator

Name Alana Hogan, Welfare Reform Analyst
Address Contra Costa County Social Service Department
40 Douglas Dr., Martinez, Ca. 94553
Telephone (510)313-1718o
Fax (510)313-1758o

Data Collection:

1. Pre and post studies to measure:

- o Child support paymentso
- o Visitation patternso
- o Number of absences from school, for school-age childreno
- o Number of contacts with police/courts for domestic reasonso
- o Amount of earned income for custodial and non-custodial parentso
- o Other measures as determinedo

PROGRAM MANAGER

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Co-Coordinators:

DAFS: Laurie O'Donnell
Richmond PIC: Upesi MTambuzi
CCC PIC: Linda Chandler

COOPERATIVE PARTNERS

Social Service Department
DA Family Support Division
City of Richmond PIC
Contra Costa County PIC
Community-Based Organization(s)
Family Court Facilitator

County Demographics

Contra Costa County is located in the San Francisco Bay area, approximately 20 miles east of San Francisco. It stretches from the urban west county which includes the cities of Richmond, El Cerrito, and San Pablo; through the suburbs of central county, including Martinez, Concord, and the upper income areas of Walnut Creek and Danville; to the farthest reaches of east county, which is a combination of new suburban developments and what remains of the county's agricultural lands.

County Characteristics:

The population of Contra Costa is approximately 879,000. The county's ethnic make-up is:

__% Asian; __% African-American; __% Caucasian; __% Hispanic; and __% other.

Average income: _____

Average housing cost: _____

Contra Costa is served by two JTPA Service Delivery Areas (SDAs):

- √ Contra Costa County Private Industry Council (PIC)
- √ City of Richmond PIC

AFDC Population Density:

The AFDC caseload¹ as of September 1, 1997: 13,558 (14,630 cases open during September)

48% reside in west county (50% of those live within the city of Richmond)

17% reside in central county

35% reside in east county

Labor Market Conditions:

Contra Costa County enjoys a low unemployment rate countywide, with areas of high unemployment in east and west county. Specific labor market information will be compiled in the final version of this document. Training provided for project participants will be aligned with local labor market opportunities.

¹AFDC Family Group (FG) and Unemployed Parent (U) cases

Child Support Enforcement Caseload:

Information regarding District Attorney Family Support Division activities for the month of May, 1997, is as follows:

- e 16,519 calls, 9,334 pieces of US mail, 3,538 items of interoffice mail and 2,654 e-faxes, 870 office visits;e
- e 284 complaints, 206 orders for support/arrears/reimbursement;
- e Paternity established for 202 children;e
- e 562 wage and health assignments;e
- e 11,195 referrals from welfare, 76 non-aid applications;e
- e Of 70,861 open cases:e
 - √ 29,796 are without orders;
 - √ of the 29,796, unable to physically locate 10,452 to establish the order;
 - √ of the 29,796, NCP has been located in 2,471 of those cases and orders are in the process of being established;
- e 41,065 cases have orders:e
 - √ in 25,065 of these, trying to physically locate the NCP to take enforcement action;
 - √ 5,000 are paying on a regular basis.
- e Collection programs include SLMS, FTB and 270:e
 - √ in May, handled 474 cases in which the NCP's license was intercepted for failure to pay child support;
 - √ referred 13,174 cases to the FTB for child support collection--collections for May totalled \$221,292;
 - √ PC 270 program currently has a caseload of 222 cases.

Child Support Collections:

Information regarding District Attorney Family Support Division collections for the month of May, 1997, is as follows:

- e 11,679 checks and cash payments, total May deposit: \$4,101,852;e
- e \$3,752,554 distributed (\$1,957,324 for welfare recoupment and \$1,917,822 for non-aid families.e

Number of Potential Participants:

Phase 1: 58²

Phase 2/3: Undetermined at this time

Cost per Participant:

To be determined

Use of additional funding resources: (community funding, grants, etc.) to maximize program dollars:

Social Service Department General Assistance program/
Social Service Department GAADDS program³

Private Industry Council⁴

²The September, 1997 General Assistance caseload was 2,231. Approximately 800 of those individuals are absent parents in AFDC cases and approximately 195 have active Domestic Relations (DR) files. 112 of those are employable (non-disabled) and 58 of those reside in the city of Richmond. It is from these that the Phase 1 target group will be determined.

³Services will be funded by CCC for General Assistance participants, and by program funding for non-GA participants

⁴Services will be funded by federal Balanced Budget Act Welfare-to-Work funds for those eligible to such funds, and by program funding for other participants.

To: Christina Linville

Date: 10-27-97

From: Laurie O'Donnell
District Attorney
Family Support

Cc: Peggy Scelsi
Gayle Graham
Glenda Weaver

D.A. SERVICES FOR
NON CUSTODIAL PARENT
EMPLOYMENT AND TRAINING
DEMONSTRATION PROJECT

The DAFSD responsibilities for the implementation of this program are as follows:

- A collection officer reviewing the history and court orders for child support related to the target group of NCP's
- A collection officer coordinating with the employment and training groups for the purpose of collecting child support.
 - *SLMS release should NCP volunteer for the program
 - *Modification of orders in accordance with CAO guidelines.
 - *Serving wage assignments
 - *Tracking the delinquencies
 - *Answering question to NCP's and CP's
- Enforcing work program court orders that require NCP involvement. (Contempt)
- Advise NCP's of their rights and responsibilities surrounding child support.

As a result of DAFSD involvement in the demo project, we hope to:

- Increase child support collections

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P.02

- Educate NCP's as to rights and responsibilities
- Increase the NCP's involvement in their child(ren's) life.

Based upon DAFSD traditional duties, the above expenses currently fall under the normal claiming process. Any other DAFSD duties may not be claimable and would require funding from the project.

Phase 3: Unemployed NCPs of CalWORKs children countywide.

Phase 2: (1) GA participants who are unemployed NCPs of CalWORKs children countywide.
(2) Seasonally or intermittently employed NCPs of CalWORKs children countywide.

Phase 1:
GA participants who are unemployed NCPs of CalWORKs children in Richmond.

(3) NCPs of parents participating in the Child Support Assurance Demonstration Project, county-wide