Re-Tooling Michigan's Child Support Enforcement Program

Predictive Modeling Pilot

Final Report

April 2015

Curtis Center Program Evaluation Group

The Curtis Center Program Evaluation Group trains and professionally prepares students and recent social work graduates in program evaluation by providing evaluation services to a broad range of community-based agencies. Established in September 2011, the Program Evaluation Group at the University of Michigan School of Social Work engages the community to provide professional evaluation services and matches students' educational goals with projects. The Program Evaluation Group uses a utilization-focused approach to evaluation, highlighting the need for stakeholder engagement throughout the evaluation process. The Program Evaluation Group provides high-quality, professional evaluation services through a social work lens.

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Purpose of the Report

This report was written by the Curtis Center Program Evaluation Group at the University of Michigan School of Social Work to provide the results of the final analysis of the Predictive Modeling (PM) pilot of the Re-Tooling Michigan's Child Support Enforcement Program (Re-Tooling) grant. The PM pilot was implemented from May 2013 to August 2014 with seven (7) counties in the State of Michigan. This report analyzes: (1) the surveys completed by non-custodial parents (NCPs) in the PM pilot; (2) the activities conducted by pilot workers in the PM pilot; and (3) the percent of obligation paid from NCPs in the PM pilot.

Results in this report are presented in four main sections: (1) description of NCP characteristics; (2) description of the activities used by pilot workers throughout the PM pilot; (3) the impact of different aspects of the PM pilot, including Predictor Scores and pilot activities, on the percent of obligation paid; and (4) pilot worker experiences.

Part 1: Background and Context

Grant Overview

In the summer of 2011, the State of Michigan Office of Child Support (OCS) and the University of Michigan School of Social Work (UM SSW) agreed to collaborate on a grant proposal to the federal Office of Child Support Enforcement entitled, "Re-Tooling Michigan's Child Support Enforcement Program" (Re-Tooling). A federal Office of Child Support Enforcement grant was awarded to the State of Michigan OCS in September 2011. The contract between the State of Michigan OCS and UM SSW was signed effective January 1, 2012.

The expected grant outcomes included: (1) improve research on the current data to support evidence-driven selection of approaches to child support collection; (2) sophisticated development of "tool kit" of current strategies and new piloted strategies; and (3) dissemination of both research and successful pilot strategies to enable greater success in child support collection. These activities are being analyzed to determine the increase child support collections, increase the collection of arrears, and ultimately improve the financial wellbeing of children and self-sufficiency of families.

The Re-Tooling grant was originally awarded for three years, September 2011 through August 2014. A no-cost extension was awarded to continue the project for one additional year, through August 2015.

The Re-Tooling grant included three major efforts: analysis of existing child support enforcement activities and two (2) pilot programs: Predictive Modeling (PM) and Compromise Arrears in Return for On-Time Support (CAROTS).

Throughout the Re-Tooling grant period, UM-SSW has been analyzing the Michigan Child Support Enforcement System (MiCSES) data for descriptives and trends. Analysis of MiCSES will be used to document the types of enforcement activities that are used, with whom they are used, and the effects of the use of these activities on payment of obligation.

The two (2) pilot programs began during the second year of the Re-Tooling grant. The two pilot programs were selected by the OCS Program Leadership Group (PLG), the advisory group for the Re-Tooling grant. County Friend of the Court (FOC) offices volunteered to participate in the Re-Tooling pilots.

Michigan Child Support System

The Michigan IV-D child support program (IV-D program) operates in a judicial state, where services and operations are de-centralized to the county level. Three offices partner in the IV-D program: the Office of Child Support (part of the Michigan Department of Human Services), the Prosecuting Attorney's Office, and the Friend of the Court office. The Office of Child Support, the Prosecuting Attorney's Office, and the Friend of the Court office have different responsibilities in the IV-D program, as outlined below.[1]

Though not true for all cases, a majority of cases follow the below pathway through the IV-D program:

Office of Child Support	→	Prosecuting Attorney	→	Friend of the Court

Child support specialists in the <u>Office of Child Support</u> are responsible for:

- Helping locate a NCP.
- Providing information about voluntary paternity establishment.
- Making a referral to establish paternity and/or obtain a support order.
- Referring an existing support order for enforcement.
- Helping decide what action to take in an interstate case.

The <u>Prosecuting Attorney's</u> office is responsible for establishing court orders for support and helps locate NCPs.

The <u>Friend of the Court</u> office is responsible for:

- Enforcing support orders.
- Modifying support orders.
- Registering Michigan order in other states.
- Initiating interstate income withholding.
- Assisting in locating NCPs.

Each partner has a distinct role within the IV-D program and responsibilities are decentralized to each partner and then to each county.

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[1] Understanding Child Support: A Handbook for Parents. State of Michigan Department of Human Services

Predictive Modeling Pilot Description and Context

The objective of the PM pilot was to use predictive data to assist FOC workers in selecting appropriate interventions with non-custodial parents (NCPs) to increase NCPs' support order compliance. NCP predictors were analyzed and reported to guide the actions that FOC staff took with NCPs who were less likely to comply with their orders. Through data analysis, cases were categorized into groups that have the similar case conditions and characteristics.

In addition to improving case management and collections, the PM pilot had these additional objectives:

- Increase effectiveness of enforcement activities
- Increase efficiency of FOC staff
- Assistance in: (1) delivering consistent, innovative, and holistic services; (2) communicating clearly and timely; (3) increasing collections, especially on cases with inconsistent payment histories; and (4) promoting healthy family relationships through parental engagement

Planning and Launch

Planning for the PM pilot took place between January and May 2013. During the planning phase, OCS and UM-SSW collaborated on the development of policies and procedures for the PM pilot. The PM policy described the goals and activities of the PM pilot, as well as the expectations for Pilot Leads, OCS, and UM-SSW.

OCS and UM-SSW co-hosted a launch meeting for all Pilot Leads in February 2013 at Central Michigan University in Mt. Pleasant, MI. The launch meeting was a half-day event for the PM Pilot Leads to provide an orientation to the PM pilot and allow an opportunity for Pilot Leads to ask clarifying questions.

A webinar was held in April 2013 to launch the Microsoft Access Re-Tooling Grant Database (MARGD). As part of this webinar, MARGD job aides were distributed to Pilot Leads. The webinar covered the purpose of MARGD, how to record activities, and how to generate reports.

Implementation Phases

The PM pilot was conducted in two phases:

Phase I: Pilot workers administered surveys to existing NCPs about their characteristics based on the national predictors. Each county had the goal of reaching 100 NCPs through the Phase I surveying process. The Phase I surveys were analyzed against the NCPs' payment history to develop the Michigan Predictors. Each NCP that completed the survey was assigned a Predictor Score (1-4) on their likelihood for meeting their obligation based on their characteristics. Pilot workers then used the Predictor Scores to help make decisions about the types of activities that are used with these NCPs.

Phase II: NCPs new to the child support system are surveyed using an adjusted Predictor Survey asking only about the Michigan Predictors. Each county had the goal of reaching 50 new NCPs through the Phase II surveying process. Monthly, these new NCPs are assigned a Predictor Score (1-4) on their likelihood to pay based on their characteristics. Pilot workers used the Predictor Scores to help make decisions about the types of activities that are used with these NCPs.

Pilot Monitoring

Pilot Leads monitored their pilot activities through the MARGD system, as well as in MiCSES. Additionally, OCS monitored the implementation of the PM pilot through monthly teleconferences with Pilot Leads. During the monthly teleconferences, Pilot Leads provided a status of the PM pilot in their county, OCS and UM-SSW communicated any announcements, and Pilot Leads had the opportunity to troubleshoot any challenges they were having in their respective counties. Teleconference agenda topics included: outreach and recruitment, challenges, and the use of enforcement activities.

Timeline

Originally, the PM pilot was going to be implemented from April 2013 to March 2014. However, the start of the PM pilot was delayed due to the amount of time required to approve policies and data access issues within OCS. The PM pilot successfully launched on May 1, 2013. The pilot was then extended until August 31, 2014, instead of April 2014, to allow more time for workers to conduct outreach activities with NCPs. OCS received approval for a no-cost carry-over on the Re-Tooling grant, which allowed the PM pilot to be extended to capture more data. The final timeline for the PM pilot is presented below.

Date	Task
January – May 2013	Complete policy, protocols, training, and monitoring tools
February 2013	Kick off meeting and training
May 2013	Begin PM pilot
May 2013 – August 2014	Monitor PM pilot
September – November 2014	Analyze PM pilot
December 2014	Report PM pilot results

National Predictors

The following variables were found to be predictors of child support payment in other states across the country through a literature review of best practices. These national predictors guided the development of data collection tools for the PM pilot.

NCP	CP	Case Details
Gender	Gender	# of children
Race	Race	Obligation amount
# of active child support orders	# of active child support orders	Amount of arrears due
# of addresses in past 3 years	# of addresses in past 3 years	NCP and CP ever married?
# of jobs in past 6 months	# of jobs in past 6 months	NCP and CP ever live together?
Distance between NCP and CP	Distance between NCP and CP	Custody arrangements
Public assistance	Public assistance	
Date of birth (age)	Date of birth (age)	
Education level	Relationship to child(ren)	
Currently employed?		
Average monthly income	**Dependent(s)**	
Unemployment benefits	Date(s) of birth (age)	
Incarceration history	Born out of wedlock	
# of overnights on Parenting Time order	Paternity established	

Case Stratification

One of the goals of the PM pilot was to begin the development of a case stratification technique for pilot workers to use to determine the appropriate activities that should be used with NCPs. Case stratification allows for pilot workers to judge NCPs' ability and willingness to make their child support payments to determine which of four (4) quadrants they are in (below).
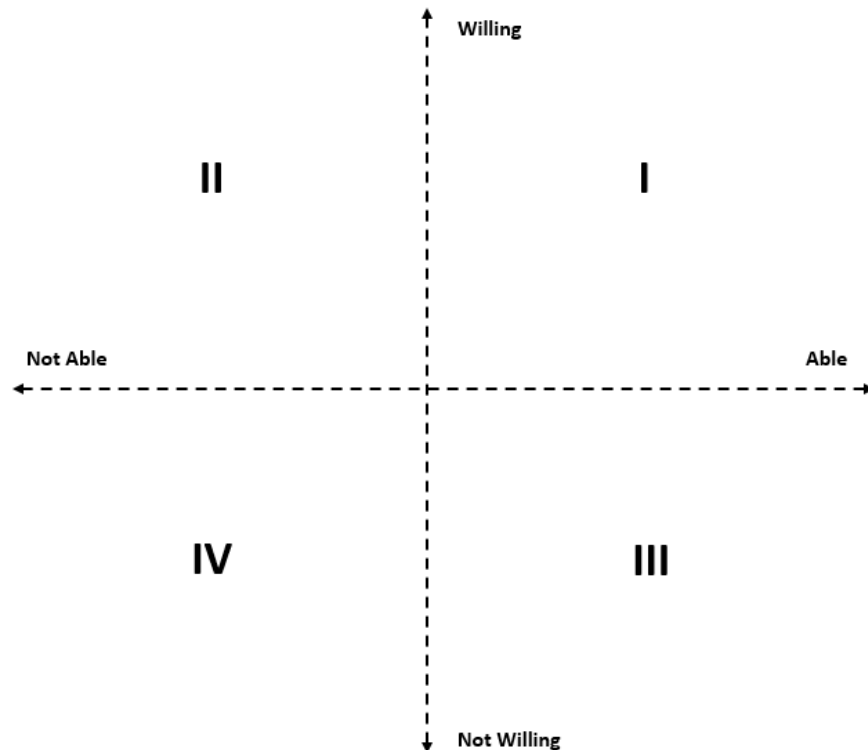
The PM pilot worked to determine NCP ability to pay based on a variety of characteristics, not just the amount of money they possess or if they are employed. These characteristics include demographics, as well as mental health issues.

NCPs' willingness to pay was not assessed as part of the PM pilot due to the subjective nature. The willingness of the NCP has to do with their attitude towards the child support system, the CP, their child(ren), and other environmental factors.

Counties

Seven (7) counties volunteered to partake in the PM pilot: Cheboygan, Isabella, Kent, Monroe, Van Buren, Washtenaw, and Wayne. Overall demographics are presented in the below table.

County Demographics (U.S. Census)

	MI Overall	Cheboygan	Isabella	Kent	Monroe	Van Buren	Washtenaw	Wayne
Total Population	9,895,622	25,837	70,436	621,700	150,376	75,455	354,240	1,775,273
Percent Male	49.1%	50.0%	48.1%	49.1%	49.6%	48.9%	49.3%	48.1%
Percent Over 18	83.1%	80.8%	82.6%	74.6%	77.2%	75.7%	80.1%	75.7%
Median Age	39.6	48.5	26.6	34.9	41.6	41.7	33.6	38
Percent White	79.1%	93.2%	89.6%	82.1%	94.8%	88.5%	74.3%	53.1%
Median Household Income	$48,273	$38,367	$37,488	$51,992	$53,561	$45,081	$59,660	$40,487
Percent of Population Living Below the Poverty Line	17.0%	19.3%	30.8%	14.7%	12.9%	17.7%	16.7%	24.9%
Percent of Children Living Below the Poverty Line	23.8%	34.1%	26.20%	18.2%	17.3%	22.1%	15.5%	36.6%
Percent of Population Unemployed	9.8%	15.7%	10.3%	7.6%	9.8%	6.6%	7.8%	14.8%
Highest Education Attained	High school graduate or equivalent (29.7%)	High school graduate or equivalent (40.7%)	High school graduate or equivalent (31.7%)	High school graduate or equivalent (23.9%)	High school graduate or equivalent (33.9%)	High school graduate or equivalent (35.3%	Graduate or professional degree (28.0%)	High school graduate or equivalent (30.0%)

Above State average	Below State average

Detailed county demographics are presented in the Appendix.

The FY13 child support federal performance metrics for the pilot counties are presented in the table on the next page. In fiscal year 2013, the pilot county with the highest Support Order percentage is Van Buren County at 92.3%, while the lowest is Isabella County at 74.2%. The county with the highest Paternity Establishment percentage is Van Buren County at 101.6%, while the lowest is Wayne County at 80.5%. The county with the highest rate of collections is Isabella County at 84.8%, while the lowest is Wayne County at 54.2%. The county with the highest rate of arrears collections is Isabella County at 81.9%, while the lowest is Wayne County at 37.6%.

Federal performance metrics by county, FY 2013.

	Support Order	Paternity Establishment	Collections	Arrears
Cheboygan	81.1%	97.6%	72.4%	76.1%
Isabella	74.2%	96.6%	84.8%	81.9%
Kent	80.5%	97.5%	73.9%	68.8%
Monroe	81.3%	96.0%	74.6%	67.3%
Van Buren	92.3%	101.6%	67.3%	67.5%
Washtenaw	76.9%	93.5%	61.9%	51.8%
Wayne	76.0%	80.5%	54.2%	37.6%

Kent County had the most people working the PM pilot, with 18 workers including the Pilot Lead. However, 12 of these workers were the case managers who had direct interactions with the NCPs. The county with the lowest number of workers on the PM pilot was Van Buren, with two workers. Isabella County did not report how many workers they had on the PM pilot. The total number of pilot workers per county are presented in the table below.

Number of PM pilot workers by county.

Cheboygan	4
Isabella	--
Kent	18
Monroe	4
Van Buren	2
Washtenaw	4
Wayne	14

Methodology

## Data Collection

A. NCP Surveys

Surveys were distributed to NCPs in the seven (7) pilot counties. Phase I surveys were completed between May and August 2013; Phase II surveys were completed between October 2013 and March 2014.

At the beginning of Phase I survey collection, surveys were mailed to a random sample of 500 NCPs in each county. The mailing was not effective at collecting at least 100 surveys per county. As a result, each county followed with additional recruitment efforts, including: (1) asking NCPs to complete the survey when in the office; (2) using UM-SSW representatives to recruit participants in the waiting room; (3) calling NCPs; (4) mailing NCPs; and so on.

Phase I surveys were mainly completed on paper (67.9%) and delivered to UM-SSW for data entry and analysis. The remaining surveys were completed through the mailing (16.8%), by phone (14.2%) or via Qualtrics[2] (1%).

For Phase I, counties had a goal of surveying 100 NCPs each. A total of 633 surveys were completed during Phase I among the seven (7) participating counties. Completion rates by county are presented in Figure 1.

Figure 1. Phase I survey completion rate by county, goal: 100 surveys (n=633).
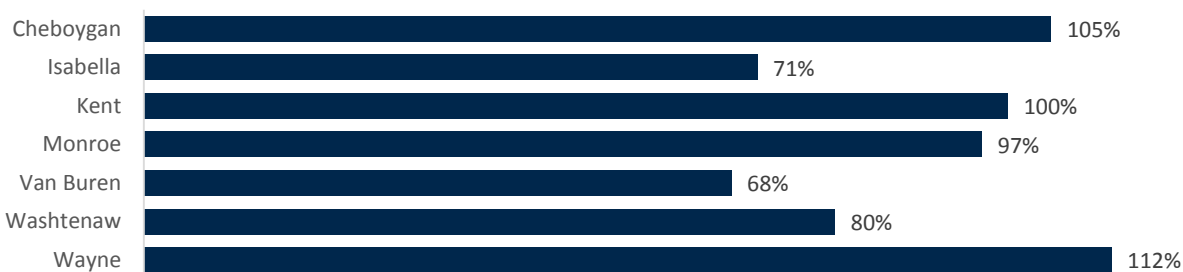
The Phase II survey was altered to only include questions based on the Michigan Predictors.[3] Phase II surveys were completed by FOC staff with NCPs new to the child support system. Once surveys were completed, FOC staff entered the surveys into an online Qualtrics[4] survey to be delivered to UM-SSW for analysis.

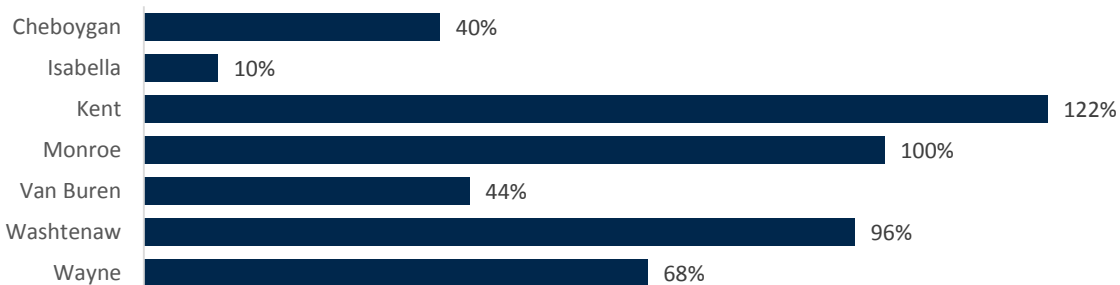[2] Qualtrics is an online survey tool utilized by UM-SSW.
[3] The Michigan Predictors were determined based on analysis of the Phase I PM surveys. Analyses were conducted (see Data Analysis section) to determine which NCP characteristics were associated with obligation payment.
[4] Qualtrics is an online survey system utilized by UM-SSW.

For Phase II, counties had a goal of surveying 50 new NCPs each. A total of 244 surveys were completed during Phase II. Completion rates by county are presented in Figure 2 (next page).

Figure 2. Phase II survey completion rate by county, goal: 50 surveys (n=244).

County	Completion Rate
Cheboygan	40%
Isabella	10%
Kent	122%
Monroe	100%
Van Buren	44%
Washtenaw	96%
Wayne	68%

B. MARGD Use and Pilot Monitoring

MARGD was developed in Microsoft Access by a staff member at the Kent County FOC office for the use in both Re-Tooling grant pilots. MARGD was used by pilot workers to track their activities with NCPs in the PM pilot. Pilot workers sent their copies of MARGD to Kent FOC each Friday for a MiCSES update, including up-to-date information on payments and other updates from the MiCSES system. Kent FOC resources then provided the updated MARGD system back to each Pilot Lead the following Monday.

UM-SSW provided Kent FOC with NCP Predictor Scores for upload into the MARGD system at the end of Phase I and each month throughout Phase II. Kent FOC resources provided the MARGD database to UM-SSW for analysis at two time points throughout the PM pilot.

C. Key Informant Interviews

UM-SSW team members conducted key informant interviews with each PM Pilot Lead six months and one year into the PM pilots. Interviews were conducted in-person or via phone and lasted approximately 45 minutes. The interviews were used to gather information about Pilot Lead experiences with the PM pilot, successes of the PM pilot, and areas that the PM pilot could be improved.

D. Surveys with Pilot Workers

At the end of the PM pilot, UM-SSW sent an online Qualtrics survey to all FOC workers who worked on the PM pilot to gain information about their experiences, their processes for the pilot, successes, and areas for improvement. Completion rates by county are presented in Figure 3 (next page). Isabella County did not provide the number of pilot workers on PM; therefore a completion

rate for Isabella County was not able to be calculated. Seven (7) workers completed the pilot worker survey for Isabella County. Cheboygan County had over 100% completion rate. The Cheboygan County Pilot Lead indicated that there were four (4) FOC staff that worked on the PM pilot. However, five (5) workers completed the pilot worker survey.

Figure 3. Pilot worker survey completion rate by county.

County	Completion Rate
Cheboygan (n=4)	125%
Kent (n=18)	83%
Monroe (n=4)	75%
Van Buren (n=2)	50%
Washtenaw (n=4)	100%
Wayne (n=14)	79%
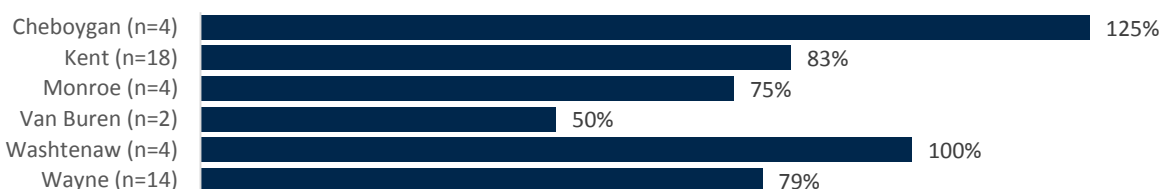
Data Analysis

A. Michigan Predictors

Phase I NCP surveys were analyzed by UM-SSW to determine the predictors of child support payment most relevant to the state of Michigan, known as the Michigan Predictors. Michigan Predictors were determined utilizing univariate, bivariate, and multivariate analyses. Univariate statistics, such as frequencies and means, were used to describe the NCP population. Bivariate statistics, such as chi-squares, t-tests, and one-ways ANOVAs, were used to determine preliminary correlations between characteristics and percent of obligation paid. Multivariate statistics, such as linear, logistics, and quantile regressions, confirmed the relationships between NCP characteristics and percent of obligation paid.

Phase II NCP surveys were analyzed using the Michigan Predictors determined from Phase I to assign a Predictor Score based on their characteristics to predict their percent of obligation paid.

B. Activities

MARGD data were analyzed using univariate and bivariate analyses. Univariate statistics, such as frequencies and means, were used to describe the types of activities that were used with PM pilot NCPs. Biviarate statistics, such as chi-squares, t-tests, and one-way ANOVAs, were used to determine the association between the types of activities used and the NCP percent of obligation paid.

C. Pilot Lead and Worker Experiences

Quantitative data were analyzed using Statistical Package for Social Sciences (SPSS) version 21. Qualitative data were analyzed manually for themes. Direct quotes are provided without alteration.

Limitations

Pilot Design

One limitation of the PM pilot was that existing FOC staff were used to implement the pilot. The innovative approach of the PM pilot required pilot staff to change the way they thought about NCPs and their typical enforcement actions. This change could have been difficult for existing FOC staff. The implementation of the PM pilot could have been improved by hiring new FOC staff members to work on the pilot. However, the hiring of new staff was not feasible for the pilot given the resources and time frame in which the pilot was implemented. Incorporation of the PM pilot into the culture of the FOC offices could have been affected by using existing FOC staff.

Even though pilot activities and categories were outlined by OCS policy (see Appendix for detail),[5] some of the activity categories were left to interpretation by each individual county depending on the resources available within that office and community. Because of this, activities that were recorded in MARGD were used differently in each county. This variation in activity could affect the overall statistical impact on payment because activity types could constitute different discreet activities within each county.

Activity Documentation and Data Analysis

The MARGD system only contained a subset of the activities that occurred as part of the PM pilot. The data analysis of the PM pilot is limited by the amount of missing data.

(1) As reported on the pilot worker post-pilot survey, approximately half of pilot workers never or rarely reported their pilot activities in the MARGD system. UM-SSW used the MARGD system to analyze the pilot. Due to this fact, UM-SSW cannot be sure that all pilot activities were recorded accurately in the MARGD system. Therefore, without the complete picture of activities, analysis cannot accurately provide an understanding of the difference that activities make on the percent of obligation paid. Some Pilot Leads reported that recording activities MARGD in addition to MiCSES was cumbersome. In addition, training staff members on how to use MARGD took time away from already full caseloads when staff already understand MiCSES.

(2) Even for the activities that were recorded in MARGD, there was still a large amount of missing data. Due to the amount of missing data on the activities that were recorded in MARGD, data analysis results do not provide an accurate picture of the types of activities that were used during the PM pilot or the effect that these activities have on the percent of obligation paid.

(3) The MARGD system did not capture the "traditional" enforcement activities that pilot workers may have been using with NCPs, such as Show Cause, Review and Modification, Income Withholding, etc. Pilot workers were expected to document these activities in MiCSES. Analysis results will not provide a complete picture of all of the enforcement activities that were used with NCPs and therefore cannot determine statistically significant impact.

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[5] Retooling Grant Policy for Pilot Friend of the Court Staff

Due to issues of validity and reliability, the analysis plan could not be followed in its entirety. The data analysis results provide a picture of the types of activities used and with whom the activities are used. The relationship between activities and percent of obligation paid is limited due to the amount of missing data.

Part 2: Pilot Results

PM NCP and Case Characteristics

A total of 877 unique PM NCPs were involved in the PM pilot; 633 NCPs during Phase I and 244 NCPs during Phase II. A county-specific summary of PM survey responses is presented in the Appendix.

Demographics of PM NCPs

Basic demographics (sex, race, and age) were obtained through the MiCSES system. The majority of PM NCPs (87.7%) were identified as male (Figure 4). However, 151 PM NCPs did not have a sex listed and one (1) PM NCP had their sex listed as unknown. These 152 PM NCPs are not reflected in Figure 25.

Figure 4. Sex of PM NCPs, source: MiCSES (n=675).

Male, 87.7%	Female, 12.3%

The majority of PM NCPs (64.2%) were identified as White in the MiCSES system (Figure 5). The 177 PM NCPs that did not have racial information listed in the MiCSES system are not reflected in Figure 26.

Figure 5. Race of PM NCPs, source: MiCSES (n=650).

Race	Percent
White	64.2%
Black	27.5%
Unknown	3.7%
Hispanic	2.2%
American Indian/Alaskan Native	2.0%
Other	0.5%
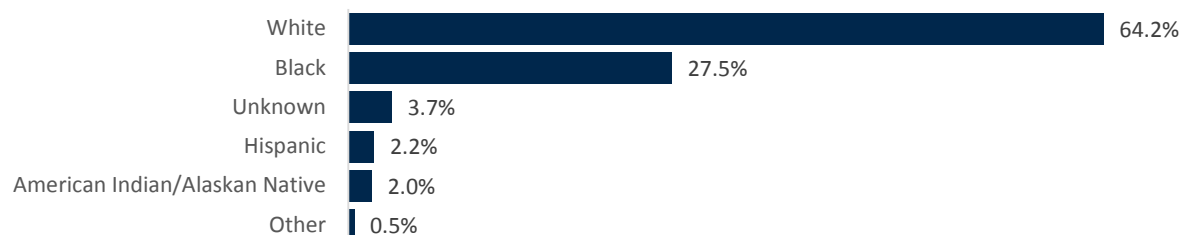
Based on the PM NCP date of birth, PM NCPs ranged in age at the end of the PM pilot (August 30, 2014) from 14 to 68 years of age, with an **average age of 39** (n=682).

Education

The majority of PM NCPs (29.9%) have some college education, followed by 18.3% of PM NCPs who have a high school diploma (Figure 6).[6] Additionally, approximately one-quarter of PM NCPs (23.4%) have an associate's degree or higher.

Figure 6. Highest education level completed by PM NCPs (n=617).
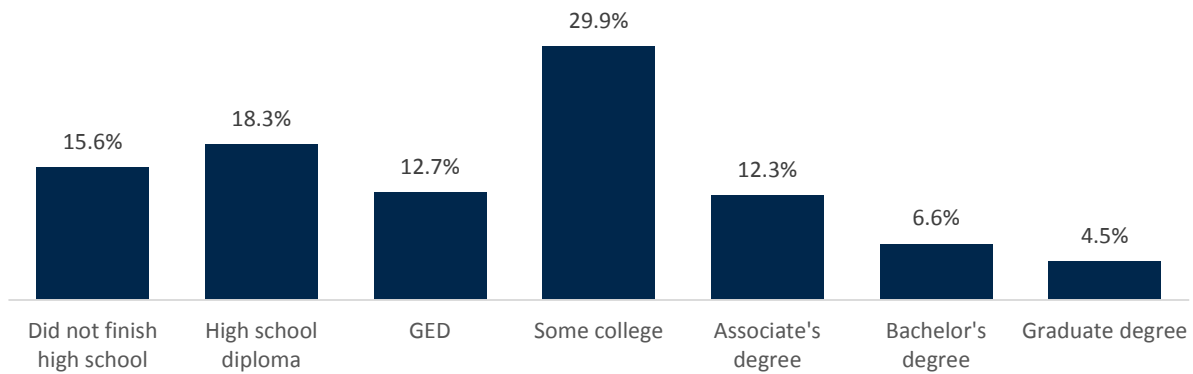
Public Assistance

Approximately three-quarters of PM NCPs (70.6%) indicated that they do not receive any type of public assistance (n=787).[7] Of the 231 PM NCPs who did receive public assistance, the majority (88.3%) received food stamps (SNAP/FAP) (Figure 7).

Figure 7. PM NCP public assistance program use (n=231).

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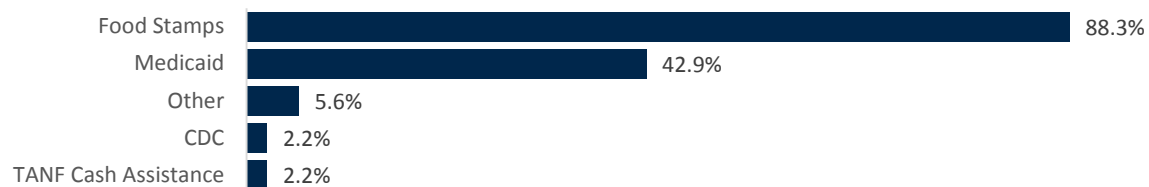
[6] 260 PM NCPs did not answer the question about education level.
[7] 90 PM NCPs did not answer the question about public assistance.

Employment and Income

Over half of PM NCPs (61.0%) indicated that they were currently employed at the time of completing the PM survey (n=872).[8] Of the 532 currently employed PM NCPs, 145 did not provide a current income. Of the 387 PM NCPs that provided an income, their monthly income ranged from $0 to $25,000, with an average of $2,298 per month and a median of $1,400 per month (SD=$2,772.95).

PM NCPs reported having between 0 and 22 jobs within the past six (6) months, with an average of one job (M=0.95, SD=1.34, n=620).[9]

Of the 309 PM NCPs who indicated not being employed at the time of survey completion, only 6.8% were receiving unemployment benefits.

SSI and Disability Benefits

Phase I: PM NCPs were asked if they received SSI or disability benefits in the same question. The majority of NCPs did not receive SSI or disability benefits (95.3%). Approximately 1% of PM NCPs (1.3%) reported that they did not know if they received SSI or disability benefits.

On the Phase II survey, PM NCPs were asked if they received SSI or disability benefits in separate questions, due to differing effects on child support obligations of SSI or disability benefits. Approximately 5% of PM NCPs received SSI and 6.6% received disability benefits (Figure 8).[10]

Figure 8. Percent of PM NCPs receiving SSI or disability benefits (n=841).

Phase I: SSI or Disability Benefits	3.4%
Phase II: SSI	5.0%
Phase II: Disability Benefits	6.6%

NCP Incarceration History

Over half of PM NCPs (58%) have been to jail and 12% of PM NCPs have been to prison (Figure 9, next page).[11] A total of 59% of PM NCPs have ever been incarcerated. Additionally, PM NCPs completing the Phase II survey were asked if they were in jail for not paying child support. Of the

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[8] Five (5) PM NCPs did not answer the question about current employment.
[9] 257 PM NCPs did not answer the question about the number of jobs within the past six (6) months.
[10] 36 PM NCPs did not answer the question about SSI or disability benefits.
[11] 26 PM NCPs did not answer the question about incarceration history.

114 Phase II PM NCPs that indicated that they had ever been to jail, 14.6% went to jail for not paying their child support obligation.

Figure 9. PM NCP incarceration history (n=851).

Jail — 58%
Prison — 12%

Living Situation

The number of addresses a PM NCP had in the past three years ranged from 0 to 22 (n=862)[12], with a mean of **2 addresses** (SD=1.58).

Relationship to CP

Over half of PM NCPs (55.9%) were at some point married to the CP of one of their children (n=623)[13] and 78.8% of PM NCPs ever lived with the CP of one of their children (n=694)[14] (Figure 10).

Figure 10. NCP relationships to CPs.

Married to CP (n=623) — 55.9%
Lived with CP — 78.8%

Case Information

PM NCPs had between one (1) and five (5) child support cases, with an average of 1.53 cases. The majority of PM NCPs (70.1%) had one child support case (Figure 11).

Figure 11. Number of cases for PM NCPs (n=859).

4 cases, 3.4%

| 1 case 70.1% | 2 cases 16.3% | 3 cases 7.1% | |

5 cases, 3.1%

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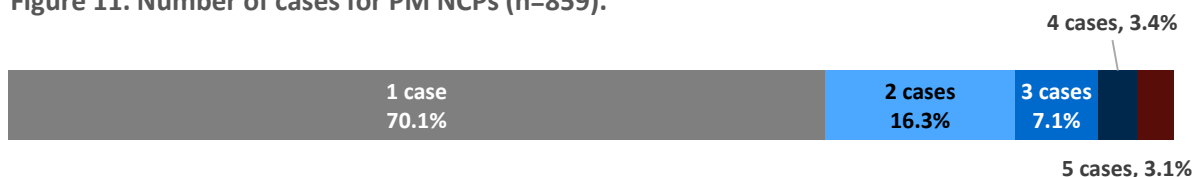
[12] 25 NCPs did not answer the question about their number of addresses in the past three years.
[13] 264 NCPs did not indicate if they were ever married to the CP of one of their children.
[14] 193 NCPs did not indicate if they ever lived with the CP of one of their children.

Behaviors, Attitudes, and Feelings

Approximately half of the U.S. adult population will experience a mental illness at some point during their lives. On average, 14.9% of adult men have experienced a mental illness within the past 12 months.[15]

The PM survey included standardized scales to screen PM NCPs for four (4) mental health issues: depression, generalized anxiety, social anxiety, and substance use disorder. These screening tools are not meant to provide a clinical assessment or diagnosis. Rather, the screening tools evaluate the possible presence of a particular problem.

The below table provides the definitions of the mental health issues screened for as well as the screening tool used (Table 3, next page). Definitions for the mental health issues are provided by the National Institute of Mental Health (NIMH)[16] and the Substance Abuse and Mental Health Services Administration (SAMHSA).[17]

Table 3. Mental health issue definitions and screening tools.

Issue	Definition	Screening Tool
Major Depression	Severe symptoms that interfere with your ability to work, sleep, study, eat, and enjoy life. An episode can occur only once in a person's lifetime, but more often, a person has several episodes (NIMH).	Patient Health Questionnaire-2 (PHQ-2)
Generalized Anxiety Disorder (GAD)	People with GAD are extremely worried about everyday concerns, even when there is little or no reason to worry about them. They are very anxious about just getting through the day. They think things will always go badly. At times, worrying keeps people with GAD from doing everyday tasks (NIMH).	Generalized Anxiety Disorder-7 (GAD-7)
Social Anxiety Disorder	The strong fear of being judged by others and of being embarrassed. This fear can be so strong that it gets in the way of going to work or school or doing other everyday things (NIMH).	Mini-Social Phobia Inventory (Mini-SPIN)
Substance Use Disorder	Occur when the recurrent use of alcohol and/or drugs causes clinically and functionally significant impairment, such as health problems, disability, and failure to meet major responsibilities at work, school, or home. According to the DSM-5, a diagnosis of substance use disorder is based on evidence of impaired control, social impairment, risky use, and pharmacological criteria (SAMHSA).	Alcohol, Smoking, and Substance Involvement Screening Test (ASSIST)

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[15] Center for Disease Control and Prevention (2013). Burden of Mental Illness. In Centers for Disease Control and Prevention. CDC 24/7: Saving Lives, Protecting People.

[16] National Institute for Mental Health: http://www.nimh.nih.gov/index.shtml

[17] Substance Abuse and Mental Health Services Administration: http://www.samhsa.gov/

A. Depression

According to the score on the PHQ-2, **22.5% of PM NCPs met the qualifications for depression** (n=803).[18] On average, 5.6% of adult men will experience major depression in their lifetime,[19] with 5.2% of adult men experiencing major depression within the past 12 months.[20]

B. Generalized Anxiety Disorder

According to the score on the GAD-7, approximately half of PM NCPs have some level of generalized anxiety disorder (48.3%), with **27.1% reporting moderate or high levels of generalized anxiety disorder** (Figure 12).[21] In the U.S. adult population, 5.7% of adults will experience generalized anxiety during their lifetime, with 3.1% of adults experiencing generalized anxiety within the past 12 months.[22]

Figure 12. Percent of PM NCPs who have generalized anxiety disorder (n=801).

None, 51.7%	Mild, 21.2%	Moderate, 12.6%	High, 14.5%

C. Social Anxiety

According to the score on the Mini-SPIN, **16.8% of PM NCPs screened positive for social anxiety** (n=815).[23] In the U.S. adult population, 12.5% of adults will experience social anxiety during their lifetime, with 8.7% of adults experiencing social anxiety within the past 12 months.[24]

D. Substance Abuse

Approximately one-third (35.7%) of PM NCPs met the criteria for substance abuse on the ASSIST (Figure 13, next page),[25] with **12.2% of PM NCPs reporting moderate or high levels of**

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[18] 74 PM NCPs did not complete the questions of the PHQ-2.
[19] Center for Disease Control and Prevention (2013). Burden of Mental Illness. In Centers for Disease Control and Prevention. CDC 24/7: Saving Lives, Protecting People.
[20] NIH. Statistics: Prevalence. In *National Institute of Mental Health: Transforming the Understanding and Treatment of Mental Illness*.
[21] 76 PM NCPs did not complete the questions of the GAD-7.
[22] NIH. Statistics: Prevalence. In *National Institute of Mental Health: Transforming the Understanding and Treatment of Mental Illness*.
[23] 62 PM NCPs did not complete the questions of the Mini-SPIN
[24] NIH. Statistics: Prevalence. In *National Institute of Mental Health: Transforming the Understanding and Treatment of Mental Illness*.
[25] 79 PM NCPs did not complete the questions of the ASSIST.

substance abuse. Approximately 7% of the U.S. adult population has experienced alcohol dependence or abuse within the past 12 months and 2.8% have experienced illicit drug dependence or abuse within the past 12 months.[26]

Figure 13. Percent of PM NCPs meeting the criteria for substance abuse (n=798).

High, 2.0%

None, 64.3%	Low, 23.6%	Moderate, 10.2%

E. Co-Occurring Mental Health Concerns

Oftentimes, individuals experience more than one mental health issue. Co-occurring mental health concerns for PM NCPs were determined by summing the number of issues that an NCP had as a result of the screenings for depression, generalized anxiety, social anxiety, and substance abuse. The majority of PM NCPs had no mental health concerns (60.2%). PM NCPs had an average of one (1) mental health concern (Figure 14).[27]

Figure 14. Number of mental health concerns for PM NCPs (n=723).

4 concerns, 2.5%

No concerns, 60.2%	1 concern, 16.9%	2 concerns, 11.6%	3 concerns, 8.9%

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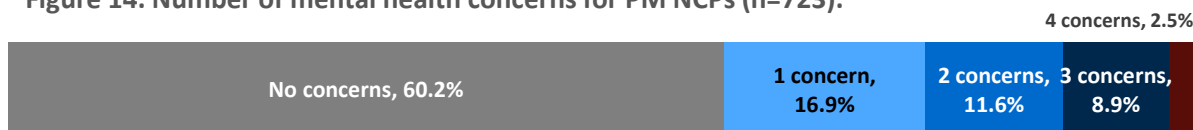
[26] SAMHSA. (2013). *Behavioral Health Barometer: United States, 2013*. In SAMHSA: Substance Abuse and Mental Health Services Administration.

[27] 154 PM NCPs did not complete at least one of the mental health or substance abuse screening tools.

Payment of Obligation

Phase I: Percent of obligation paid was calculated based on the total obligations and total receipts for a PM NCP across all cases between December 1, 2009 and March 1, 2013. The mean percent of obligation paid for the PM NCPs that completed the Phase I survey (n=633) was 66.8%, compared to the mean of the total population for the state of Michigan at 78.4%. Almost half of the PM NCPs in Phase I (45.8%) paid 80% or more of their total obligation (Figure 15).

Figure 15. PM NCP percent of obligation paid categories (n=633).

	0% - 29.9% Paid	30% - 49.9% Paid	50% - 79.9% Paid	80% or More Paid
PM NCPs	24.5%	12.6%	17.1%	45.8%
Total Population	19.9%	8.3%	13.9%	57.9%
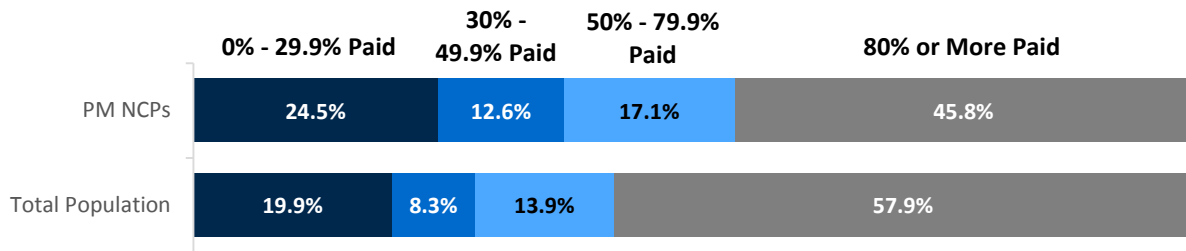
Phase II: Because Phase II surveys were completed with NCPs <u>new</u> to the child support system, a retrospective percent of obligation paid was not able to be calculated.

Part 2: Pilot Results
Michigan Predictors

Based on the results from the Phase I surveys with NCPs (n=633) and payment history, the "Michigan Predictors" were determined. The Michigan Predictors are the set of NCP and case characteristics that significantly affect payment, either negatively or positively. The Michigan Predictors are presented in Table 4 (see Appendix C for a list of questions from the Phase I survey that did not have a statistically significant impact on payment of obligation and are not considered Michigan Predictors).

Table 4. Michigan Predictors.

Increases Likelihood to Meet Obligation	Decreases Likelihood to Meet Obligation
Have a college degree*	**NCP ever been to jail or prison***
Currently employed*	Higher number of issues: depression, social anxiety, generalized anxiety, substance abuse*
Ever married to or lived with CP*	**On public assistance**
On unemployment benefits	**Higher # of addresses**
On SSI or disability	**Higher # of jobs**
Higher monthly income	**Higher # of child support cases**

*Indicates a strong predictor
Bold indicates national predictor

Predictors unique to the state of Michigan include the NCP being on SSI or disability and the number of mental health concerns that the NCP screened positive for. For the purposes of the PM pilot, the following national predictors associated with NCPs were not measured: gender, race, age, distance between NCP and CP, number of overnights on the Parenting Time order, number of children on the case, obligation amount, amount of arrears, or custody arrangements. Additionally, CP or child(ren) characteristics were not analyzed for the Michigan Predictors.

First, bivariate statistics were generated to determine which individual characteristics had an association with percent of obligation paid. Once these characteristics were identified, linear, logistic, and quantile regressions were used to develop and confirm the Michigan Predictors.

The linear regression was used to identify predictors of average percent of obligation paid. In this model, $R^2 = 0.30$, indicating that 30% of the variation in percent of obligation paid was explained by the model (see Appendix B for linear regression model results). Second, multiple category logistic regression was used to identify predictors of percent of obligation paid in the following categories: under 30%, 30%-50%, 50%-80%, and over 80% (see Appendix B for logistic regression model results).

The list of Michigan Predictors is based on the results from the bivariate analyses showing whether or not a specific characteristic is associated with percent of obligation paid. The strong predictors are those characteristics that were determined to be significant (p-value<0.05) based on the regression results.

Predictor Score Distribution

Based on the Michigan Predictors, <u>Phase I</u> NCPs were given a Predictor score which was correlated to their individual characteristics. Four (4) predictor scores were created based on whether the NCP was likely to pay 0-30% of their obligation (1), 31-50% of their obligation (2), 51-80% of their obligation (3), or 81% or more of their obligation (4). Predictor scores for Phase I NCPs are presented in Figure 16.

Figure 16. Phase I PM NCP predictor scores (n=633).

Predictor Score: 1 27.5%	Predictor Score: 2 23.5%	Predictor Score: 3 21.3%	Predictor Score: 4 27.6%

As <u>Phase II</u> NCPs completed the survey (n=244), they were given predictor scores on a monthly basis with the goal of predicting whether they were likely to pay based on their characteristics. The Predictor Score was intended to help workers anticipate which category of percent of obligation paid the NCP will fall in to with the hope of targeting specific enforcement activities based on those characteristics. Predictor scores for Phase II NCPs are presented in Figure 17.

Figure 17. Phase II PM NCP predictor scores (n=244).

Predictor Score: 1 16.4%	Predictor Score: 2 25.8%	Predictor Score: 3 34.8%	Predictor Score: 4 23.0%

Part 2: Pilot Results

Pilot Activities

A total of 2,797 activities were recorded in MARGD for work related to the PM pilot. Individual PM NCPs could have multiple activities. Cheboygan County reported the most activities (n=798), followed closely by Kent County (n=794) (Figure 18).

Figure 18. Number of activities recorded in MARGD by county (n=2,797).

County	Activities
Cheboygan	798
Isabella	160
Kent	794
Monroe	80
Van Buren	142
Washtenaw	301
Wayne	522
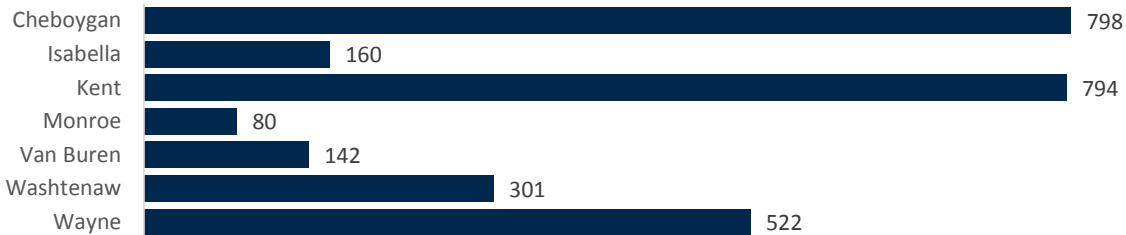
The MARGD system was developed specifically for use in the Re-Tooling pilots. However, only 32.6% of pilot workers regularly used MARGD ("most of the time" or "always") to track their work for the PM pilot. A little less than half of pilot workers (44.2%) used the MARGD system rarely or never (Figure 19). The fact that pilot workers were not regularly tracking their work in the MARGD system limits the findings of the PM pilot.

Figure 19. How often did you track your work for the PM pilot in the MARGD system? (n=43)

Never, 30.2%	Rarely, 14.0%	Sometimes, 23.3%	Most of the Time, 16.3%	Always, 16.3%

Figure 20 shows the difference in the frequency of recording activities in MARGD by the PM pilot counties.[28]

Figure 20. How often did you track your work for the PM pilot in the MARGD system? By county (n=43).

Legend: ■ Never ■ Rarely ■ Sometimes ■ Most of the Time ■ Always

County	Distribution
Cheboygan (n=5)	Never 80%, Always 20%
Isabella (n=7)	Never 29%, Rarely 29%, Sometimes 43%
Kent (n=14)	Never 50%, Sometimes 29%, Most of the Time 14%, Always 7%
Monroe (n=3)	Rarely 67%, Most of the Time 33%
Van Buren (n=1)	Most of the Time 100%
Washtenaw (n=4)	Rarely 25%, Most of the Time 25%, Always 50%
Wayne (n=9)	Rarely 11%, Sometimes 33%, Most of the Time 22%, Always 33%

Activity Types

PM NCPs received between one (1) and 28 activities (n=811), with an average of 3.45 activities.

The most commonly used activity type was supportive contact (28.1%), followed by an initial contact (27.3%), and a follow-up (26.6%) (Figure 21). Very few NCPs received a counseling/mediation activity (0.5%) or a subsequent contact (0.1%).

Figure 21. Activity types used as recorded in MARGD (n=2,797).

Activity Type	Percentage
Supportive Contact	28.1%
Initial Contact	27.3%
Follow-Up	26.6%
Other	17.4%
Counseling/Mediation	0.5%
Subsequent Contact	0.1%

[28] Cheboygan County had the most activities recorded in MARGD, yet 80% of the pilot workers never tracked their activity in MARGD.

As detailed in Figure 22:

- Cheboygan County: most common activity used was a supportive contact (41.7%), followed by a follow-up (38.1%).
- Isabella County: most commonly used activity was initial contact (55.6%).
- Kent County: most common activity was a follow-up (41.4%), followed by a supportive contact (22.8%) and an "other" type of contact (22.0%).
- Monroe County: most common activity was an "other" type of activity (43.8%), followed by a supportive contact (25.0%).
- Van Burn County: most common activity was an initial contact (52.1%).
- Washtenaw County: most common activity was an initial contact (43.8%), followed by a supportive contact (42.2%).
- Wayne County: most common activity was an initial contact (49.4%).

Subsequent contacts (n=3) were only used in Wayne County; counseling/mediation activities (n=11) were only used in Cheboygan, Isabella, and Kent Counties.

Figure 22. Activity types by county (n=2,797).
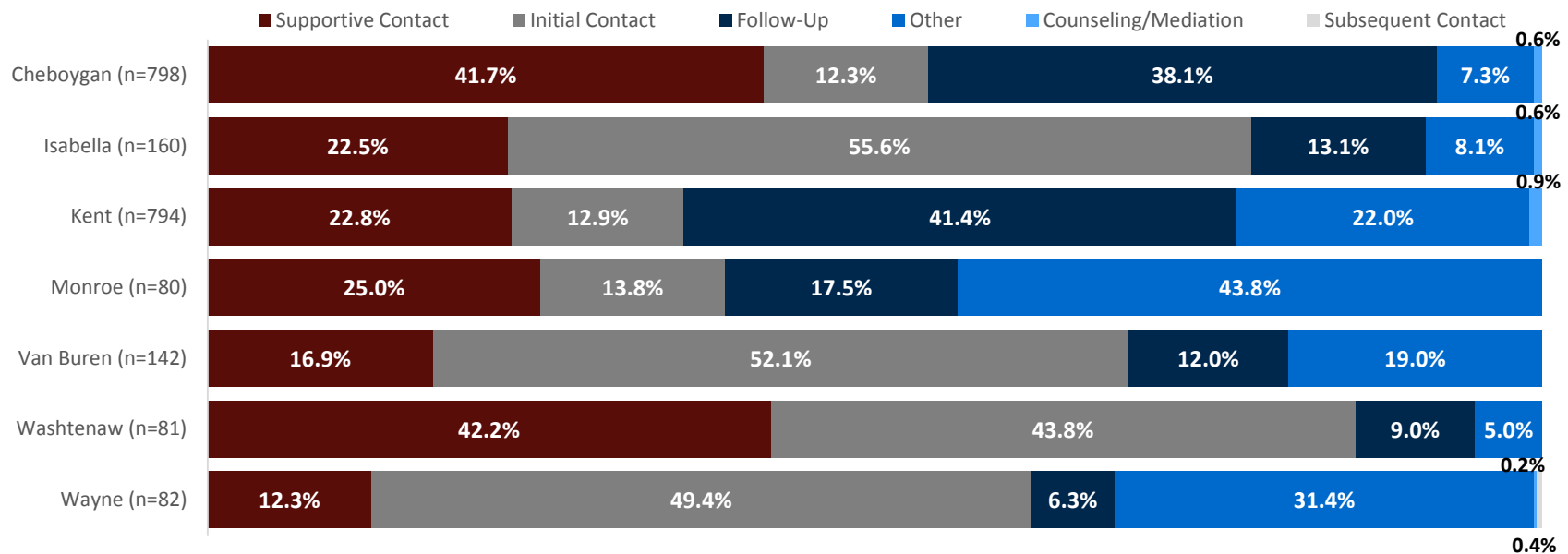
Of the 811 PM NCPs with activities recorded in MARGD, 87.3% received an initial contact, followed by 45.0% who received a supportive contact (Figure 23).

Figure 23. Percent of PM NCPs who received each activity type (n=811).

Activity Type	Percent
Initial Contact	87.3%
Supportive Contact	45.0%
Follow-Up	29.6%
Other Contact	28.9%
Counseling/Mediation	1.5%
Subsequent Contact	0.3%
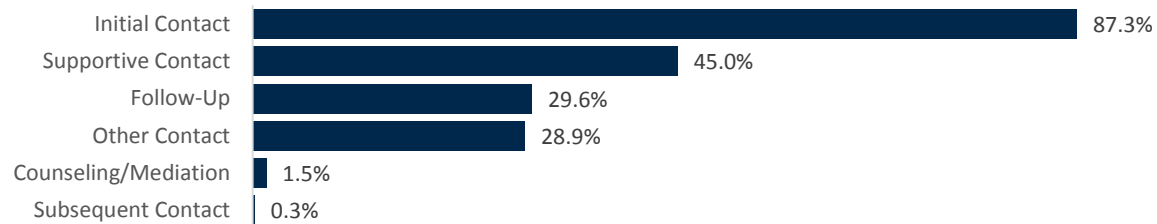
For NCPs that received each activity type, the mean number of activity types per NCP was calculated. NCPs received on average 3.10 follow-up contacts, 2.15 supportive contacts, and 2.08 "other" contacts (Figure 24).

Figure 24. Average number of activity types per NCP.

Activity Type	Average
Follow-Up (n=240)	3.10
Supportive (n=365)	2.15
Other (n=234)	2.08
Counseling/Mediation (n=12)	1.17
Initial (n=708)	1.08
Subsequent (n=2)	1.00
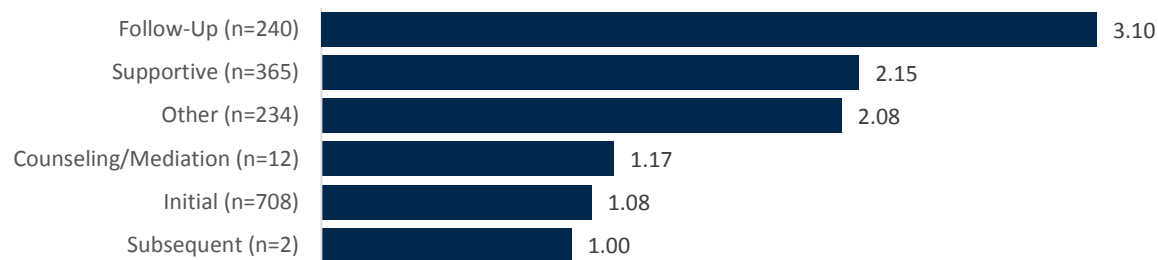
The Predictor Score of the NCP did not have any statistically significant impact on the type of activity used. Approximately one-quarter of the activities were used with NCPs in each of the four Predictor Scores (Figure 25).

Figure 25. Use of each activity type by predictor score of NCP.

	Predictor Score: 1	Predictor Score: 2	Predictor Score: 3	Predictor Score: 4
Initial Contact (n=542)	24.2%	23.6%	25.1%	27.1%
Supportive Contact (n=338)	25.2%	25.2%	24.3%	25.4%
Follow-Up (n=223)	22.4%	28.3%	24.7%	24.7%
Other (n=222)	23.0%	26.1%	27.5%	23.4%
Counseling/Mediation (n=12)	33.3%	33.3%	16.7%	16.7%
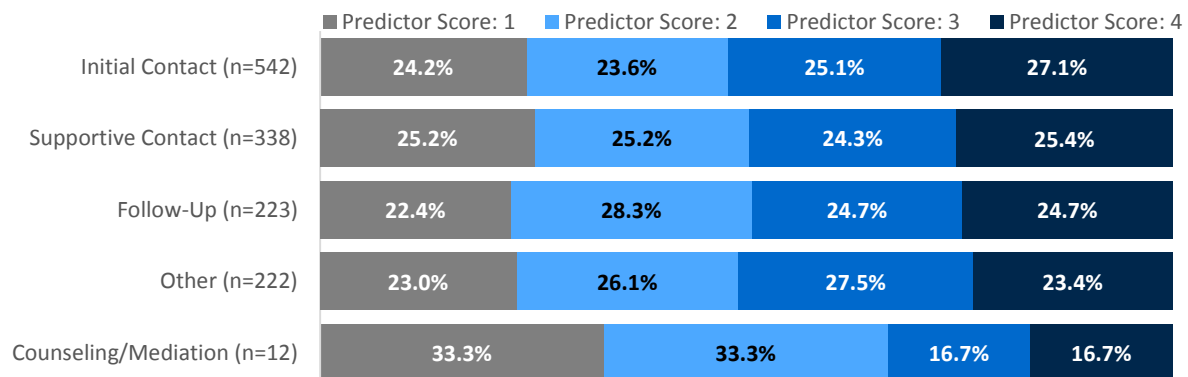
Method of Contact

Of the 2,797 activities recorded in MARGD, 1,896 activities (67.8%) had a method of contact reported. The most common method of contact was mailing the NCP (48.4%), followed by meeting with the NCP (22.9%) (Figure 26).

Figure 26. Method of contact as recorded in MARGD (n=1,896).
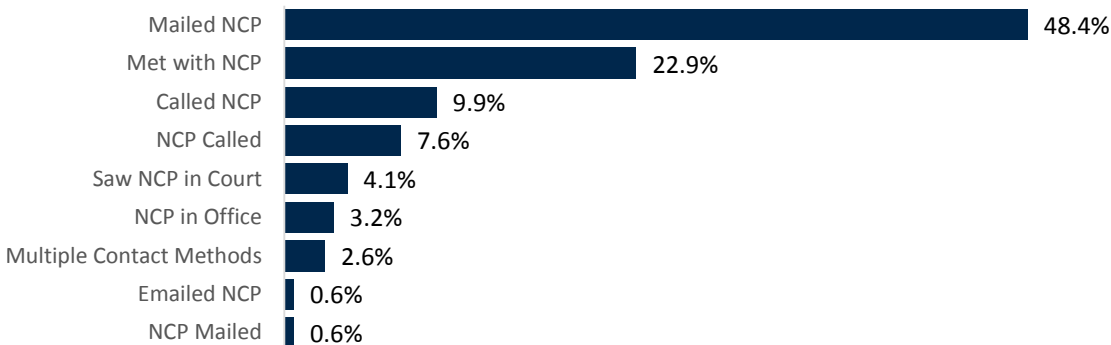
Initial contacts were most commonly conducted through meeting with the NCP (56.3%), followed by mailing the NCP (28.0%). The most common method for supportive contacts was mailing the NCP (78.7%). Follow-ups were most commonly conducted through mailing the NCP (37.7%), followed by the NCP calling (20.2%), and calling the NCP (18.2%). "Other" types of contact were most commonly conducted through the NCP calling (28.1%), followed by mailing the NCP (25.0%). The most common method for counseling/mediation contacts were mailing the NCP (28.6%). All subsequent contacts (100%) were conducted through the NCP calling (Figure 27).

With the exception of Monroe County, mailing the NCP was the most commonly used method of contact in all of the pilot counties. Monroe County most commonly used meeting with the NCP (38.8%). Kent County used the most variety in their methods of contact with NCPs (Figure 28). The contact methods employed at least once by each county are presented in Table 5 (next page).

Table 5. Contact methods used by each county.

	Cheboygan	Isabella	Kent	Monroe	Van Buren	Washtenaw	Wayne
Called NCP	1%	12%	22%	12%	2%	11%	14%
NCP Called	7%	10%	15%	20%	7%	2%	1%
Saw in Court	4%	5%	1%	6%	32%		
Met with NCP	16%	47%	3%	39%	14%	33%	45%
NCP in Office	6%	7%	2%	18%	2%	1%	
Mailed NCP	64%	24%	44%	4%	43%	53%	40%
NCP Mailed	1%	2%	1%				
Emailed NCP			5%				
NCP Emailed	0.2%		4%				
Multiple Methods	1%		11%				
Number of Pilot Workers	4		18	4	2	4	14
Number of PM NCPs	125	76	161	147	90	128	146
Number of activities with a method of contact	625	137	388	49	124	256	317

Figure 27. Method of contact by activity type (n=1,896).

Initial Contact (n=701)

Called NCP	5%
Emailed NCP	0%
Mailed NCP	28%
Met with NCP	56%
Multiple Methods	3%
NCP Called	1%
NCP Emailed	0%
NCP in Office	1%
NCP Mailed	0%
Saw in Court	7%

Supportive Contact (n=682)

Called NCP	10%
Emailed NCP	0%
Mailed NCP	79%
Met with NCP	3%
Multiple Methods	2%
NCP Called	4%
NCP Emailed	0%
NCP in Office	1%
NCP Mailed	0%
Saw in Court	1%

Follow-Up (n=440)

Called NCP	18%
Emailed NCP	0%
Mailed NCP	38%
Met with NCP	3%
Multiple Methods	3%
NCP Called	20%
NCP Emailed	14%
NCP in Office	9%
NCP Mailed	2%
Saw in Court	5%

Other Contact (n=64)

Called NCP	8%
Emailed NCP	0%
Mailed NCP	25%
Met with NCP	14%
Multiple Methods	3%
NCP Called	28%
NCP Emailed	3%
NCP in Office	11%
NCP Mailed	0%
Saw in Court	8%

Counseling/Mediation (n=7)

Called NCP	0%
Emailed NCP	0%
Mailed NCP	29%
Met with NCP	14%
Multiple Methods	14%
NCP Called	14%
NCP Emailed	0%
NCP in Office	14%
NCP Mailed	14%
Saw in Court	0%

Subsequent Contact (n=2)

Called NCP	0%
Emailed NCP	0%
Mailed NCP	0%
Met with NCP	0%
Multiple Methods	0%
NCP Called	100%
NCP Emailed	0%
NCP in Office	0%
NCP Mailed	0%
Saw in Court	0%

Figure 28. Method of contact by county (n=1,896).

Cheboygan (n=625)

Method	Percentage
Mailed NCP	63.7%
Met with NCP	15.5%
NCP Called	7.0%
NCP in Office	6.2%
Saw in Court	4.2%
Multiple Methods	1.4%
NCP Mailed	1.0%
Called NCP	0.8%
NCP Emailed	0.2%

Isabella (n=137)

Method	Percentage
Met with NCP	46.7%
Mailed NCP	24.1%
Called NCP	11.7%
NCP Called	10.2%
NCP in Office	7.3%
Saw in Court	5.1%
NCP Mailed	1.5%

Kent (n=388)

Method	Percentage
Mailed NCP	43.6%
Called NCP	21.9%
NCP Called	15.2%
Multiple Methods	10.6%
Emailed NCP	5.0%
NCP Emailed	3.8%
Met with NCP	2.6%
NCP in Office	1.8%
NCP Mailed	1.0%
Saw in Court	0.5%

Monroe (n=49)

Method	Percentage
Met with NCP	38.8%
NCP Called	20.4%
NCP in Office	18.4%
Called NCP	12.2%
Saw in Court	6.1%
Mailed NCP	4.1%

Van Buren (n=124)

Method	Percentage
Mailed NCP	42.7%
Saw in Court	32.3%
Met with NCP	13.7%
NCP Called	7.3%
Called NCP	2.4%
NCP in Office	1.6%

Washtenaw (n=256)

Method	Percentage
Mailed NCP	52.7%
Met with NCP	32.8%
Called NCP	11.3%
NCP Called	2.0%
NCP in Office	1.2%

Wayne (n=317)

Method	Percentage
Met with NCP	45.1%
Mailed NCP	40.1%
Called NCP	13.9%
NCP Called	1.0%

Of the 811 NCPs with activities recorded in MARGD, 59.1% were contacted through the FOC office mailing them, followed by 51.4% of NCPs who met with a pilot worker in person (Figure 29).

Figure 29. Percent of PM NCPs who received each contact method (n=811).

Contact Method	Percent
Mailed NCP	59.1%
Met with NCP	51.4%
Called NCP	15.2%
NCP Called	10.5%
Saw in Court	8.5%
NCP in Office	5.3%
Emailed NCP	4.8%
NCP Mailed	1.0%
NCP Emailed	0.7%
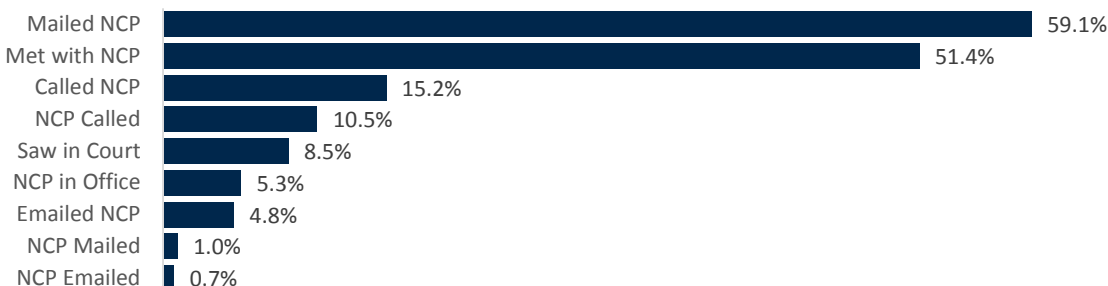
For NCPs that received each contact method, the mean number of times that each NCP received that contact method was contacted. On average, NCPs who were mailed were mailed 2.02 times and NCPs who were emailed were emailed 2.00 times (Figure 30).

Figure 30. Average number of times PM NCPs received each contact method.

Contact Method	Average
Mailed NCP (n=479)	2.02
NCP Emailed (n=6)	2.00
NCP Called (n=85)	1.69
Called NCP (n=123)	1.53
NCP Mailed (n=8)	1.50
NCP in Office (n=43)	1.44
Emailed NCP (n=39)	1.26
Saw in Court (n=69)	1.13
Met with NCP (n=417)	1.04
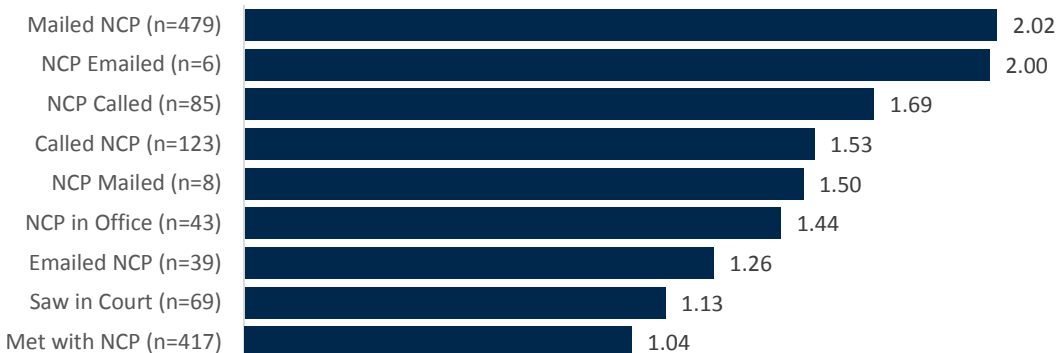
Responsiveness

In MARGD, pilot workers were asked to record their impression of whether the NCP was responsive, not responsive, or irritated by the activity that was performed. Of the 2,797 activities recorded in MARGD, 1,015 of the activities (36.3%) indicated the response of the NCP. NCPs were responsive to 78.3% of activities, followed by not responsive to 18.4% of activities, and irritated as a result of 3.3% of activities (Figure 31).

Figure 31. Overall responsiveness of PM NCP as recorded in MARGD (n=1,015).

Category	Percentage
"Responsive"	78.3%
"Not Responsive"	18.4%
"Irritated"	3.3%

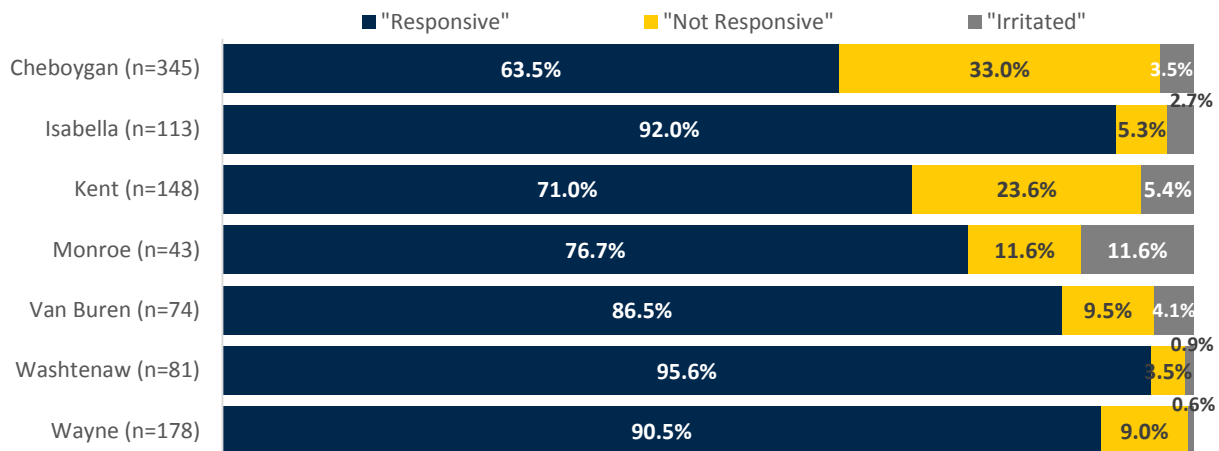NCPs were responsive most often in Washtenaw County (95.6%), followed by Isabella County (92.0%), and Wayne County (90.5%). The highest percentage of NCPs who were not responsive was in Cheboygan County at 33.0%. The highest percentage of NCPs who were irritated was in Monroe County at 11.6% (Figure 32).

Figure 32. Responsiveness of PM NCP by county (n=1,015).

County	"Responsive"	"Not Responsive"	"Irritated"
Cheboygan (n=345)	63.5%	33.0%	3.5%
Isabella (n=113)	92.0%	5.3%	2.7%
Kent (n=148)	71.0%	23.6%	5.4%
Monroe (n=43)	76.7%	11.6%	11.6%
Van Buren (n=74)	86.5%	9.5%	4.1%
Washtenaw (n=81)	95.6%	3.5%	0.9%
Wayne (n=178)	90.5%	9.0%	0.6%

NCPs were the most responsive to initial contacts (93.7%), followed by supportive contacts (74.5%). The highest percentage of NCPs who were not responsive was for follow-up contacts (40.2%). The highest percentage of NCPs who were irritated was for "other" contacts (14.6%) (Figure 33, next page).

Figure 33. Responsiveness of PM NCP by activity type (n=1,015).

	"Responsive"	"Not Responsive"	"Irritated"
Initial Contact (n=526)	93.7%	4.2%	2.1%
Supportive Contact (n=149)	74.5%	18.2%	2.8%
Counseling/Mediation (n=3)	66.7%	33.3%	
Other (n=41)	58.5%	26.8%	14.6%
Follow-Up (n=296)	55.7%	40.2%	4.1%
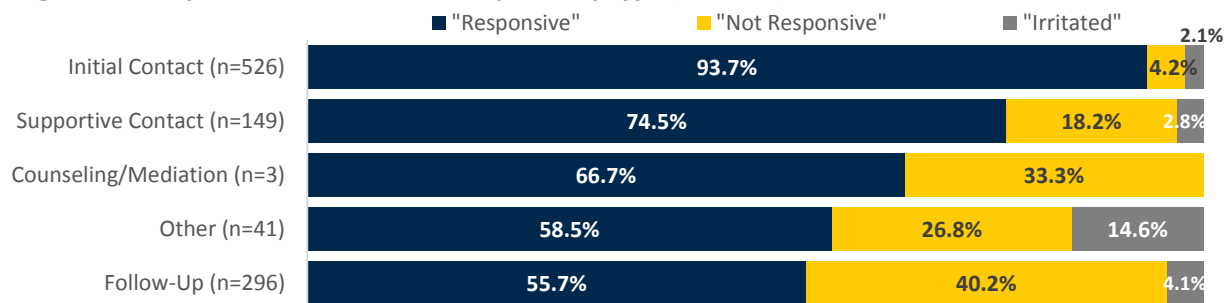
NCPs were always responsive when the NCP mailed (100%). NCPs were most responsive when the NCPs was in the office (95.7%), followed by when the pilot worker met with the NCP (93.2%). The highest percentage of NCPs who were not responsive was when multiple contact methods were used (58.8%). The highest percentage of NCPs who were irritated was when the NCP emailed (25.0%) (Figure 34).

Figure 34. Responsiveness of PM NCP by contact method (n=943).

	"Responsive"	"Not Responsive"	"Irritated"
NCP Mailed (n=8)	100.0%		
NCP in Office (n=47)	95.7%	2.1%	2.1%
Met with NCP (n=409)	93.2%	5.4%	1.5%
NCP Called (n=90)	87.8%	5.6%	6.7%
Called NCP (n=91)	82.4%	9.9%	7.7%
Saw NCP in Court (n=67)	76.1%	10.4%	13.4%
NCP Emailed (n=8)	62.5%	12.5%	25.0%
Mailed NCP (n=206)	53.4%	46.1%	0.5%
Multiple Methods (n=17)	41.1%	58.8%	
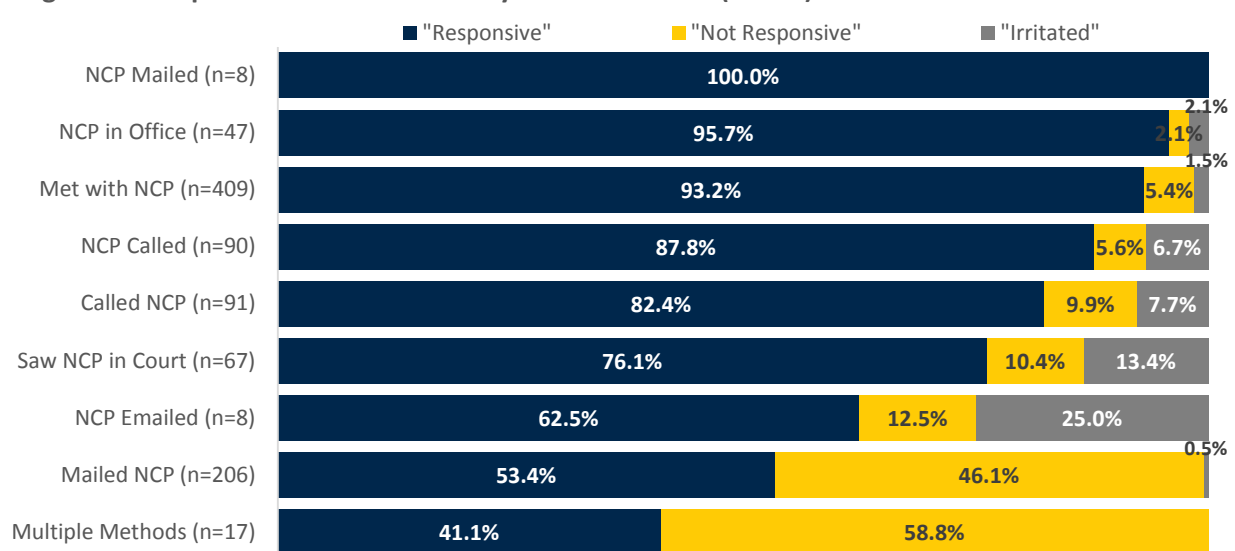
For more detail on the responsiveness to specific contact methods used for Follow-Ups, Supportive Contacts, and "Other" Contacts, refer to Appendix D.

Of the 811 NCPs with activities reported in MARGD, 67.5% were responsive to at least one contact, 12.0% were not responsive to at least one contact, and 3.8% were irritated as a result of at least one contact (Figure 35, next page).[29]

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[29] Only 36% of activities had a PM response indicated.

Figure 35. Percent of PM NCPs reported as each response type (n=811).

"Responsive"	67.5%
"Not Responsive"	12.0%
"Irritated"	3.8%

For NCPs that had each response type, the average number of times they had that response type was calculated. NCPs who were not responsive were not responsive to an average of 1.93 activities. NCPs who were responsive were responsive to an average of 1.45 activities. NCPs who were irritated were irritated to an average of 1.07 activities (Figure 36).

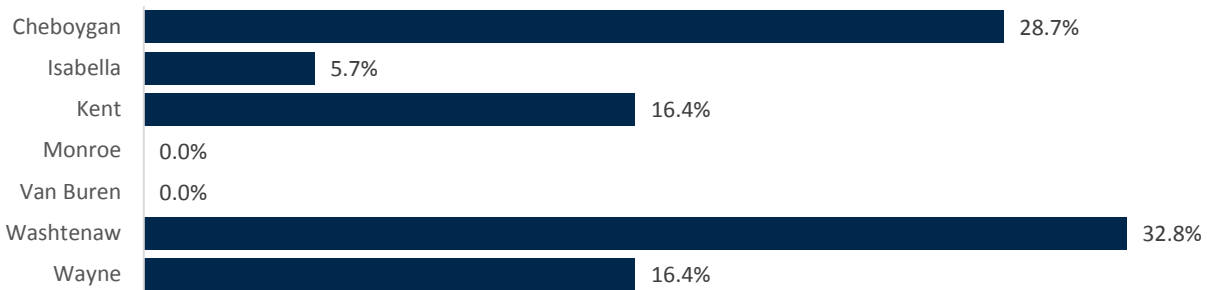**Figure 36. Average number of activities for each response type.**

"Not Responsive"	1.93
"Responsive"	1.45
"Irritated"	1.07

Contacts About Payments

PM pilot workers conducted 122 "payment reminder" activities and 217 "payment thanks" activities.
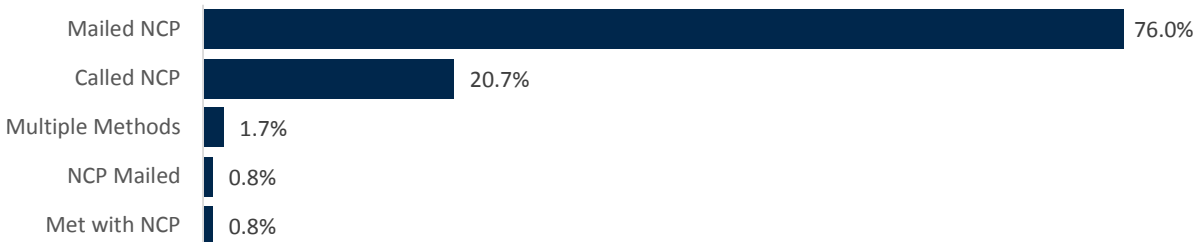
Payment reminders were used most often in Washtenaw County (32.8%), followed by Cheboygan County (28.7%). Monroe and Van Buren Counties did not use payment reminders (Figure 37).

Figure 37. Payment reminders by county (n=122).

County	Percentage
Cheboygan	28.7%
Isabella	5.7%
Kent	16.4%
Monroe	0.0%
Van Buren	0.0%
Washtenaw	32.8%
Wayne	16.4%

Payment reminders were most often conducted through mailing the NCP (76.0%), followed by calling the NCP (20.7%). Payment reminders were not conducted through the NCP emailing, the NCP calling, the NCP being in the office, emailing the NCP, or seeing the NCP in court (Figure 38).

Figure 38. Contact methods for payment reminders (n=121).

Method	Percentage
Mailed NCP	76.0%
Called NCP	20.7%
Multiple Methods	1.7%
NCP Mailed	0.8%
Met with NCP	0.8%

Approximately half of NCPs (48.9%) were both responsive and not responsive to the payment reminders. Only 2.2% of NCPs were irritated by payment reminders (Figure 39).

Figure 39. Responsiveness of PM NCPs to payment reminder (n=45).

	Percentage
Responsive	48.9%
Not Responsive	48.9%
Irritated	2.2%

Payment thanks were used most often in Cheboygan County (35.9%), followed by Kent County (30.4%), and Washtenaw County (27.2%). Van Buren County did not use payment thanks (Figure 40, next page).

Figure 40. Payment thanks by county (n=217).

County	Percent
Cheboygan	35.9%
Isabella	1.8%
Kent	30.4%
Monroe	0.5%
Van Buren	0.0%
Washtenaw	27.2%
Wayne	4.2%

Payment thanks were most often conducted through mailing the NCP (91.0%). Payment thanks were not conducted through the NCP emailing, the NCP calling, the NCP mailing, the NCP being in the office, emailing the NCP, or seeing the NCP in court (Figure 41).

Figure 41. Contact methods for payment thanks (n=210).

Method	Percent
Mailed NCP	91.0%
Called NCP	4.3%
Multiple Methods	3.8%
Met with NCP	0.5%
NCP Called	0.5%

Most NCPs were responsive to the payment thanks (93.8%). No NCPs were irritated by the payment thanks (Figure 42).

Figure 42. Responsiveness of PM NCP to payment thanks (n=48).

Response	Percent
Responsive	93.8%
Not Responsive	6.3%
Irritated	0.0%

Of the 811 NCPs with activities recorded in MARGD, 18.5% received a payment thanks and 13.1% received a payment reminder (Figure 43).

Figure 43. Percent of PM NCPs who had a payment reminder or payment thanks (n=811).

Type	Percent
Payment Thanks	18.5%
Payment Reminder	13.1%

For NCPs that received a payment thanks, they received on average 1.45 payment thanks. For NCPs that received a payment reminder, they received an average of 1.15 payment reminders (Figure 44).

Figure 44. Average number of payment reminders and payment thanks received by PM NCPs.

Payment Thanks (n=150)	1.45
Payment Reminder (n=106)	1.15

Referrals

PM pilot workers provided 110 job skills referrals and 79 educational referrals. All job skills referrals and education referrals were conducted in Cheboygan County.
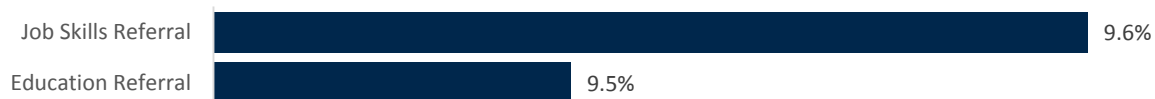
Job skills referrals (98.1%) and education referrals (98.7%) were most often conducted through mailing the NCP. One job skill referral conducted through meeting with the NCP and one job skill referral conducted through multiple contact methods. Additionally, one education referral was conducted through multiple contact methods (Figure 45).

Figure 45. Contact methods for job skills and education referrals.

Mailed NCP — 98.1% / 98.7%
Met with NCP — 0.9% / 0.0%
Multiple Methods — 0.9% / 1.3%

Job Skills Referral (n=108)
Education Referral (n=77)

Of the 811 NCPs with activities recorded in MARGD, 9.6% received a job skills referral and 9.5% received an education referral (Figure 46).

Figure 46. Percent of PM NCPs who received a referrals (n=811).

Job Skills Referral — 9.6%
Education Referral — 9.5%

Of the NCPs who received job skills referrals, they received an average of 1.41 job skills referrals. Of the NCPs who received education referrals, they received an average of 1.03 education referrals (Figure 47).

Figure 47. Average number of times a PM NCP received a referral.

Job Skills Referral (n=78) — 1.41
Education Referral (n=77) — 1.03

Part 2: Pilot Results

Impact on Payment of Obligation

Percent of Obligation Paid

Obligations and payments were reported in the MARGD system at the monthly level from April 2013 (one month prior to the beginning of the PM pilot) to August 2014. The total percent of obligation paid was calculated by summing the amount paid by the NCP each month and dividing it by the sum of the monthly obligation amount. MARGD recorded payment information for 711 NCPs in the PM pilot (81.1%).

The percent of obligation paid ranged from 0% to 100%. Any amount paid over 100% of the obligation was payment towards arrears. The average percent of obligation paid for PM NCPs was 68.5% (Table 6).

Table 6. Total obligation, payments, and percent of obligation paid of NCPs in the PM pilot from April 2013 to August 2014 (n=711).

	Minimum	Maximum	Mean	Standard Deviation
Total Obligation	$0	$126,438	$4,217	$6,589
Total Payments	$0	$126,501	$3,411	$6,526
Percent of Obligation Paid	0%	100%	68.5%*	38.5%*
Payment Towards Arrears (over 100% of obligation) (n=276)	$0	188.8%	59.9%	19.7%

*Based on a range of 0-100% percent of obligation paid.

Approximately half of NCPs (51.5%) paid 80% or more of their obligation and 26.7% of NCPs paid less than 30% of their obligation (Figure 48).

Figure 48. Percent of obligation paid category (n=711).

0-29.9% Paid	30-49.9% Paid	50-79.9% Paid	80%+ Paid
26.7%	8.7%		51.5%
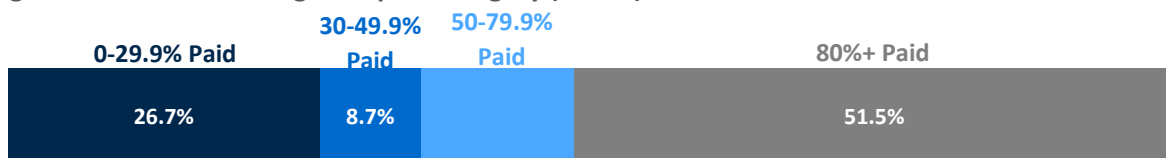
The county with the highest average percent of obligation paid was Isabella County at 91.0%. The county with the lowest average percent of obligation paid was Wayne County at 49.5%. The difference in the average percent of obligation paid in each county was statistically significant, with a p-value<0.05 (Figure 49, next page).

Figure 49. Percent of obligation paid up to 100% by county, p-value<0.05 (n=745).
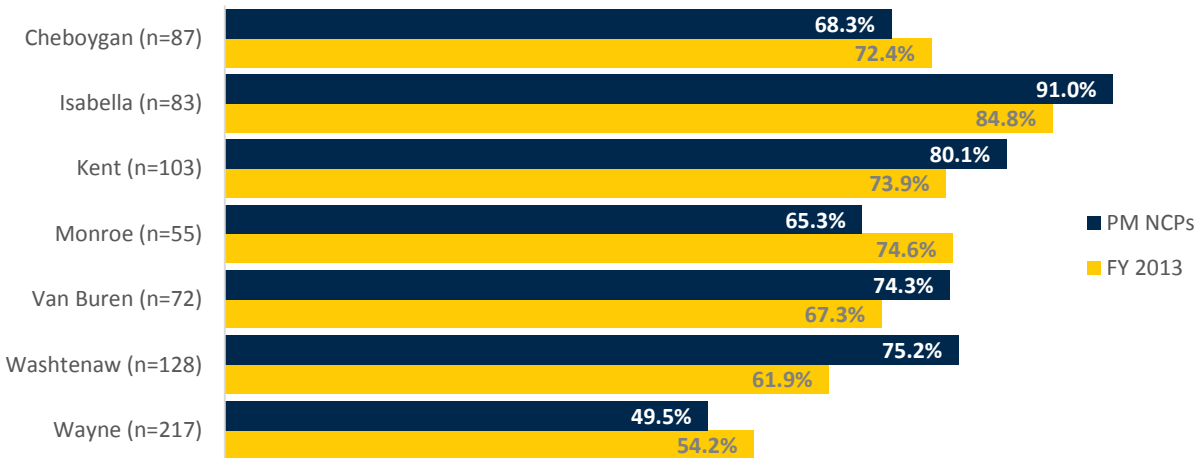
NCPs in urban counties (Kent, Monroe, Washtenaw, and Wayne) paid an average of 64.1% of their obligation, compared to an average of 77.9% of obligation paid in rural counties (Cheboygan, Isabella, and Van Buren). The difference in the average percent of obligation paid between urban and rural counties was statistically significant, with a p-value<0.05 (Figure 50).

Figure 50. Percent of obligation paid up to 100% by urban and rural counties, p-value<0.05 (n=745).

Overall, percent of obligation paid increased from 60.6% in April 2013 to 82.0% in August 2014. However, the percent of obligation paid peaked in July 2013 with 100% of obligations paid and 5.2% paid towards arrears (Figure 51).

Figure 51. Change in percent of obligation paid over time (n=711).
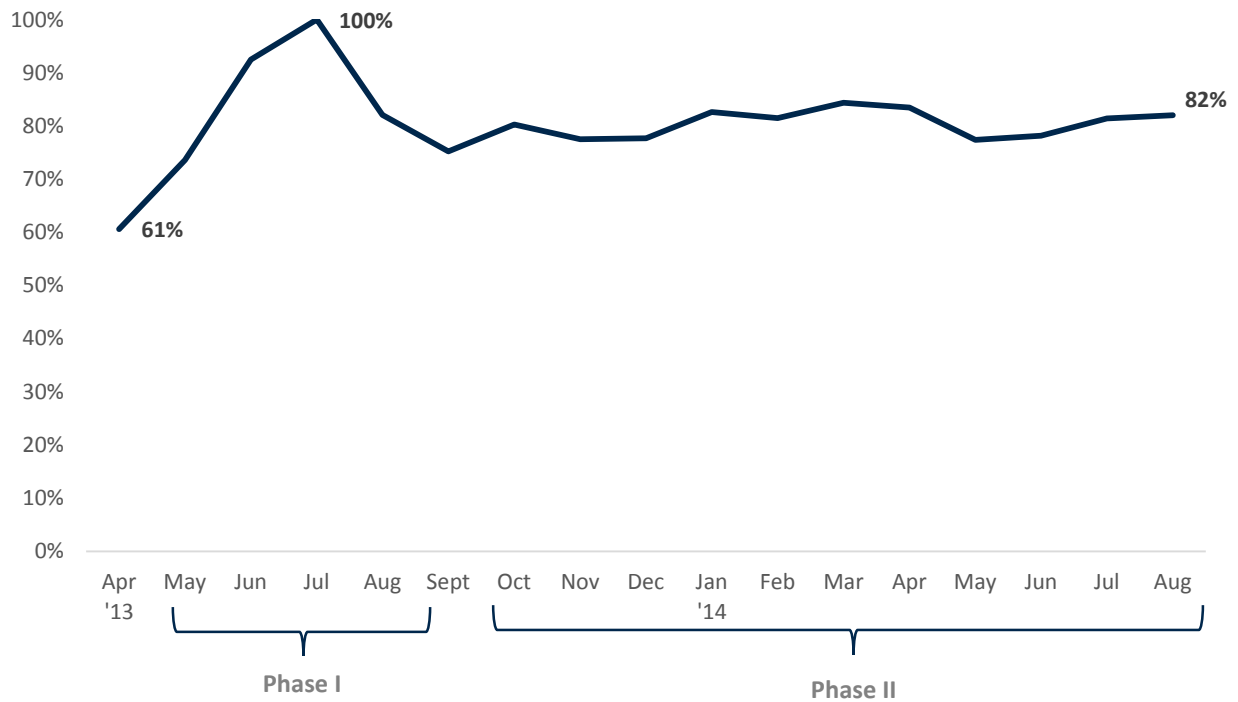
The total arrears for PM NCPs increased from $10,270,336 in April 2013 to $10,515,914 in August 2014. The lowest amount of total arrears was reported in October 2013 at $9,714,522 (Figure 52).[30]

Figure 52. Change in total arrears by month (n=711).
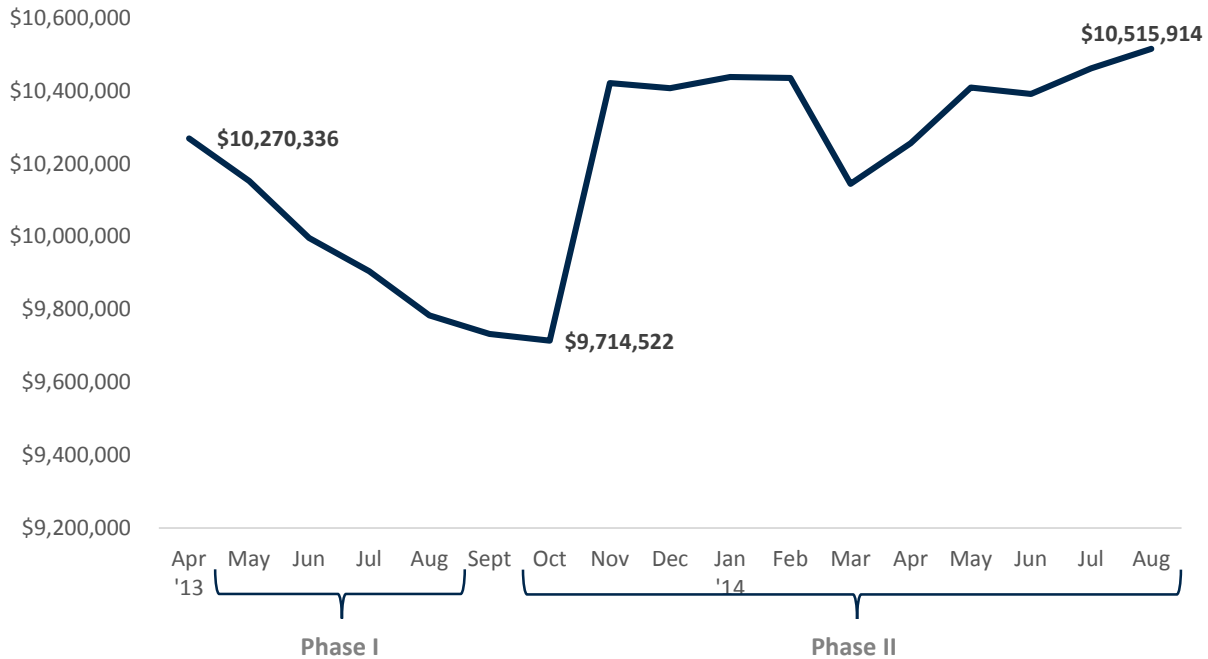
Phases

The average percent of obligation paid for NCPs in Phase I was 96.1%, while the average percent of obligation paid for NCPs in Phase II was 77.2% (Figure 53). However, this difference was not statistically significant with a p-value<0.05.

Figure 53. Average percent of obligation paid up to 100% by phase (n=579).

Phase I: 72.0%
Phase II: 71.7%

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[30] In October 2013, Phase II started and new NCPs joined the PM pilot, increasing the total amount of arrears among NCPs in the PM pilot.

Predictor Scores

Predictor Scores were developed based on the Michigan Predictors of the analysis of the Phase I NCP surveys. Scores were given to NCPs based on their likelihood to pay within each of the payment categories (0-30%; 30-50%; 50-80%; and 80%+ of their obligation) as determined by their characteristics. Predictor scores ranged from 1 (least likely to pay) to 4 (most likely to pay).
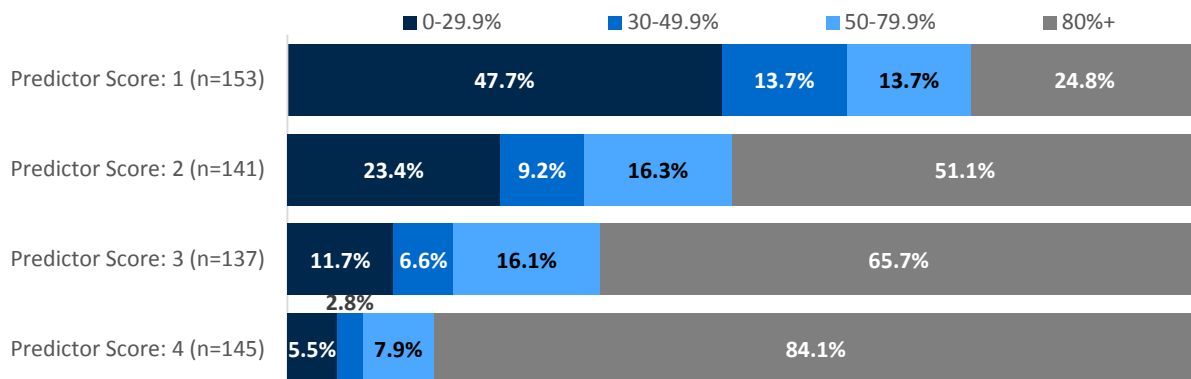
NCPs with a Predictor Score of 4 had the highest average percent of obligation paid at 89.9%. NCPs with a Predictor Score of 3 had an average percent of obligation paid was 80.3%. NCPs with a Predictor Score of 2 had an average percent of obligation paid was 71.1%. The average percent of obligation paid for NCPs with a Predictor Score of 1 was 50.2% (Figure 54). The difference in average percent of obligation paid between Predictor Scores was statistically significant, with a p-value<0.05.

Figure 54. Average percent of obligation paid up to 100% by predictor score, p-value<0.01 (n=579).

Predictor Score: 1 (n=175)	50.2%
Predictor Score: 2 (n=161)	71.1%
Predictor Score: 3 (n=150)	80.3%
Predictor Score: 4 (n=154)	89.9%

Most NCPs with a Predictor Score of 4 (47.7%) paid between 0-30% of their obligation. The majority of NCPs with a Predictor Score of 4 (84.1%) paid 80% or more of their obligation. The difference in payment categories of percent of obligation paid by Predictor Score was statistically significant, with a p-value<0.05 (Figure 55).

Figure 55. Percent of obligation paid category by predictor score.

	0-29.9%	30-49.9%	50-79.9%	80%+
Predictor Score: 1 (n=153)	47.7%	13.7%	13.7%	24.8%
Predictor Score: 2 (n=141)	23.4%	9.2%	16.3%	51.1%
Predictor Score: 3 (n=137)	11.7%	6.6%	16.1%	65.7%
Predictor Score: 4 (n=145)	5.5%	2.8% / 7.9%		84.1%

A. Phase I

For Phase I NCPs, the highest percent of obligation paid was reported in NCPs with a Predictor Score of 4 at 90.4%. NCPs with a Predictor Score of 3 had an average percent of obligation paid of 80.3%. NCPs with a Predictor Score of 2 had an average percent of obligation paid of 71.9%. The average percent of obligation paid for NCPs with a Predictor Score of 1 was 50.9% (Figure 56). The difference in average percent of obligation paid between Predictor Scores for Phase I NCPs was statistically significant, with a p-value<0.05.

Figure 56. Average percent of obligation paid up to 100% by predictor score for Phase I NCPs, p-value<0.01 (n=476).

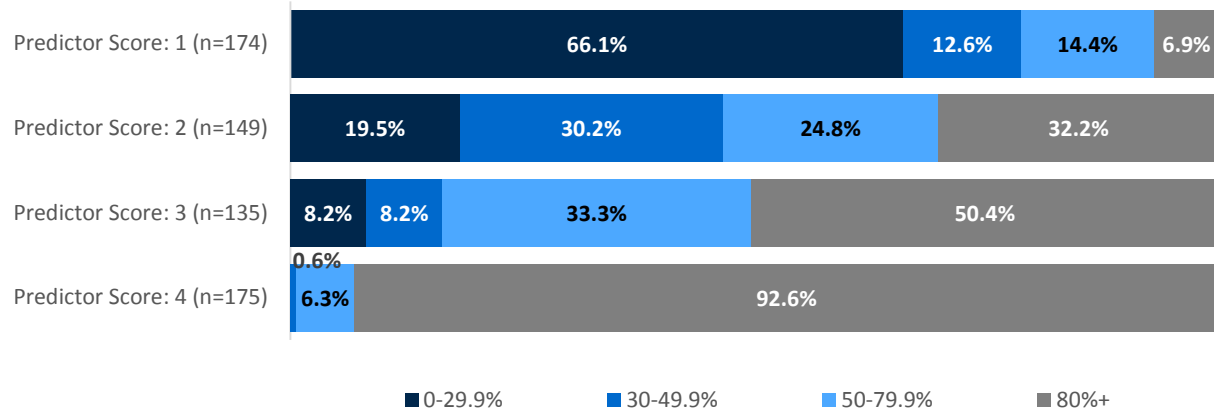|	
Predictor Score: 1	50.9%
Predictor Score: 2	71.9%
Predictor Score: 3	80.3%
Predictor Score: 4	90.4%

Before the PM pilot, 92.6% of PM Phase I NCPs with a Predictor Score of 1 were paying 80% or more of their obligation. However, during the PM pilot, less PM Phase I NCPs with a Predictor Score of 1 were paying 80% or more of their obligation (86.1%) and more Phase I NCPs with a Predictor Score of 1 were payment less than 30% of their obligation. PM Phase I NCPs in the other Predictor scores increased the percent of obligation paid category from before the PM pilot to during the PM pilot (Figure 78, next page).

During the PM pilot, most Phase I NCPs with a Predictor Score of 1 (45.2%) paid between 0-30% of their obligation. The majority of Phase I NCPs with a Predictor Score of 4 (86.1%) paid 80% or more of their obligation. The difference in payment categories of percent of obligation paid by Predictor Score was statistically significant, with a p-value<0.05 (Figure 57, next page).
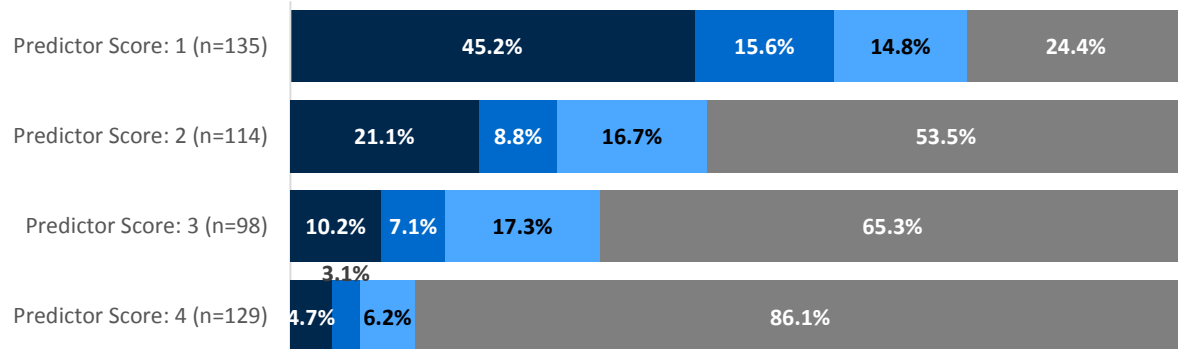
Figure 57. Percent of obligation paid category by predictor score for Phase I NCPs before and during PM pilot.

Percent of obligation paid category before PM pilot:

Predictor Score: 1 (n=174)	66.1%	12.6%	14.4%	6.9%
Predictor Score: 2 (n=149)	19.5%	30.2%	24.8%	32.2%
Predictor Score: 3 (n=135)	8.2%	8.2%	33.3%	50.4%
Predictor Score: 4 (n=175)		0.6% 6.3%		92.6%

■ 0-29.9% ■ 30-49.9% ■ 50-79.9% ■ 80%+

Percent of obligation paid category during PM pilot:

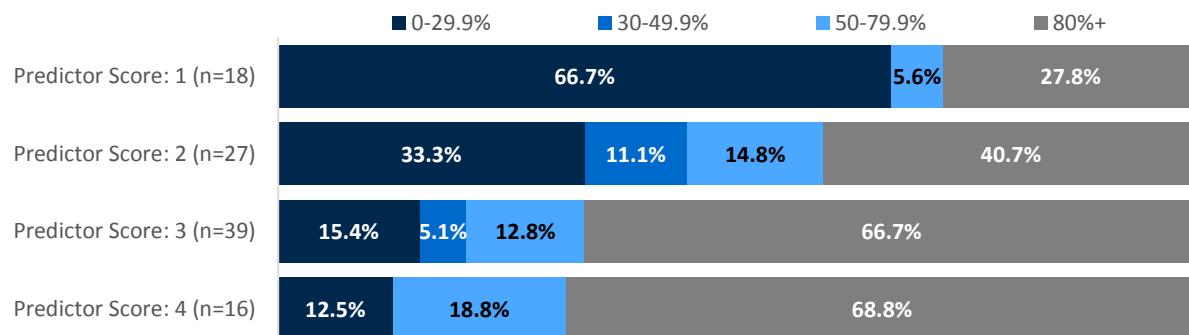|				
Predictor Score: 1 (n=135)	45.2%	15.6%	14.8%	24.4%
Predictor Score: 2 (n=114)	21.1%	8.8%	16.7%	53.5%
Predictor Score: 3 (n=98)	10.2%	7.1%	17.3%	65.3%
Predictor Score: 4 (n=129)	4.7%	3.1% 6.2%		86.1%

B. Phase II

For Phase II NCPs, the highest percent of obligation paid was reported in NCPs with a Predictor Score of 4 at 86.9%. NCPs with a Predictor Score of 3 had an average percent of obligation paid of 80.4%. NCPs with a Predictor Score of 2 had an average percent of obligation paid of 68.6%. The average percent of obligation paid for NCPs with a Predictor Score of 1 was 44.3% (Figure 58). The difference in average percent of obligation paid between Predictor Scores for Phase I NCPs was statistically significant, with a p-value<0.05.

Figure 58. Average percent of obligation paid up to 100% by predictor score for Phase II NCPs, p-value<0.01 (n=103).

Predictor Score: 1 — 44.3%
Predictor Score: 2 — 68.6%
Predictor Score: 3 — 80.4%
Predictor Score: 4 — 86.9%
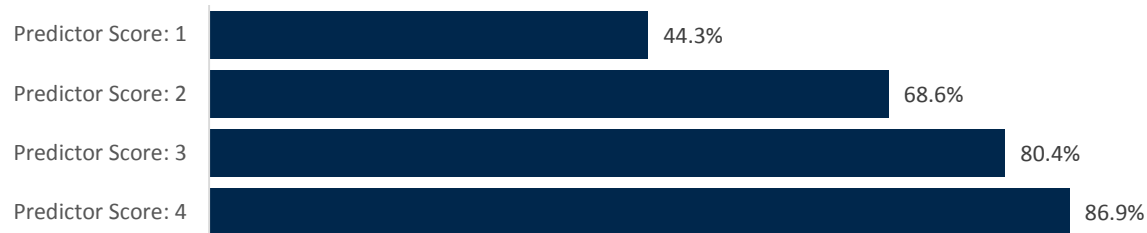
Most Phase II NCPs with a Predictor Score of 1 (66.7%) paid between 0-30% of their obligation. The majority of Phase II NCPs with a Predictor Score of 4 (68.8%) paid 80% or more of their obligation. The difference in payment categories of percent of obligation paid by Predictor Score was statistically significant, with a p-value<0.05 (Figure 59).[31]

Figure 59. Percent of obligation paid category by predictor score for Phase II NCPs.

Legend: 0-29.9% | 30-49.9% | 50-79.9% | 80%+

Predictor Score: 1 (n=18) — 66.7% | 5.6% | 27.8%
Predictor Score: 2 (n=27) — 33.3% | 11.1% | 14.8% | 40.7%
Predictor Score: 3 (n=39) — 15.4% | 5.1% | 12.8% | 66.7%
Predictor Score: 4 (n=16) — 12.5% | 18.8% | 68.8%

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[31] The number of Phase II PM NCPs with each Predictor Score is low, so outliers in percent of obligation paid would impact the overall distribution of payment.
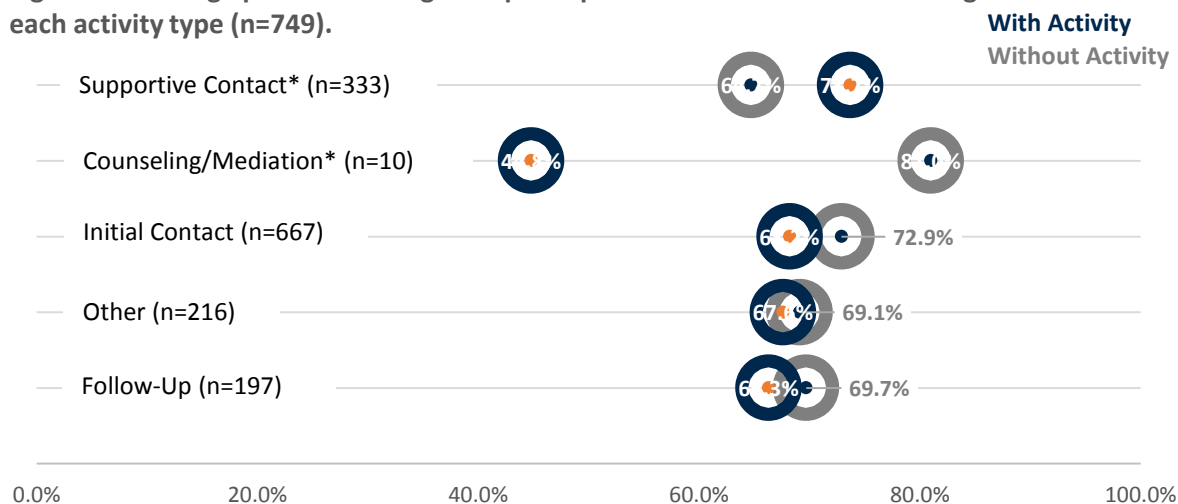
Activities

A. Activity Types

NCPs who received a counseling/mediation contact had an average percent of obligation paid of 40.9%, compared to NCPs who did not receive a counseling/mediation contact with an average percent of obligation paid of 69.1%. This difference was statistically significant, with a p-value<0.05.

NCPs who received a supportive contact had an average percent of obligation paid of 73.7%, compared to NCPs who did not receive a supportive contact with an average percent of obligation paid of 64.7%. This difference was statistically significant, with a p-value<0.05.

The remaining activity types did not lead to statistically significant differences in the percent of obligation paid (Figure 60).[32] Subsequent contacts were only recorded in MARGD for two (2) NCPs and are not included in this analysis.

Figure 60. Average percent of obligation paid up to 100% for PM NCPs receiving each activity type (n=749).
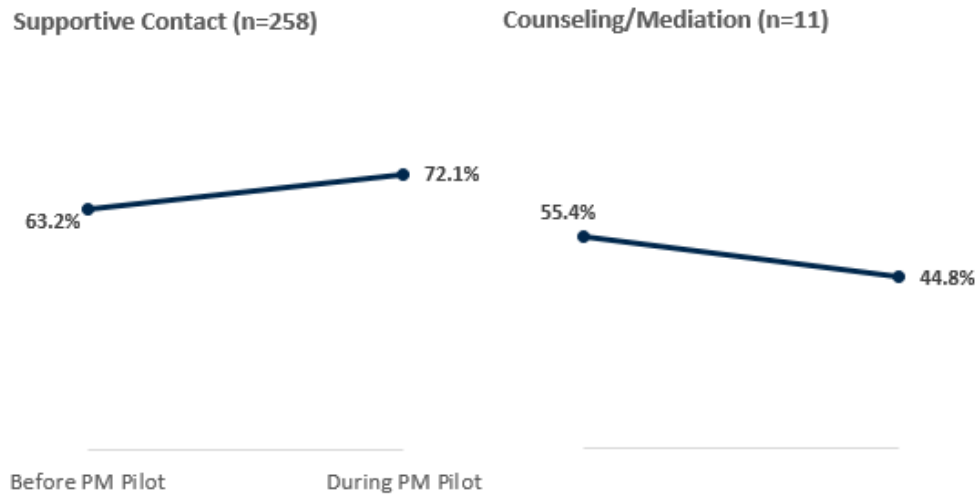

*Statistically significant, p-value<0.05

For the activities that resulted in a statistically significant difference in payment of obligation, the average percent of obligation paid for Phase I PM NCPS three years prior to the PM pilot was compared to the Phase I PM NCPs percent of obligation paid during the PM pilot. Due to the low number of observations and the number of co-occurring activities, the explanation the difference in percent of obligation paid before the PM pilot and during the PM pilot could not be determined. Rather, trends are presented for interpretation.

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[32] Counseling/Mediation activities were only used in Cheboygan, Isabella, and Kent counties. Comparison in percent of obligation paid was limited to these counties.

Phase I PM NCPs that received a supportive contact paid, on average, more than they did before the PM pilot. However, Phase I PM NCPs that received counseling/mediation, on average, less than they did before the PM pilot (Figure 61).

Figure 61. Description of average percent of obligation paid for Phase I PM NCPs before and during the PM pilot for those that received Supportive Contact and Counseling/Mediation.
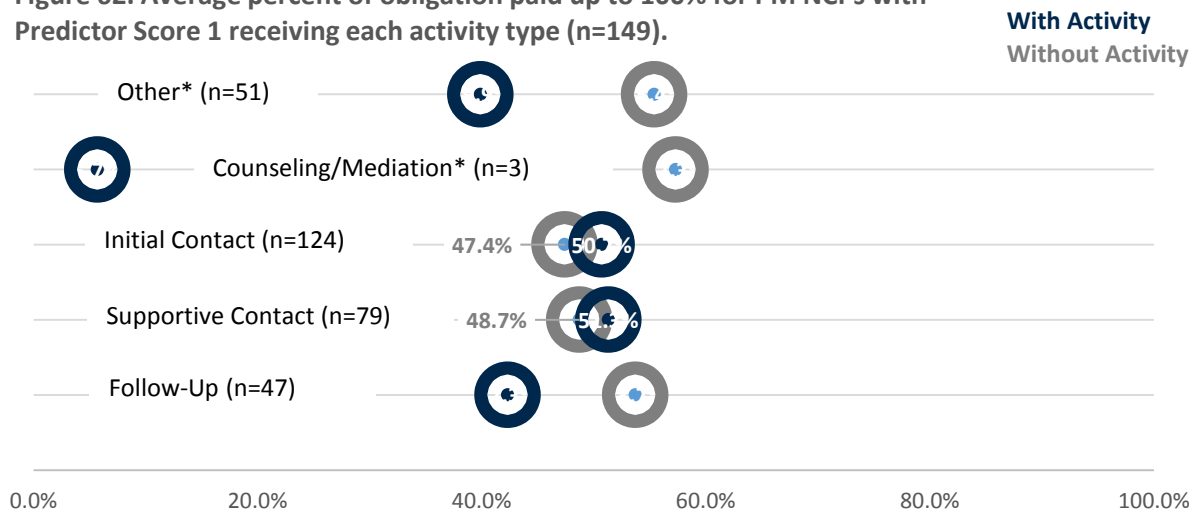

1. Predictor Score: 1

For NCPs with a Predictor Score of 1, those who received an "other" type of contact had an average percent of obligation paid of 39.9%, compared to those that did not receive an "other" type of contact at 55.4%. This difference was statistically significant, with a p-value<0.05.

NCPs with a Predictor Score of 1 that received a Counseling/Mediation activity had an average percent of obligation paid of 4.7%, compared to those that did not receive a Counseling/Mediation activity at 51.4%. This difference was statistically significant, with a p-value<0.05.

The remaining activities did not result in a statistically significant difference in percent of obligation paid (Figure 62).[33]

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[33] Counseling/Mediation activities were only used in Cheboygan, Isabella, and Kent counties. Comparison in percent of obligation paid was limited to these counties.
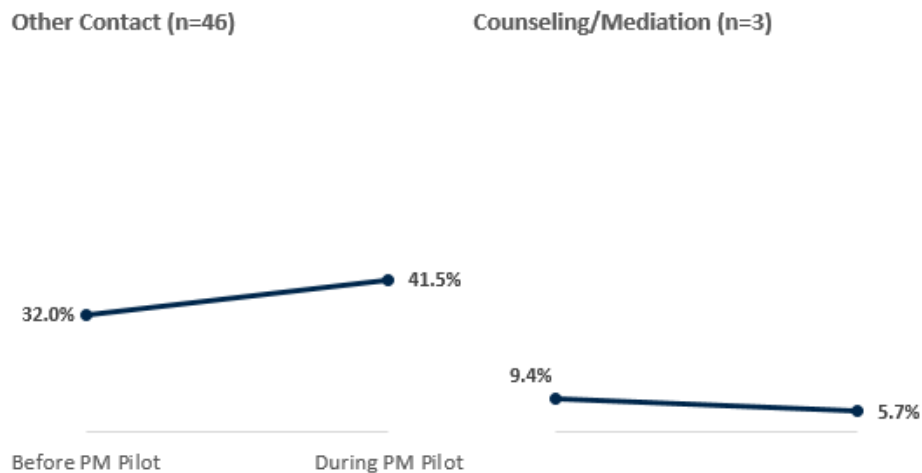
Figure 62. Average percent of obligation paid up to 100% for PM NCPs with Predictor Score 1 receiving each activity type (n=149).

With Activity
Without Activity

Other* (n=51)

Counseling/Mediation* (n=3)

Initial Contact (n=124) — 47.4% — 50.9%

Supportive Contact (n=79) — 48.7% — 51.4%

Follow-Up (n=47)

0.0% 20.0% 40.0% 60.0% 80.0% 100.0%

*Statistically significant, p-value<0.05

For the activities that resulted in a statistically significant difference in payment of obligation, the average percent of obligation paid for Phase I PM NCPs with a Predictor Score of 1 three years prior to the PM pilot was compared to the Phase I PM NCPs with a Predictor Score of 1 percent of obligation paid during the PM pilot. Due to the low number of observations and the number of co-occurring activities, the cause of the difference in percent of obligation paid before the PM pilot and during the PM pilot could not be determined. Rather, trends are presented for interpretation.

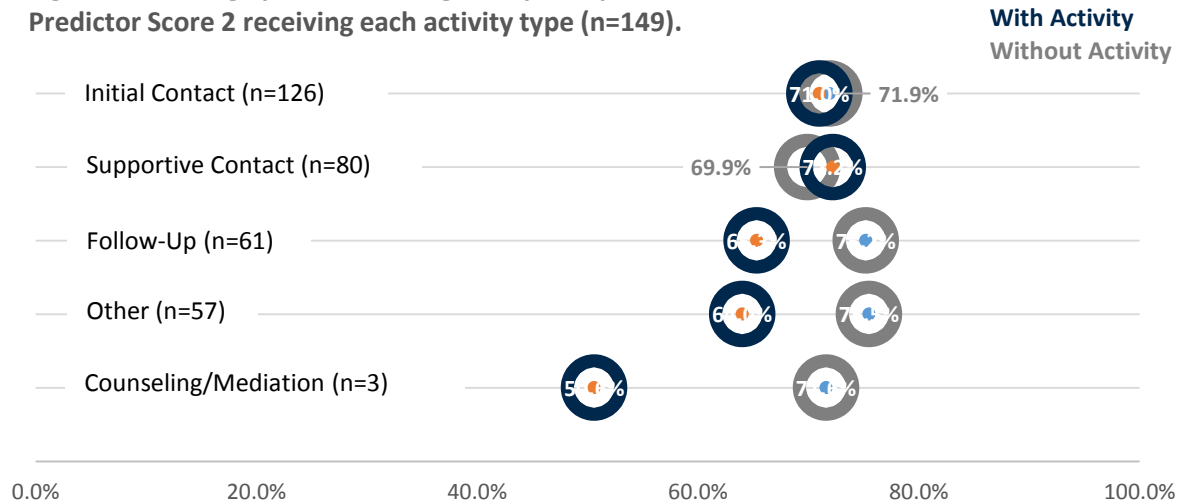Phase I PM NCPs with a Predictor Score of 1 that received an "other" contact paid, on average, more than they did before the PM pilot. However, Phase I PM NCPs that received counseling/mediation, on average, less than they did before the PM pilot (Figure 63).

Other Contact (n=46)   Counseling/Mediation (n=3)

32.0%   41.5%

9.4%   5.7%

Before PM Pilot   During PM Pilot

2. Predictor Score: 2

For NCPs with a Predictor Score of 2, no activities resulted in a statistically significant difference in the percent of obligation paid (Figure 64).

Figure 64. Average percent of obligation paid up to 100% for PM NCPs with a Predictor Score 2 receiving each activity type (n=149).

With Activity
Without Activity

- Initial Contact (n=126) — 71.0% — 71.9%
- Supportive Contact (n=80) — 69.9% — 70.2%
- Follow-Up (n=61)
- Other (n=57)
- Counseling/Mediation (n=3)

0.0% 20.0% 40.0% 60.0% 80.0% 100.0%

3. Predictor Score: 3

For NCPs with a Predictor Score of 3, no activities resulted in a statistically significant difference in percent of obligation paid (Figure 65).

Figure 65. Average percent of obligation paid up to 100% for PM NCPs with Predictor Score 3 receiving each activity type (n=143).

With Activity
Without Activity

- Initial Contact (n=125)
- Supportive Contact (n=71) — 77.9% — 81.0%
- Other (n=54) — 78.4% — 82.0%
- Follow-Up (n=43)
- Counseling/Mediation (n=2)

0.0% 20.0% 40.0% 60.0% 80.0% 100.0%

61

4. Predictor Score: 4

For NCPs with a Predictor Score of 4, those that received a follow-up activity paid an average of 83.9% of their obligation, compared to NCPs that did not receive a follow-up activity at 92.0%. This difference was statistically significant with a p-value<0.05.

The remaining activities did not result in a statistically significant difference in percent of obligation paid for NCPs with a Predictor Score of 4 (Figure 66).
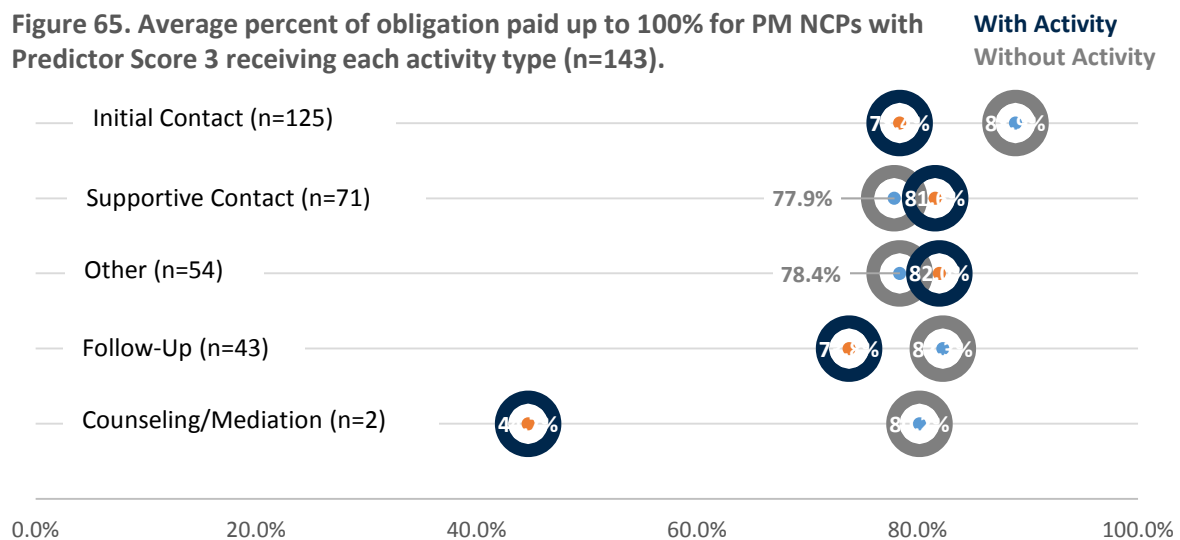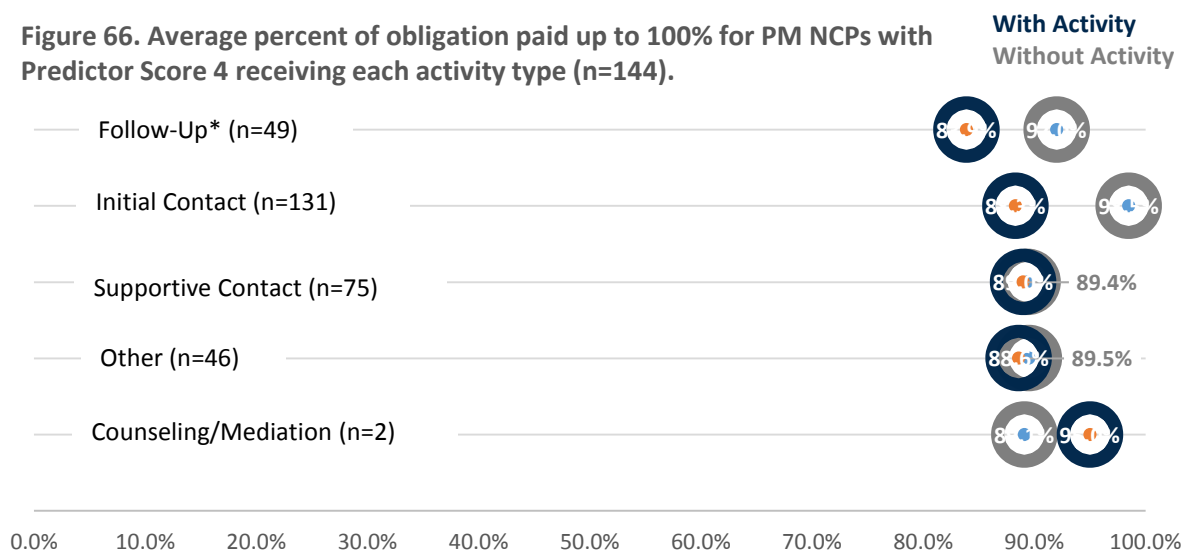

Figure 66. Average percent of obligation paid up to 100% for PM NCPs with Predictor Score 4 receiving each activity type (n=144).

With Activity
Without Activity

Follow-Up* (n=49)

Initial Contact (n=131)

Supportive Contact (n=75) — 89.4%

Other (n=46) — 89.5%

Counseling/Mediation (n=2)

0.0%   10.0%   20.0%   30.0%   40.0%   50.0%   60.0%   70.0%   80.0%   90.0%   100.0%
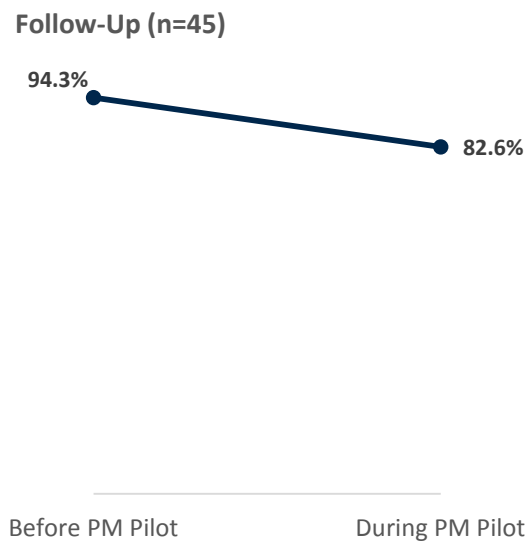
*Statistically significant, p-value<0.05

For the activities that resulted in a statistically significant difference in payment of obligation, the average percent of obligation paid for Phase I PM NCPs with a Predictor Score of 4 three years prior to the PM pilot was compared to the Phase I PM NCPs with a Predictor Score of 4 percent of obligation paid during the PM pilot. Due to the low number of observations and the number of co-occurring activities, the explanation for the difference in percent of obligation paid before the PM pilot and during the PM pilot could not be determined. Rather, trends are presented for interpretation.

Phase I PM NCPs with a Predictor Score of 4 that received a Follow-Up paid, on average, less during the PM pilot than they did before the PM pilot (Figure 67).
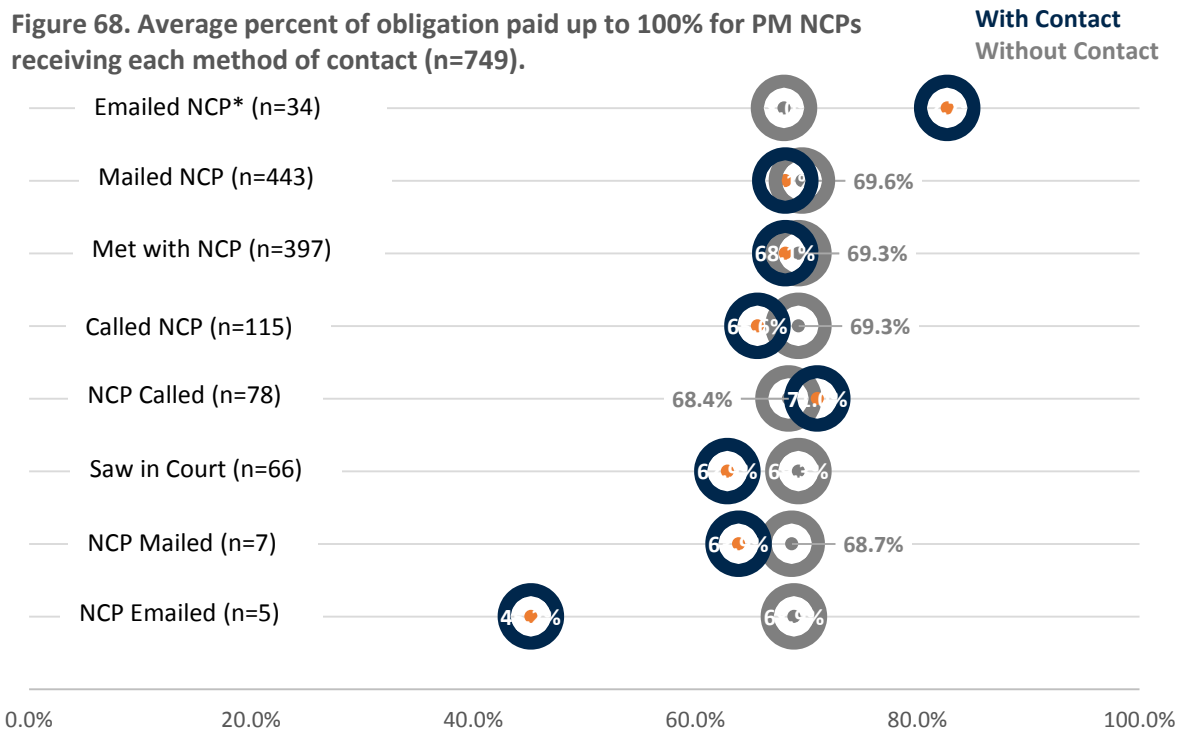
Figure 67. Description of average percent of obligation paid for Phase I PM NCPs with a Predictor Score 4 before and during the PM pilot that received a Follow-Up.

Follow-Up (n=45)

94.3%

82.6%

Before PM Pilot   During PM Pilot

B. Method of Contact

NCPs who were emailed had an average percent of obligation paid of 82.7%, compared to NCPs who were not emailed with an average percent of obligation paid of 68.0%. This difference was statistically significant, with a p-value<0.05.

The remaining contact methods did not result in a statistically significant difference in percent of obligation paid (Figure 68).

Figure 68. Average percent of obligation paid up to 100% for PM NCPs receiving each method of contact (n=749).

With Contact
Without Contact

|	
Emailed NCP* (n=34)	
Mailed NCP (n=443)	69.6%
Met with NCP (n=397)	68.0% / 69.3%
Called NCP (n=115)	69.3%
NCP Called (n=78)	68.4% / 70.0%
Saw in Court (n=66)	
NCP Mailed (n=7)	68.7%
NCP Emailed (n=5)	

0.0%   20.0%   40.0%   60.0%   80.0%   100.0%

*Statistically significant, p-value<0.05

For the activities that resulted in a statistically significant difference in payment of obligation, the average percent of obligation paid for Phase I PM NCPs three years prior to the PM pilot was compared to the Phase I PM NCPs percent of obligation paid during the PM pilot. Due to the low number of observations and the number of co-occurring activities, the explanation for the difference in percent of obligation paid before the PM pilot and during the PM pilot could not be determined. Rather, trends are presented for interpretation.

Phase I PM NCPs that were emailed paid, on average, more during the PM pilot than they did before the PM pilot (Figure 69, next page).

Figure 69. Description of average percent of obligation paid for Phase I PM NCPs before and during the PM pilot that received an email.

Emailed NCP (n=30)

73.1%   82.2%

Before PM Pilot   After PM Pilot
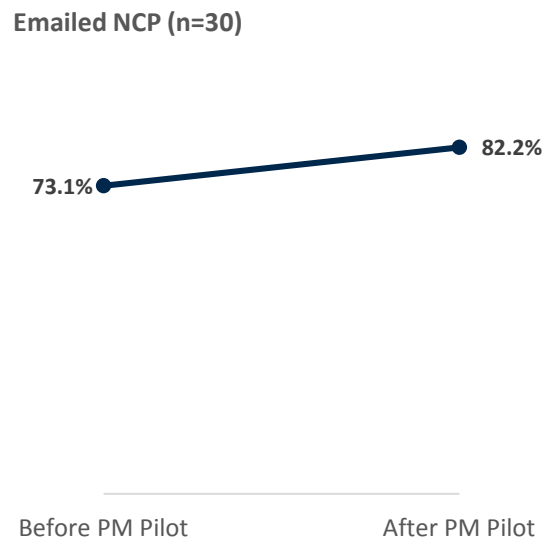
C. Responsiveness

The difference in percent of obligation paid based on the response of the NCP was not statistically significant (Figure 70).

Figure 70. Average percent of obligation paid up to 100% based on PM NCP response (n=749).

With Response
Without Response

"Not Responsive" (n=89)

"Irritated" (n=30)   68.9%

0.0%   20.0%   40.0%   60.0%   80.0%   100.0%

65

D. Contacts About Payments

NCPs who received a "payment thanks" had an average percent of obligation paid of 87.1%, compared to an average percent of obligation paid of 64.5% of NCPs who did not. This difference was statistically significant, with a p-value<0.05. There was no statistically significant difference between NCPs who received a "payment reminder" and those who did not (Figure 71).[34]

Figure 71. Average percent of obligation paid up to 100% for PM NCPs who received a payment reminder or a payment thanks (n=749).

With Activity
Without Activity

*Statistically significant, p-value<0.05

For the activities that resulted in a statistically significant difference in payment of obligation, the average percent of obligation paid for Phase I PM NCPs three years prior to the PM pilot was compared to the Phase I PM NCPs percent of obligation paid during the PM pilot. Due to the low number of observations and the number of co-occurring activities, the explanation for the difference in percent of obligation paid before the PM pilot and during the PM pilot could not be determined. Rather, trends are presented for interpretation.

Phase I PM NCPs that received a Payment Thanks paid, on average, more during the PM pilot than they did before the PM pilot (Figure 72, next page).

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[34] Payment Reminders were only used in Cheboygan, Isabella, Kent, Washtenaw, and Wayne counties. Payment Thanks were only used in Cheboygan, Isabella, Kent, Monroe, Washtenaw, and Wayne counties. Comparison in percent of obligation paid was limited to these counties.
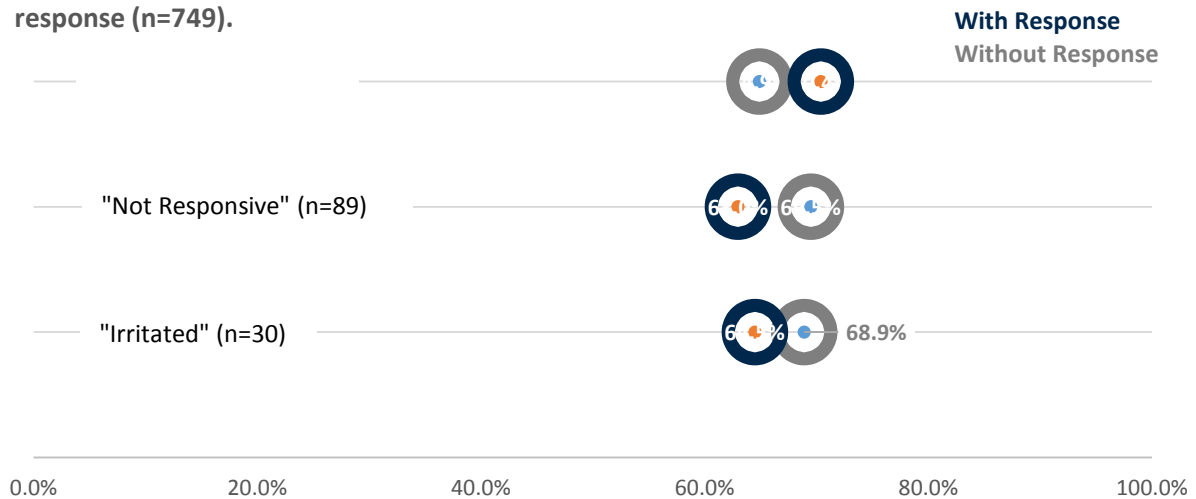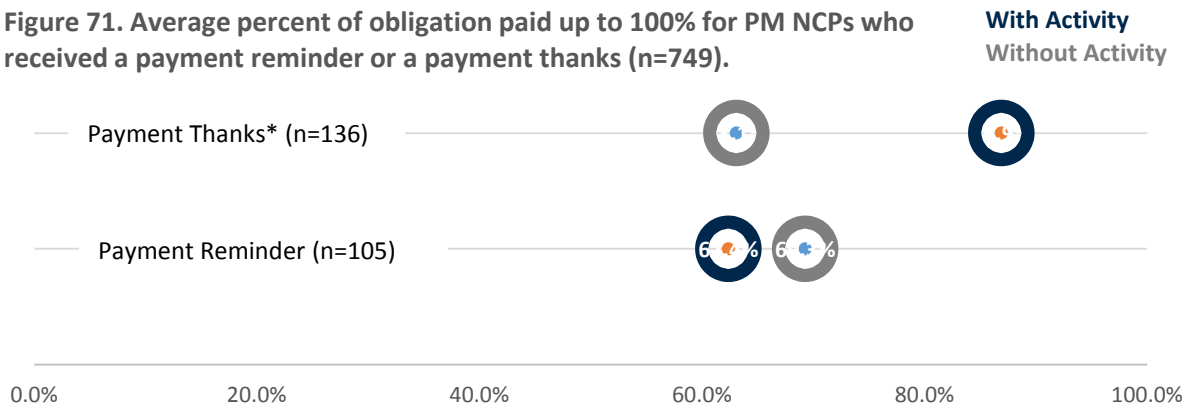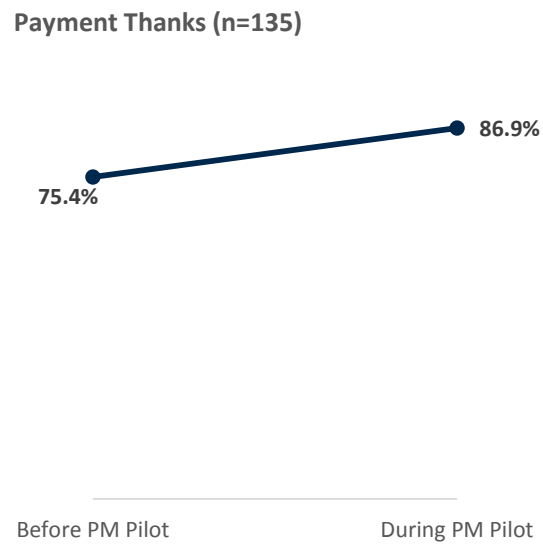
Figure 72. Description of average percent of obligation paid for Phase I PM NCPs before and during the PM pilot that receive a Payment Thanks.

Payment Thanks (n=135)

86.9%

75.4%

Before PM Pilot   During PM Pilot

E. Job Skills and Education Referrals

The associations between job skills referrals and education referrals and percent of obligation paid were only analyzed for Cheboygan County PM NCPs because Cheboygan County was the only county to use these activities. There was no statistically significant difference between NCPs who received a job skills referral or an education referral and those who did not (Figure 73).

Figure 73. Average percent of obligation paid up to 100% for PM NCPs who received job skills or education referrals in Cheboygan County (n=87).

With Referral
Without Referral

Job Skills Referral (n=71)   67.8%   68.2%

Education Referral (n=70)   68.7%   68.6%

| 0.0% | 20.0% | 40.0% | 60.0% | 80.0% | 100.0% |
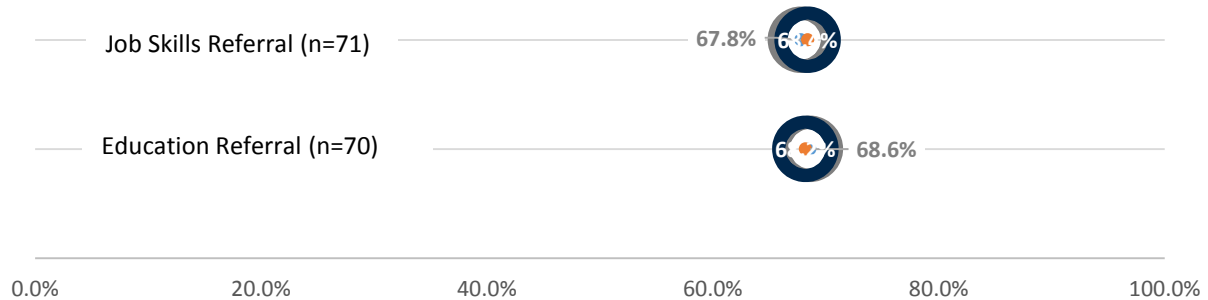
Part 2: Pilot Results

Pilot Worker Experiences

Pilot worker experience incorporates results from interviews with Pilot Leads at six months and one year into the pilot; reflections of Pilot Leads at the end of the pilot; and a survey completed by pilot workers and Pilot Leads.

Office Processes for PM

One Pilot Lead noted that the PM pilot required detailed monitoring and that some of the case managers showed more initiative in taking on the extra necessary work than others.

The Pilot Leads provided examples of strategies they used to increase payments, including:

(1) Direct communication with NCPs rather than mailings

(2) Helping NCPs become more employable

(3) Informing NCPs of their options

A. Staffing

The number of FOC staff working on the PM pilot, including the Pilot Lead, ranged from two (2) to 18, with an average of approximately 8 workers. Information on the number of staff working in Isabella County was not available. Overall, a little more than half of pilot workers (55.6%) agreed or strongly agreed that the number of staff in their office working on the PM pilot was adequate given the work required (Figure 74).

Figure 74. The number of staff in my FOC office working on the PM pilot was adequate given the work required (n=45).

Strongly Disagree, 8.9%	Disagree, 6.7%	Neither Agree nor Disagree, 28.9%	Agree, 48.9%	Stronlgy Agree, 6.7%

B. Training

A little over half of pilot workers (58.7%) received specific training for the PM pilot (Figure 75).

Figure 75. Receipt of training specific to the PM pilot (n=46).

Yes, 58.7%	No, 41.3%

Workers that did receive training specific to the PM pilot reported training processes including:

- UM SSW training specific to collecting surveys and documenting activities in MARGD
- Conference calls between OCS, UM SSW, and Pilot Leads
- Information disseminated regarding the project, purpose, procedures, and expectations for project management
- Information on how to contact the NCP or CP regarding the program, specifically on how to inform them of the program and the benefits of participating
- Trained in how to navigate and use MARGD
- Meetings to discuss specific cases

Even though 41.3% of pilot workers did not receive PM pilot-specific training, 71.1% of pilot workers felt prepared to do the work required by the PM pilot (Figure 76).

Figure 76. I felt prepared to do the work required by the PM pilot (n=45).

Strongly Disagree, 4.4%

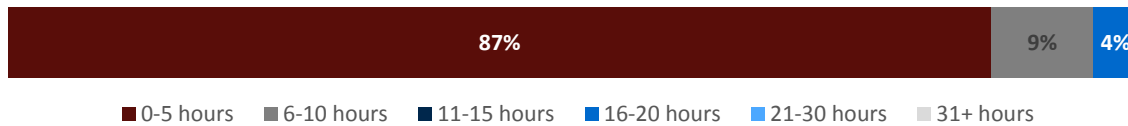| Disagree, 6.7%	Neither Agree nor Disagree, 17.8%	Agree, 64.4%	Strongly Agree, 6.7%

C. Work Effort

The majority of pilot workers (87%) reported spending approximately 0 to five (5) hours per week on the PM pilot (Figure 77).

Figure 77. Average hours spend on the PM pilot per week (n=45).

87%	9%	4%

■ 0-5 hours   ■ 6-10 hours   ■ 11-15 hours   ■ 16-20 hours   ■ 21-30 hours   ■ 31+ hours

Additionally, the majority of pilot workers (73.4%) agreed or strongly agreed that the average time they spent on the PM pilot each week was reasonable considering their workload (Figure 78).

Figure 78. The average time that I spent on the PM pilot each week was resonable considering my workload (n=45).

Disagree, 4.4%

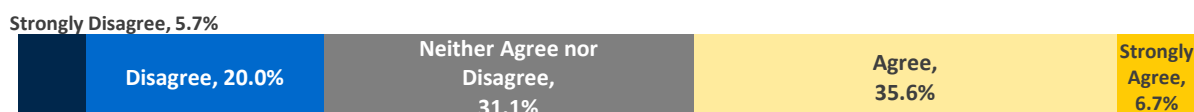| Strongly Disagree, 8.9%	Neither Agree nor Disagree, 13.3%	Agree, 55.6%	Strongly Agree, 17.8%

Interactions with Clients

Many Pilot Leads expressed that communicating with NCPs in the more positive and holistic way that the PM pilot encourages has been "*exciting*," specifically citing:

(1) Reaching NCPs that the FOC office has not been able to reach before.

(2) Having encouraging interactions with NCPs.

(3) Seeing positive outcomes, such as payments from NCPs that they have not received before.
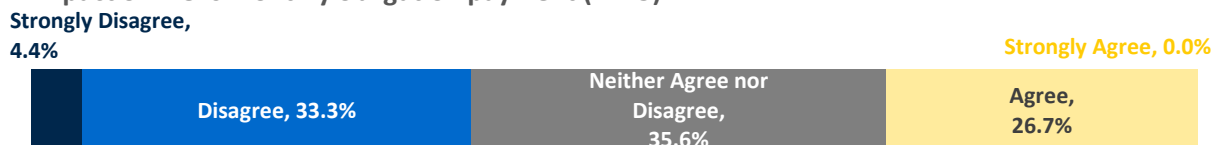
Approximately 40% of pilot workers agreed or strongly agreed that the work conducted through the PM pilot had a positive impact on NCPs relationships with the FOC office (Figure 79).

Figure 79. Overall, the work conducted through the PM pilot had a positive impact on the NCPs relationship with the FOC office (n=45).

Strongly Disagree, 5.7%

Disagree, 20.0%	Neither Agree nor Disagree, 31.1%	Agree, 35.6%	Strongly Agree, 6.7%

Additionally, the majority of pilot workers did not think that the PM pilot had a positive impact on NCPs monthly obligation paid; only 26.7% of workers agreed or strongly agreed (Figure 80).

Figure 80. Overall, the work conducted through the PM pilot had a positive impact on NCPs monthly obligation payment (n=45).

Strongly Disagree, 4.4%

Strongly Agree, 0.0%

Disagree, 33.3%	Neither Agree nor Disagree, 35.6%	Agree, 26.7%

Successes Identified by Pilot Leads and Workers

A. Improved Customer Service

Pilot Leads and pilot workers both noted that a "*personal touch*" and improved customer service has helped the FOC office's relationship with NCPs and NCP's willingness to communicate. A few Pilot Leads stated that showing appreciation to NCPs for compliance worked well to get more communication between NCPs and the FOC office. A Pilot Lead stated that their office saw success in this area because workers made a point to have conversations with NCPs and, in turn, were able to better evaluate the NCP's ability to pay.

> "What worked well was the extra consideration to our clients (NCP's), we were able to give them more personal attention and help with more than just making payments. Most of the participants needed help with parenting time, custody and review of current support. It gave them the opportunity to see that we're not necessarily the enemy; it created a trust and better communication."

B. Improved Techniques and Holistic Approach

The PM pilot encouraged workers and Pilot Leads to rethink some of the previous approaches to child support enforcement. Some examples of rethinking previous approaches include:

- Decrease in the number of hearings and warrants in the county
- Closing cases that were uncollectable
- Use the Arrears Management Policy when needed
- Right-size orders

One Pilot Lead stated that the primary reason their office was able to implement these new practices and approaches was due to the attention given to case management during the PM pilot and that staff have improved their ability to recognize that each case is unique and has its own circumstances.

C. FOC Staff

A few Pilot Leads stated that the staff members in their FOC office that worked on the PM pilot and the teamwork within the office were one of the main strengths of the pilot. Another Pilot Lead stated that the program highlighted which staff were best suited for holistic and outreach work.

Pilot Leads reported that staff seemed excited and motivated to work with the NCPs, which has proved to be a positive aspect of this pilot.

> "Our case managers are understanding the pilot and purpose more now. We got a late start to the program, but we believe we are doing the right think and moving the cases in the direction that is desired. We are maintaining those that are paying and ensuring they are continuing to pay."

Areas for Improvement Identified by Pilot Leads and Workers

A. Time Constraints

Many Pilot Leads and workers stated that one of the greatest challenges in implementing the PM pilot was the time required to implement the program correctly and effectively. One Pilot Lead said it was challenging to have the time to integrate the PM processes into their existing caseload.

> "Obviously the time and resources. This can be a very time consuming process so it would be nice to have more resources to do what we need to do. There needs to be adequate resources given to ensure that there is enough time and staff to complete the necessary activities for Predictive Modeling on top of all the other daily work activities."

B. Lack of Referral Sources

Many Pilot Leads and workers stated that the lack of additional support and referral services in their communities limited the amount of support the FOC offices could provide. Pilot Leads and workers noted needed referrals for community services such as:

- Job placement and training
- GED training and education services
- Substance abuse treatment
- Mental health treatment

Pilot Leads stated that even if these services are available, these resources also face high caseloads and are "*tapped out.*"

In order to confront this issue, one Pilot Lead stated that they are constantly looking for other agencies that would be able to assist their population.

C. Accurate Contact Information for NCPs

Pilot Leads and workers had trouble locating and reaching NCPs due to incorrect or unavailable addresses or phone numbers. This made it difficult to reach NCPs to complete the survey or to try new and more personal strategies of enforcement.

D. Cultural Shift in FOC Offices

Many Pilot Leads noted that the PM pilot required a shift in thinking for many FOC workers, including case managers having to share cases and a transition away from an enforcement-heavy approach. One Pilot Lead stated that under the PM pilot, traditional enforcement strategies ranked lower and that this change in focus will take time for some staff to adjust.

E. Lack of Trust from the Community Served

The reputation that the FOC offices have in the communities served as been a barrier to implementing the PM pilot in many counties. Many clients do not trust the FOC offices due to past

experiences and see the FOC office as "*out to get them.*" Some FOC offices attempted to address this mistrust through community education and trying to "*change the face*" of the FOC.

F. More Training for Workers

Several pilot workers noted wanting more training specific to the PM pilot and what types of activities to use with NCPs who were not paying.
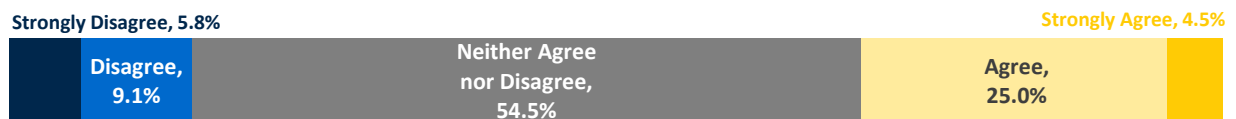
G. Database

Many Pilot Leads and workers expressed the need for a more comprehensive database system. Many workers did not feel that MARGD was efficient for tracking activities and did not provide the necessary information to do their work. Many workers noted wanting to have the tracking components of MARGD incorporated into MiCSES so they did not have to duplicate their work.[35]

> "I think that one of the biggest things is that if it goes statewide, it has to be incorporated in MiCSES somehow. It's cumbersome to enter everything in MARGD, and our workers are used to working with MiCSES."

Additionally, over half of pilot workers (54.5%) neither agreed nor disagreed that the MARGD system was a useful tool for the PM pilot and only 29.4% thought that the MARGD system was a useful took (Figure 81).

Figure 81. The MARGD system was a useful tool for the PM pilot (n=45).

Strongly Disagree, 5.8%   **Strongly Agree, 4.5%**

| Disagree, 9.1% | Neither Agree nor Disagree, 54.5% | Agree, 25.0% |

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[35] MARGD was intended to be a tool for the PM pilot. If PM is implemented state-wide, MARGD will not be used and the needed tracking requirements will be incorporated into MiCSES.

Sustainability and Expansion of PM

Overall, the majority of pilot workers (53.5%) did not think that the PM pilot should not be implemented statewide (Figure 82).

Figure 82. Do you think the PM pilot should be implemented statewide? (n=43)

Yes, 46.5%	No, 53.5%

Those who think that the PM pilot should be implemented statewide cited:

(1) The need for better case management.

(2) To better serve the NCPs and CPs, by showing support and providing information.

(3) To produce a better outcome for clients.

(4) Improving relationships between clients and the FOC office.

> "The Pilot should be implemented state-wide to help more people, the Pilot Project allowed our office to try a different approach while continuing to try and meet the same goals of collecting. The Pilot has helped nurture relationships with our clients, which in turn allowed us to gain more information and positive feedback from NCPs."

Those who do not think that the PM pilot should be implemented statewide had the perception that:

(1) The PM pilot did not have an effect on NCPs percent of obligation paid.

(2) There is a lack of evidence that the pilot was effective.

(3) There were no additional resources provided to the FOC offices to support NCPs.

(4) The PM pilot delayed enforcement action for those who were not going to pay.

(5) The amount of time needed for the PM pilot, especially in large counties.

> "It was a waste of time that could have been used on my regular case load. There was no resources given to us for people that had legitimate reasons for not paying. We basically had letters to send to them asking them to contact us as to why they were paying or thanking them for when they did. It was very pointless."

If the PM pilot is implemented statewide, there were a number of considerations identified by Pilot Leads and workers. Some challenges identified by Pilot Leads and workers included:

(1) Recruiting NCPs to participate in smaller counties with a low number of cases.

(2) Finding the staff time needed to devote to the program for successful implementation and the amount of work required by the PM pilot.

(3) Changing the mindset of staff who have used the same activities for a number of years. Changing the mindset of staff requires a cultural shift within the FOC offices.

(4) Obtaining buy-in from the FOC workers. FOC workers have to believe that PM will work and incorporate PM into their daily activities.

> "I believe each county needs to have a say in whether or not they implement the PM pilot. If it were an option for counties, I'd say yes. However, if it was mandated, I'd say no. If it were mandated, you'd essentially be telling a county how to run its enforcement without giving them an option. It may not work well for each county depending on their caseload and number of employees."

Part 3: Key Findings

Many of the outreach and enforcement activities conducted as part of the PM pilot did not lead to a statistically significant differences in payment of obligation. Through analysis of MARGD data, experiences of Pilot Leads and workers, and data interpretation with the Pilot Leads, the following key findings about what worked, what did not work, and the facilitators and barriers were extracted.

Which PM activities worked well?

Based on MARGD data analysis and anecdotal experiences of Pilot Leads and workers, the following activities that were conducted as part of the PM pilot were identified as useful or effective:

The Michigan Predictors: Using the PM surveys, the Michigan Predictors were able to accurately represent how much an NCP paid towards their obligation.

Supportive Contacts: PM NCPs that received a supportive contact paid a statistically significant larger amount than NCPs that did not receive a supportive contact. Additionally, NCPs that received a supportive contact paid, on average, more during the PM pilot than before the PM pilot. Pilot Leads noted that their use of Supportive Contacts was limited based on resources that were available within the FOC office and community. One county reported using Supportive Contacts for referrals to community job placement resources and legal assistance, providing information on the child support process, and developing a bench warrant amnesty program. The Pilot Lead from this county believed that these Supportive Contacts made the FOC office less intimidating for NCPs and helped NCPs better understand their support obligation and options.

E-mail: PM NCPs that were emailed paid a statistically significant larger amount than NCPs that were not emailed. Additionally, NCPs that were emailed paid, on average, more during the PM pilot than before the PM pilot. Pilot Leads anecdotally reported that email communication was more effective at reaching NCPs because email addresses are less likely to change than mailing addresses or phone numbers.

Payment Thanks: PM NCPs that were thanked for their payments paid a statistically significant larger amount than NCPs that were not thanked. Additionally, NCPs that were thanked for their payment paid, on average, more during the PM pilot than before the PM pilot. Pilot Leads anecdotally reported that NCPs were at first skeptical of being thanked for making a payment, but were ultimately grateful. Some Pilot Leads believed that this positive reinforcement helped to shift NCPs' perceptions of the FOC office and to change the tone in communications between the FOC office and NCP.

Which PM activities did not work well?

Based on MARGD data analysis and anecdotal experiences of Pilot Leads and workers, the following activities that were conducted as part of the PM pilot were identified as not effective:

Counseling/Mediation: Only 1% of PM NCPs received a Counseling/Mediation activity. NCPs that did receive a Counseling/Mediation activity paid, on average, significantly less than NCPs that did not. Additionally, NCPs that received a Counseling/Mediation activity paid, on average, less during

the PM pilot than before the PM pilot. One county reported using Counseling/Mediation as an opportunity to meet with clients to discern reasons for lack of payment and to then make referrals to community resources and set up payment plans, as necessary. Another county used Counseling/Mediation for Parenting Time resolutions to effect NCPs willingness to pay due to involvement in their children's lives.

Follow-Up (Predictor Score 4): PM NCPs with a Predictor Score of 4 (indicating likelihood to pay 80% of more of their obligation) that received a Follow-Up activity paid statistically significantly less than those that did not. Additionally, NCPs with a Predictor Score of 4 that received a Follow-Up paid, on average, less during the PM pilot than before the PM pilot.

What were the barriers to implementing the PM pilot?

Based on anecdotal experiences of the Pilot Leads and workers, the following barriers were identified to the work conducted as part of the PM pilot:

Making Contacts: Pilot Leads reported the following challenges to making contact with the PM NCPs:

- Inaccurate contact information
- Would have an NCP complete the survey, but then would not be able to locate or contact for any additional activities.

Duplicating Work: Pilots Leads and workers reported not using the MARGD system regularly for the PM pilot. Some Pilot Leads noted that this was because it was duplicating the information that had to be recorded in MiCSES. As a result, work that was done as part of the PM pilot was not recorded in the MARGD system for analysis.

Time Needed: Pilot Leads and workers reported that it was difficult to find the time to implement the PM pilot effectively in their county in addition to their regular work load.

Lack of Referral Sources: Pilot Leads and workers reported that the lack of referral sources in the in their community affected their ability to provide supportive contacts and counseling/mediation for their NCPs. Pilot Leads and workers were unaware of where they could refer NCPs who needed assistance in job training/placement, mental health services, or substance abuse service, for example. As a result, their ability to affect change in a NCPs ability to pay was limited.

Limited Training: Some Pilot Leads and workers reported that they would have appreciated more training on the PM pilot and the types of activities that could have been used.

What facilitated the implementation of the PM pilot?

Based on anecdotal experiences of the Pilot Leads and workers, the following facilitated the implementation of the PM pilot in counties:

<u>Dedication and Innovation of FOC Staff</u>: Multiple Pilot Leads reported that they considered the PM pilot successful in their county because of the FOC staff that worked on the pilot. Pilot Leads reported that staff were dedicated to both the pilot and the NCPs, CPs, and families served, as well as innovative in their approach.

<u>Lower Worker-to-Case Ratio</u>: Pilot Leads in smaller counties reported an easier time connecting with NCPs that in larger counties. For example, in one rural pilot county, a pilot worker was able to meet with 91% of the PM NCPs in person. The Pilot Lead reported that they believed this personal contact affected the NCPs perception of the FOC office as well as their ability and willingness to make payments towards their obligations.

Part 4: Lessons Learned and Implications

The lessons learned and implications presented were developed by the UM-SSW evaluators in collaboration with representatives from OCS.

The underlying goal of the PM pilot was to better understand the NCPs in order to adapt and individualize the enforcement activities that are used with NCPs. The idea was that if an enforcement worker can understand the circumstances of an individual NCP, that the enforcement activities can be tailored to support that NCP in making their payments. Ultimately, stakeholders in the child support enforcement system are trying to better understand the interaction between a NCPs' ability and willingness to pay their child support obligation.

During the creation and implementation of the PM pilot, several assumptions were made. Two assumptions in particular impacted the work conducted throughout the pilot:

> (1) OCS and FOC offices are interested in finding more effective child support enforcement activities.

> (2) FOC offices are committed to efficiencies in their work.

These assumptions guided the design and activities of the PM pilot.

PM Pilot Assisted in Understanding NCP Motivations for Payment

The PM pilot helped OCS and FOC offices to better understand the circumstances and motivations of NCPs that impact payment of obligation. As evidenced through the PM pilot, child support stakeholders are still trying to understand the relationship between a NCPs' ability and willingness to pay through case stratification. Much of the work done through the PM pilot helped OCS and FOC offices better understand a NCPs' *ability* to pay their obligation. However, there is still room to develop an understanding of how to assess a NCPs' *willingness* to pay their obligation.

The Michigan Predictors determined through the work of the PM pilot made significant strides in understanding NCPs' ability to pay in Michigan. While many of the national predictors were also true in Michigan, OCS and FOC offices now have a better understanding of the NCP characteristics that impact payment. NCPs' payments throughout the PM pilot overall aligned with their Predictor Scores, indicating that the Michigan Predictors have a predictive power when examining the association between NCP characteristics and payment. While the categories for payment that were aligned with the Michigan Predictors to develop the Predictor Scores were artificially determined in collaboration with OCS, the Predictor Scores were informative in determining NCPs' likelihood to pay. Additionally, the identification of the mental health and substance abuse needs of NCPs through the screeners used on the PM surveys uncovered needs of NCPs that have previously not been systematically analyzed.

Additionally, understanding the NCPs' characteristics can cause a shift in attitude towards the NCP. By looking at NCPs as individuals with specific circumstances and understanding their challenges, they are viewed less as the stereotypical non-payer and more as an individual trying to provide for their family. If the underlying assumption about NCPs is that they are doing the best they can with their circumstances, more supportive approaches could be utilized to address some of their barriers

to payment. For example, mental health and substance abuse concerns could impact a NCPs' ability to make their obligation payment. These concerns do not make someone a "bad parent." If a NCP has the opportunity to seek treatment for their mental health and substance abuse concerns, that is one less barrier to payment that they face.

Understanding the NCP characteristics and factors that contribute to or impede payment are important to use in engaging with the NCP and selecting appropriate enforcement activities. One of the underlying assumptions of the PM pilot was that enforcement activities that are tailored to the circumstances of individual NCPs are more likely to be effective.

Shift in FOC Office Role and Approach is Needed for Full Implementation

In order to fully incorporate the PM pilot into FOC offices statewide, a shift in the mindset of child support system stakeholders is needed. OCS has been moving towards providing holistic child support services through their strategic plan in order to better support NCPs, with the ultimate goal of promoting the financial and emotional well-being of children and families. However, this shift in mindset is not as evident at the FOC office-level.

Traditionally, FOC workers are reactive when using enforcement activities, typically initiating enforcement activities after a NCP has not paid or a CP has made a complaint or requested action be taken. The PM pilot recommended that FOC workers utilize more proactive strategies, such as "Payment Thanks" activities and counseling/mediation. Based on the rate of utilization of these strategies during the PM pilot, FOC workers overall appear to be hesitant to take a more proactive approach.

Shifting the understanding of the role of the FOC office could change how FOC workers engage with NCPs, leading to improvements in the financial and emotional well-being of children and families. This would require the role of the FOC office to be more focused on supporting NCPs in making their obligation payments rather than punishing them for not making payments.

Additionally, taking a "customer service" approach to working with NCPs is a new strategy that is being used in some places across the state. FOC offices traditionally see their "customers" as the CPs and children. However, most of their interactions that will have an impact on payment (i.e. enforcement activities) occur with NCPs. Shifting towards seeing the NCPs as a "customer" of the FOC and utilizing a "customer service" approach could lead to improved engagement of the NCP with the FOC office.

New Approaches to Enforcement are Needed

Lessons learned from the implementation and outcomes of the PM pilot point to using new approaches to enforcement. During the PM pilot, pilot workers mostly used enforcement practices already in place, as evidence by the low utilization rate for the recommended, proactive activities of the PM pilot. However, these "traditional" enforcement activities did not lead to many statistically significant changes in payment of obligation. Pilot Leads did report that the PM pilot encouraged

them to explore contact methods that are not used regularly, such as phone calls instead of mailings. Additionally, one Pilot Lead reported that their FOC office has started to encourage a face-to-face meeting with NCPs prior to a hearing being scheduled.

One contact method that did show a statistically significant difference in payment was using email to communicate with NCPs. Very few FOC offices are currently using this practice; however, the majority of individuals now have email addresses. Additionally, with younger generations, more and more people are using social media to communicate. While social media was not a component of the PM pilot, it is an outreach strategy that may be effective given the changing landscape of communication in the United States. As the population of NCPs change (i.e. using social media to communicate), OCS and FOC offices should adapt their communication and enforcement strategies to effectively change with the population.

Additionally, FOC workers are exploring and redefining their role in referring NCPs to community resources. Some FOC workers embrace this practice, while other do not see it as the role of the FOC to provide these referrals. One challenge that was noted by many pilot workers was the lack of referral sources in the community that the workers could direct NCPs to for support. Based on the high prevalence of mental health and substance abuse needs of NCPs identified through the screening tools, community referrals are key to supporting NCPs in getting the care they need. If their mental health and substance abuse needs are address, one barrier to obligation payment has been removed.

Variation by County Could Impact Overall Pilot Implementation and Outcomes

Because Michigan is a judicial state, FOC workers are employees of the county, not a central child support office, such as OCS. Additionally, the Friends report to the Chief Justice. While OCS is the central office for the child support system in the state of Michigan, the accountability for counties is largely decentralized. Because of this decentralization, mandates for the type of enforcement activities used and a holistic approach to child support enforcement are not always implemented as planned and not able to be adequately enforced.

Each pilot county implemented and incorporated the PM pilot differently. As such, PM would need to be flexible to the different demands and needs of each county. Through the PM pilot, it was evidenced that counties that have a high volume of cases have less time to get to know the NCPs as individuals, which means less time to meet with or call the NCPs. Because of this, workers are limited in the enforcement activities that they can or are able to choose.

Effective enforcement activities differ by county, depending on the volume of cases, the culture of the FOC office, and the characteristics of NCPs in that county. PM has to be able to adapt the differing conditions in each county in order to be successfully implemented.

Evaluators also learned of different innovations that are happening in FOC offices around the state of Michigan. However, these innovations are not often shared with other FOC office or with OCS. Sharing county-based innovations would further support the effectiveness and efficiency of the child support effort.

Appendix

A. Pilot County Demographics

1. Cheboygan County

Cheboygan County is located in the northern region of the Lower Peninsula of Michigan and had a population of 25,837 people in 2013. The largest city and county seat of Cheboygan County is Cheboygan. Approximately half of the population (50.0%) were male. Over 80% (80.8%) of the population was 18 years of age or older. The median age was 49 years.

Race of Cheboygan County residents.

Race	Percentage
White	93.2%
Two or More Races	3.2%
American Indian/Alaska Native	2.8%
Black/African American	0.4%
Asian	0.3%
Native Hawaiian/Other Pacific Islander	0.0%
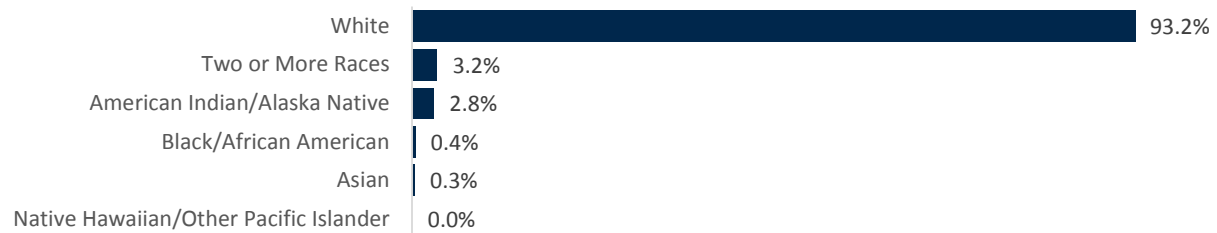
Highest level of education attainment of Cheboygan County residents 25 years of age and older.

Education Level	Percentage
Less than 9th grade	2.3%
9th to 12th grade	9.9%
High school graduate or equivalent	40.7%
Some college	22.1%
Associate's degree	7.9%
Bachelor's degree	11.1%
Graduate or professional degree	6.0%

The median household income in Cheboygan County from 2008 to 2012 was $38,367.

Poverty and unemployment in Cheboygan County.

Category	Percentage
People in Poverty	19.3%
Children in Poverty	34.1%
Unemployment	15.7%
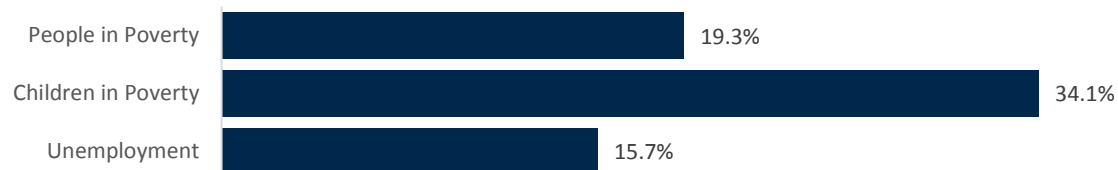
2. Isabella County

Isabella County is located in the central region of the Lower Peninsula of Michigan and had a population of 70,436 people in 2013. The largest city and county seat of Isabella County is Mount Pleasant. Approximately half of the population (48.1%) were male. In 2013, 82.6% of the population was 18 years of age or older. The median age was 27 years.

Race of Isabella County residents.

White — 89.6%
Two or More Races — 3.6%
Black/African American — 2.3%
American Indian/Alaska Native — 2.1%
Asian — 1.9%
Native Hawaiian/Other Pacific Islander — 0.0%
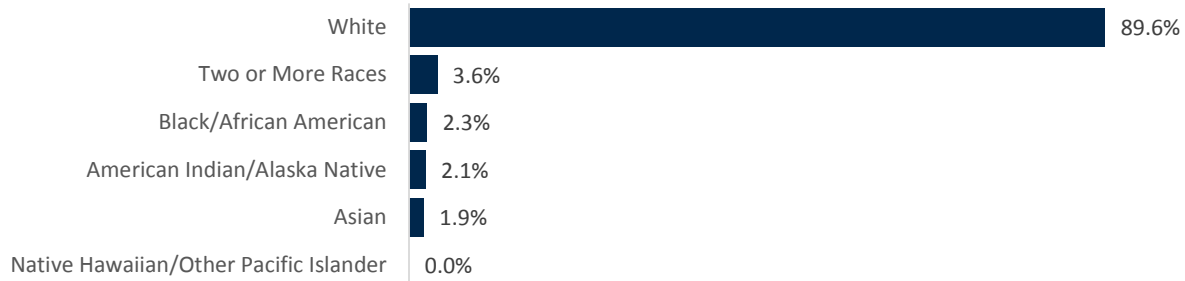
Highest level of education attainment of Isabella County residents 25 years of age and older.

Less than 9th grade — 1.5%
9th to 12th grade — 7.0%
High school graduate or equivalent — 31.7%
Some college — 24.7%
Associate's degree — 7.6%
Bachelor's degree — 17.7%
Graduate or professional degree — 9.7%

The median household income in Isabella County from 2008 to 2012 was $37,488.

Poverty and unemployment in Isabella County.

People in Poverty — 30.8%
Children in Poverty — 26.2%
Unemployment — 10.3%
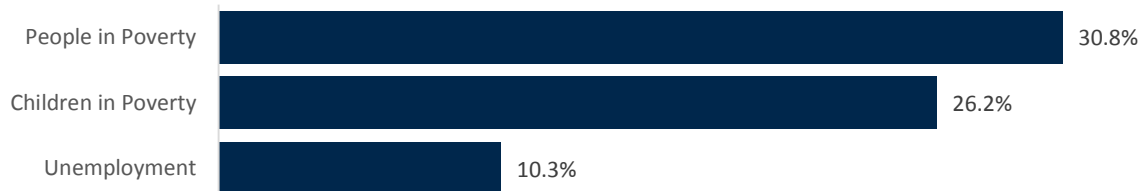
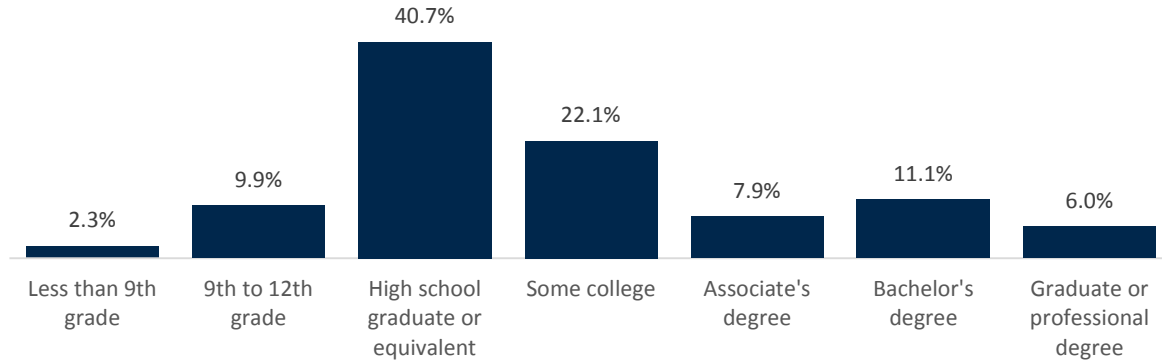## 3. Kent County

Kent County is located in the western region of the Lower Peninsula of Michigan and had a population of 621,700 people in 2013. The largest city and county seat of Kent County is Grand Rapids. Approximately half of the population (49.1%) were male. In 2013, 74.6% of the population was 18 years of age or older. The median age was 35 years.

Race of Kent County residents.

White	82.1%
Black/African American	9.7%
Two or More Races	3.4%
Asian	2.5%
American Indian/Alaska Native	0.5%
Native Hawaiian/Other Pacific Islander	0.0%

Highest level of education attainment of Kent County residents 25 years of age and older.

Less than 9th grade	9th to 12th grade	High school graduate or equivalent	Some college	Associate's degree	Bachelor's degree	Graduate or professional degree
4.7%	6.3%	23.9%	22.2%	8.9%	21.8%	12.2%

The median household income in Kent County from 2008 to 2012 was $51,992.

Poverty and unemployment in Kent County.

People in Poverty	14.7%
Children in Poverty	18.2%
Unemployment	7.6%
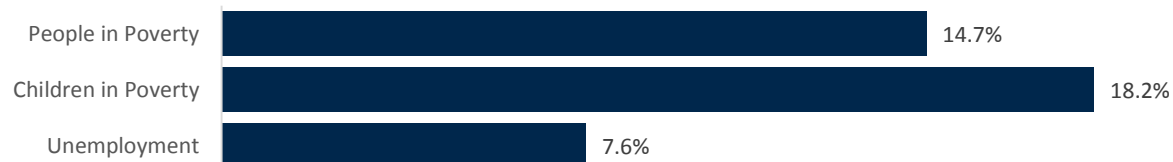
4. Monroe County
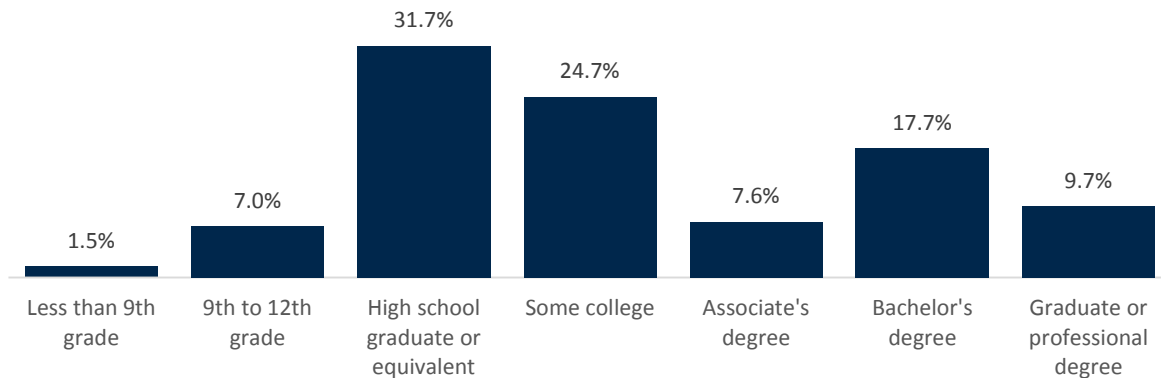
Monroe County is located in the southeastern region of the Lower Peninsula of Michigan and had a population of 150,376 people in 2013. The largest city and county seat of Monroe County is Monroe. Approximately half of the population (49.6%) were male. In 2013, 77.2% of the population was 18 years of age or older. The median age was 42 years.

Race of Monroe County residents.

White — 98.6%
Black/African American — 2.3%
Two or More Races — 1.4%
Asian — 0.6%
American Indian/Alaska Native — 0.6%
Native Hawaiian/Other Pacific Islander — 0.0%
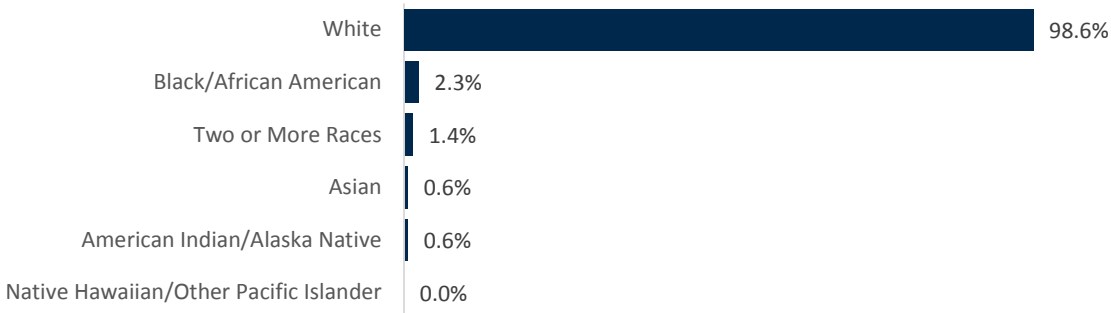
Highest level of education attainment of Monroe County residents 25 years of age and older.

Less than 9th grade — 2.7%
9th to 12th grade — 7.7%
High school graduate or equivalent — 33.9%
Some college — 25.7%
Associate's degree — 10.6%
Bachelor's degree — 13.8%
Graduate or professional degree — 5.7%

The median household income in Monroe County from 2008 to 2012 was $53,561.

Poverty and unemployment in Monroe County in 2012.

People in Poverty — 12.9%
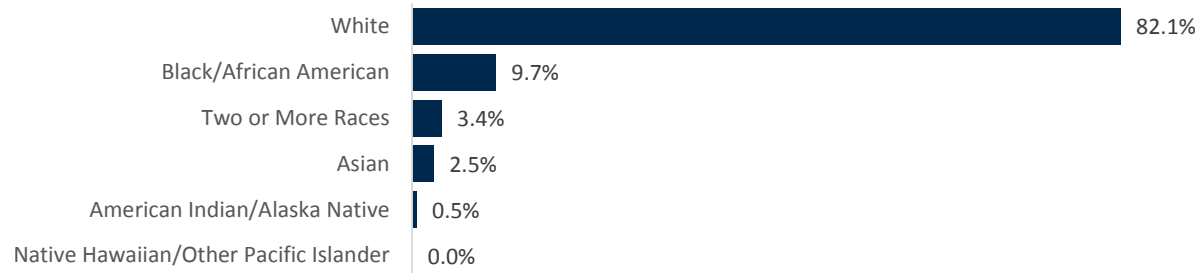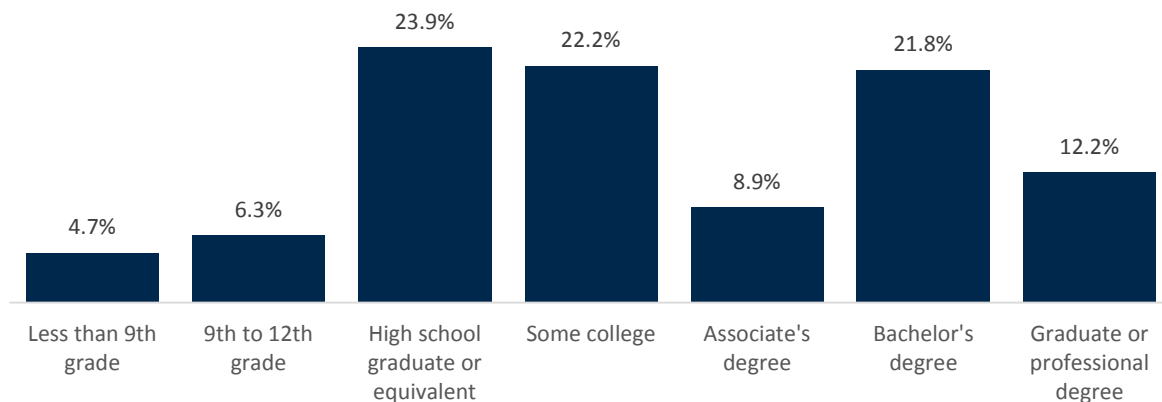Children in Poverty — 17.3%
Unemployment — 9.8%

5. Van Buren County

Van Buren County is located in the southwestern region of the Lower Peninsula of Michigan and had a population of 75,455 people in 2013. The largest city in Van Buren County is South Haven and the county seat is Paw Paw. Approximately half of the population (48.9%) were male. In 2013, 75.7% of the population was 18 years of age or older. The median age was 42 years.

Race of Van Buren County residents.

Race	Percentage
White	88.5%
Black/African American	3.9%
Two or More Races	3.7%
American Indian/Alaska Native	0.5%
Asian	0.3%
Native Hawaiian/Other Pacific Islander	0.0%
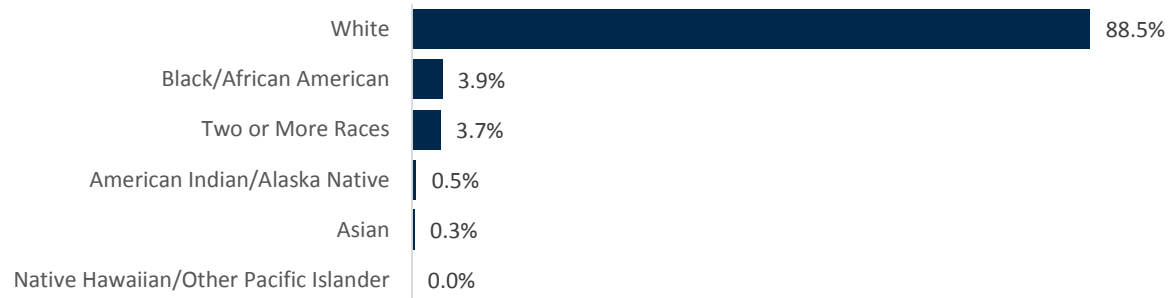
Highest level of education attainment of Van Buren County residents 25 years of age and older.

Education level	Percentage
Less than 9th grade	6.4%
9th to 12th grade	6.9%
High school graduate or equivalent	35.3%
Some college	23.1%
Associate's degree	7.5%
Bachelor's degree	13.0%
Graduate or professional degree	7.8%

The median household income in Van Buren County from 2008 to 2012 was $45,081.

Poverty and unemployment in Van Buren County.

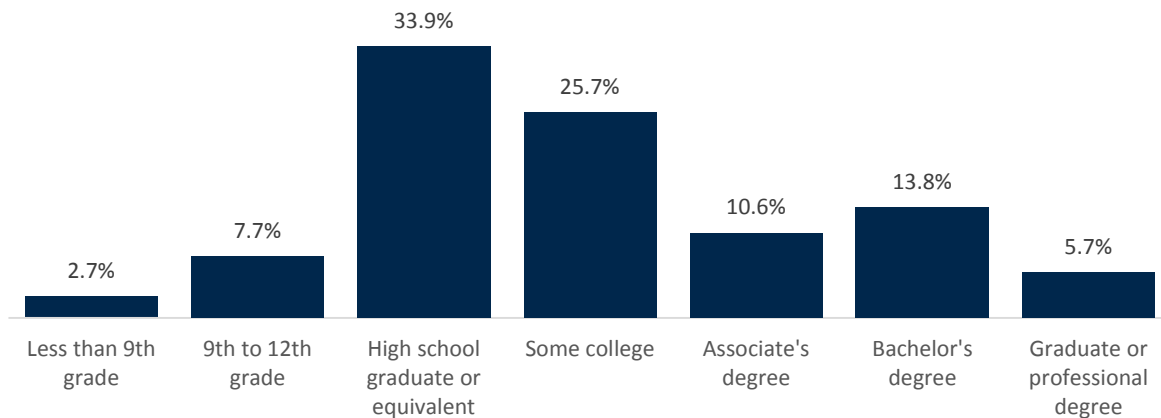| Category	Percentage
People in Poverty	17.7%
Children in Poverty	22.1%
Unemployment	6.6%
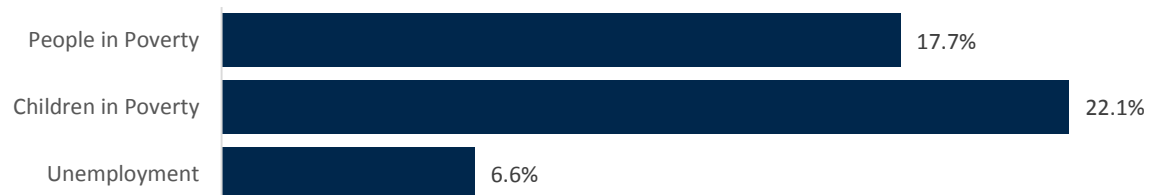
6. Washtenaw County

Washtenaw County is located in the southeastern region of the Lower Peninsula of Michigan and had a population of 354,240 people in 2013. The largest city and county seat in Washtenaw County is Ann Arbor. Approximately half of the population (49.3%) were male. In 2013, 80.1% of the population was 18 years of age or older. The median age was 34 years.

Race of Washtenaw County residents.

White	74.3%
Black/African American	12.2%
Asian	8.1%
Two or More Races	4.2%
American Indian/Alaska Native	0.3%
Native Hawaiian/Other Pacific Islander	0.0%
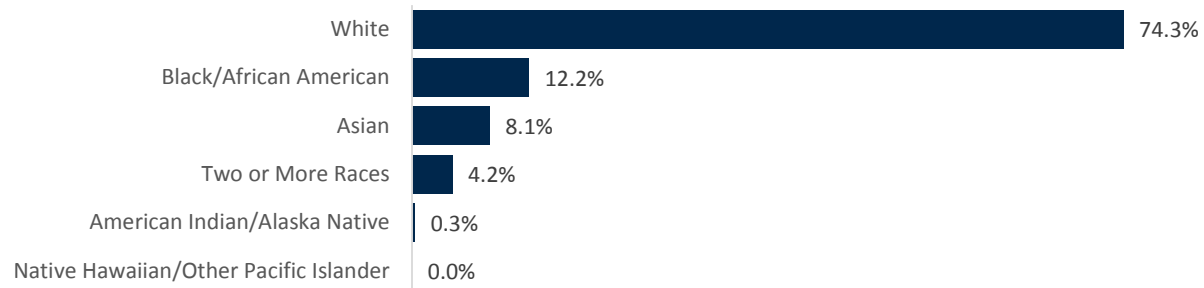
Highest level of education attainment of Washtenaw County residents 25 years of age and older.

Less than 9th grade	1.2%
9th to 12th grade	3.9%
High school graduate or equivalent	15.6%
Some college	19.5%
Associate's degree	6.2%
Bachelor's degree	25.5%
Graduate or professional degree	28.0%

The median household income in Washtenaw County from 2008 to 2012 was $59,660.

Poverty and unemployment in Washtenaw County.

People in Poverty	16.7%
Children in Poverty	15.5%
Unemployment	7.8%
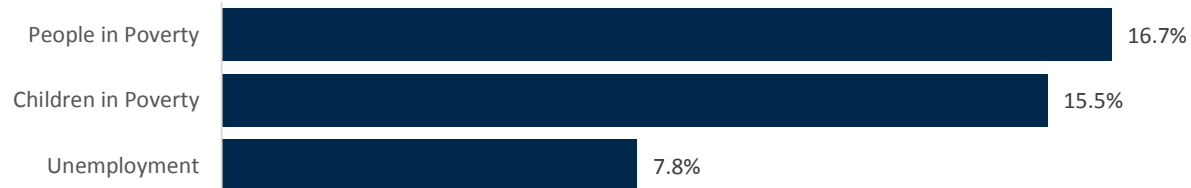
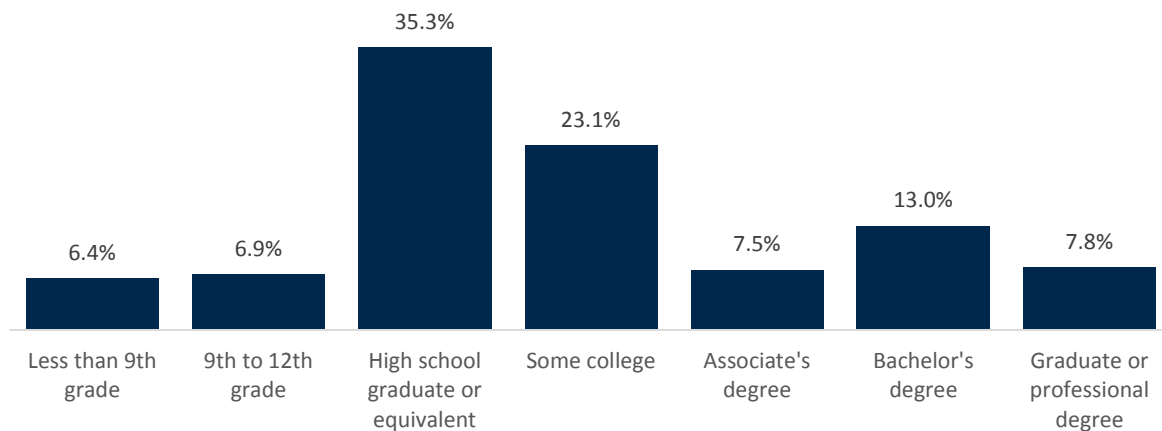## 7. Wayne County

Wayne County is located in the southeastern region of the Lower Peninsula of Michigan and had a population of 1,775,273 people in 2013. The largest city and county seat in Wayne County is Detroit. Approximately half of the population (48.1%) were male. In 2013, 75.7% of the population was 18 years of age or older. The median age was 38 years.
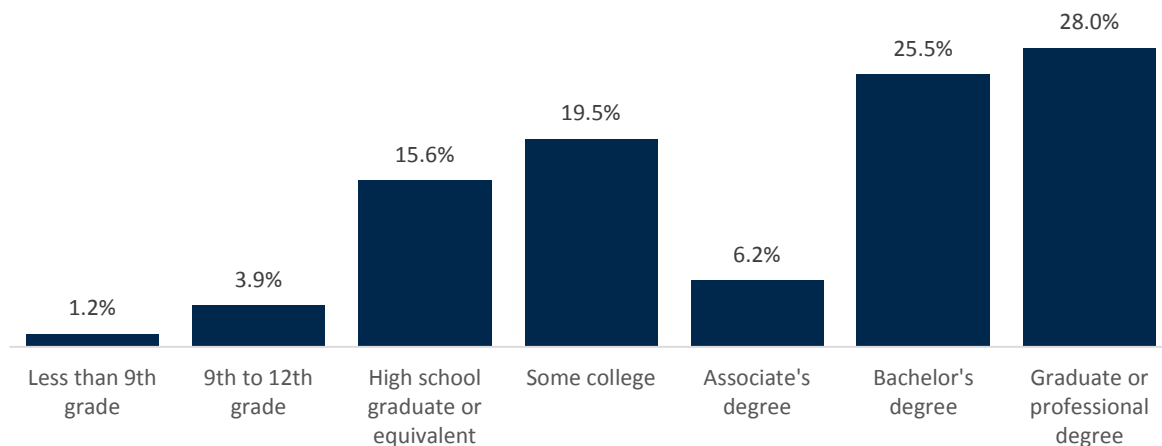
Race of Wayne County residents.

White	53.1%
Black/African American	39.3%
Asian	3.0%
Two or More Races	2.2%
American Indian/Alaska Native	0.4%
Native Hawaiian/Other Pacific Islander	0.0%
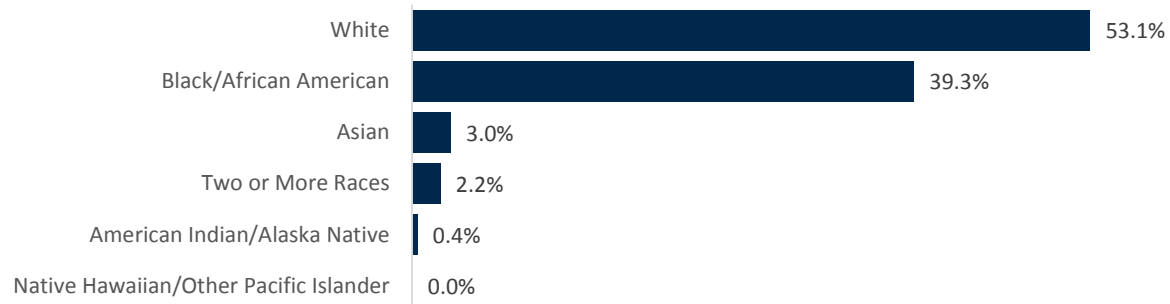
Highest level of education attainment of Wayne County residents 25 years of age and older.

Less than 9th grade	4.7%
9th to 12th grade	10.5%
High school graduate or equivalent	30.0%
Some college	25.1%
Associate's degree	7.5%
Bachelor's degree	13.2%
Graduate or professional degree	8.9%
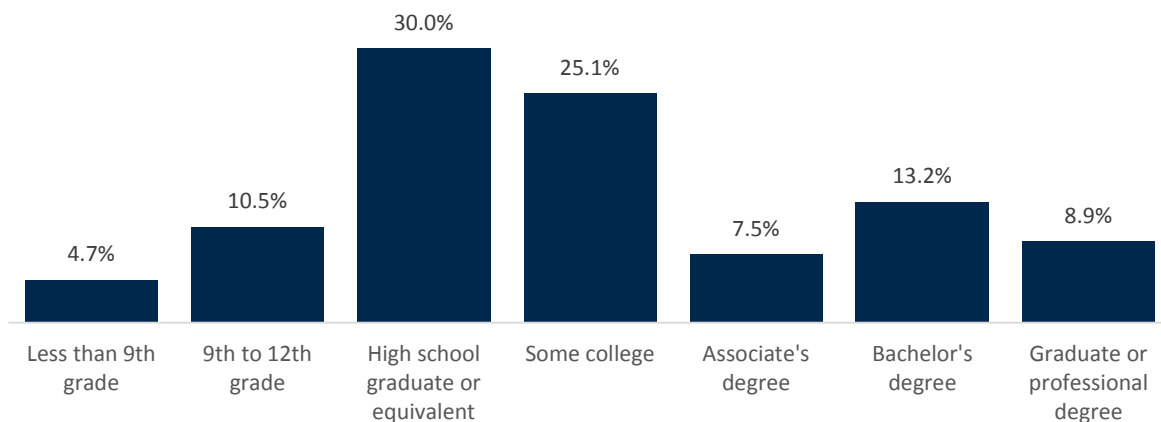
The median household income in Wayne County from 2008 to 2012 was $40,487.

Poverty and unemployment in Washtenaw County in 2012.

People in Poverty	24.9%
Children in Poverty	36.6%
Unemployment	14.8%
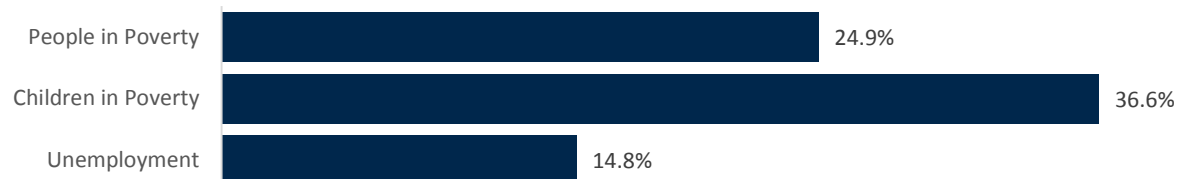
B. Michigan Predictors: Data Analysis Results

1. Linear Regression Model with All Predictors ($R^2 = 0.30$)

Predictor	Coefficient (95% CO)	p-value
Cheboygan-Wayne	**29.8 (18.6, 41.0)**	**<.0001**
Isabella-Wayne	**37.5 (25.1, 49.8)**	**<.0001**
Kent-Wayne	**28.7 (17.3, 40.0)**	**<.0001**
Monroe-Wayne	10.3 (-1.0, 21.5)	0.074
Van Buren-Wayne	**32.5 (19.4, 45.5)**	**<.0001**
Washtenaw-Wayne	10.3 (-2.0, 22.6)	0.101
Addresses in the past 3 years	-3.5 (-7.8, 0.8)	0.110
Number of children, truncated at 5	0.2 (-2.5, 2.8)	0.904
College degree	**12.6 (1.5, 23.7)**	**0.026**
Employment	**17.2 (9.9, 24.4)**	**<.0001**
Ever married to or lived with CP	**8.3 (0.4, 16.3)**	**0.041**
CP sole custody – other	3.6 (-5.9, 13.0)	0.461
Joint custody – other	6.2 (-9.3, 21.7)	0.433
NCP custody – other	8.1 (-4.5, 20.8)	0.209
Number of substance abuse + mental health issues	**-3.5 (-6.7, -0.3)**	**0.031**
NCP ever been in jail	**-12.2 (-19.4, -4.9)**	**0.001**
NCP on public assistance	**-4.3 (-11.7, 3.2)**	**0.262**

2. Reduced Linear Regression Model ($R^2 = 0.30$)

Predictor	Coefficient (95% CO)	p-value
Cheboygan	68.4 (56.4, 80.4)	<.0001
Isabella	77.4 (64.9, 89.9)	<.0001
Kent	67.6 (55.8, 79.5)	<.0001
Monroe	50.3 (38.4, 62.2)	<.0001
Van Buren	72.6 (59.3, 85.8)	<.0001
Washtenaw	49.9 (36.9, 63.0)	<.0001
Wayne	39.6 (28.2, 50.9)	<.0001
College degree	13.4 (2.5, 24.2)	0.016
Employment	18.1 (11.3, 25.0)	<.0001
Ever married to or lived with CP	8.6 (0.9, 16.3)	0.029
Number of substance abuse + mental health issues	-4.3 (-7.4, -1.2)	0.006
NCP every been in jail	-13.8 (-20.8, -6.7)	0.0001

3. Logistic Regression Model for Categories of Percent Obligation Paid Odds Ratios with 95% Confidence Intervals

Predictor	Outcome	Beta	Std Error	p-value	OR (95% CI)
Addresses in the past 3 years	Over 80%	-0.28	0.20	0.168	0.76 (0.51, 1.12)
	50%-80%	0.05	0.21	0.802	1.05 (0.70, 1.59)
	30%-50%	0.22	0.23	0.356	1.24 (0.78, 1.97)
Number of children, truncated at 5	Over 80%	0.00	0.12	0.977	1.00 (0.78, 1.27)
	50%-80%	-0.05	0.13	0.702	0.95 (0.74, 1.23)
	30%-50%	0.02	0.14	0.872	1.02 (0.77, 1.36)
College degree	**Over 80%**	**1.26**	**0.63**	**0.046**	**3.53 (1.11, 13.93)**
	50%-80%	0.19	0.78	0.804	1.21 (0.25, 5.83)
	30%-50%	-0.71	1.18	0.546	0.49 (0.02, 3.87)
Employment	**Over 80%**	**1.50**	**0.34**	**<.0001**	**4.50 (2.34, 8.83)**
	50%-80%	0.60	0.35	0.090	1.82 (0.91, 3.65
	30%-50%	-0.07	0.40	0.863	0.93 (0.42, 2.04)
Ever married to or lived with CP	**Over 80%**	**0.82**	**0.37**	**0.028**	**2.27 (1.10, 4.71)**
	50%-80%	0.28	0.37	0.446	1.33 (0.64, 2.79)
	30%-50%	0.15	0.41	0.722	1.16 (0.52, 2.64)
Number of substance abuse + psychiatric co-morbidities	**Over 80%**	**-0.31**	**0.14**	**0.027**	**0.73 (0.55, 0.96)**
	50%-80%	**-0.37**	**0.15**	**0.016**	**0.69 (0.51, 0.93)**
	30%-50%	-0.27	0.16	0.107	0.77 (0.55, 1.05)
NCP ever been in jail	**Over 80%**	**-1.50**	**0.37**	**<.0001**	**0.22 (0.11, 0.45)**
	50%-80%	-0.53	0.41	0.196	0.59 (0.26, 1.31)
	30%-50%	**-1.07**	**0.44**	**0.014**	**0.34 (0.14, 0.81)**
NCP on public assistance	Over 80%	-0.32	0.34	0.347	0.73 (0.37, 1.41)
	50%-80%	-0.18	0.36	0.612	0.84 (0.42, 1.67)
	30%-50%	-0.38	0.40	0.346	0.69 (0.31, 1.49)

C. Predictor Survey Question Areas

The following national predictors were asked on the PM Additional Predictor survey but were not found to cause a significant different in obligation payment when determining the Michigan Predictors:

- If currently employed, how long does it take to get from your home to your place of employment (in minutes)?
- What is your usual mode of transportation? Car, Carpool, Public Transportation, Walking
- Is this transportation affordable?
- If you were in jail or prison, the last time you were in jail/prison, how long were you there?
- If you were in jail or prison, when did you get out (month and year)?
- If you were in prison, did you still have a relationship with your child/children?
- How many children do you have?
- How many children do you pay support for?
- Who are your children living with? Live with me, Biological Parent, Adoptive Parent, Other Family Member, Other
- How many jobs has the CP had in the past 6 months?
- How many miles away do you live from your child(ren)?
- When was the last time you saw your child(ren)?

D. PM NCP Characteristics by County

	PM Overall	Cheboygan	Isabella	Kent	Monroe	Van Buren	Washtenaw	Wayne
% male	88%	78%	79%	93%	90%	79%	93%	96%
% White	64%	93%	86%	54%	79%	79%	42%	25%
Average **age**	39	38	38	40	39	39	41	40
Highest level of **education**	Some college (30%)	Some college (36%)	Some college (33%)	Some college (28%)	Some college (28%)	High school diploma (31%)	Some college (30%)	Some college (29%)
% on **public assistance**	32%	43%	22%	29%	29%	40%	23%	37%
If on public assistance, % on **Food Stamps**	93%	87%	100%	91%	93%	100%	86%	98%
% currently **employed**	61%	63%	64%	60%	66%	52%	65%	53%
Average monthly **income** (under $15,000)	$2,085	$1,676	$1,971	$2,291	$2,171	$1,872	$2,868	$1,625
Average **# of jobs** in last 6 months	1	1	1	1	1	1	1	1
% on **unemployment benefits**	7%	14%	8%	5%	9%	6%	0%	4%
% **incarcerated**, jail or prison	56%	58%	54%	58%	64%	66%	44%	56%
Average **# of addresses** in last 3 yrs	2	2	3	2	2	2	2	2
% **married** to CP	40%	49%	53%	35%	40%	41%	47%	25%
% **lived with** CP	62%	71%	74%	60%	67%	51%	65%	45%
% screened positive for **depression**	23%	18%	21%	19%	16%	33%	26%	39%
% screened positive for **generalized anxiety disorder**	27%	26%	20%	28%	24%	13%	28%	35%
% screened positive for **social anxiety**	17%	16%	11%	18%	15%	27%	21%	15%
% screened positive for **substance abuse**	13%	17%	10%	14%	7%	15%	11%	14%
Average # of **mental health concerns**	1	1	1	1	1	1	1	1

E. Definitions of Activity Types

Below are the definitions for the activity types for the PM pilot, as outlined in the "Retooling Grant Policy for Pilot Friend of the Court Staff."

Supportive Contacts: FOC staff will provide supportive contacts to the NCP, reminding him/her of upcoming appointments or payment deadlines.

"Thank you:" FOC staff may thank the NCP through calls or letters in response to full or partial payments or other positive interaction with or action from the NCP. FOC staff may take this action even for those PM NCPs who have shown the ability to routinely meet 80 to 100 percent of their monthly obligation.

Follow-up contacts: FOC staff will contact the NCP after missed payments or appointments in an effort to identify the NCP's challenges and actions FOC staff can take to assist with those challenges.

Order modifications: FOC staff will offer meaningful and personal assistance in this area – especially if three years have passed since the last modification review. Or, if the case does not meet the three-year requirement, FOC staff can conduct a review to determine if the NCP's circumstances have changed. FOC staff will avoid requiring the NCP to file motions. Instead, FOC staff will take the action(s) pursuant to their own authority.

Parenting time services: FOC staff may offer parenting time services, especially if parenting time challenges are interfering with the NCP's ability to make or keep contact with his/her children.

Coordination with other FOC offices: If the PM NCP has cases in other counties, FOC staff will coordinate with and encourage FOC staff in other counties to provided needed assistance or services for the PM NCP (e.g., order modifications).

Arrears management strategies: FOC staff will implement strategies as identified in Section 6.51 of the *Michigan IV-D Child Support Manual*. FOC staff will follow these policies but will provide additional assistance in this area (e.g., assisting the NCP in completing necessary forms).

Locate: FOC staff will make focused and concerted location attempts for those NCPs whom FOC staff are unable to contact or locate.

Job placement services: If the NCP has lost his/her job, FOC staff may refer the NCP to a job placement assistance organization.
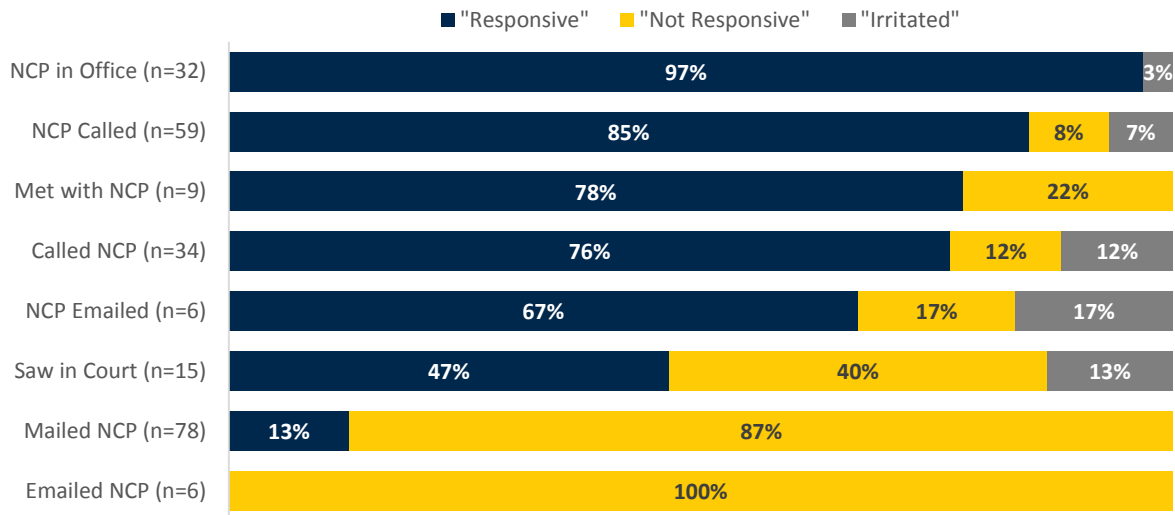
General Education Development (GED): If the NCP has not graduated from high school, FOC staff may refer the NCP to a community-based GED program or a program/organization that can assist the NCP in obtaining his/her high school diploma.

Enhanced parenting time services: FOC staff may refer the NCP to parenting classes with or without CP participation.

F. Responsiveness to Contact Methods Used for Specific Activity Types

1. Follow-Up Contact

NCP responsiveness by contact method for Follow-Up activities (n=240).

Legend: ■ "Responsive" ■ "Not Responsive" ■ "Irritated"

Contact Method	"Responsive"	"Not Responsive"	"Irritated"
NCP in Office (n=32)	97%		3%
NCP Called (n=59)	85%	8%	7%
Met with NCP (n=9)	78%	22%	
Called NCP (n=34)	76%	12%	12%
NCP Emailed (n=6)	67%	17%	17%
Saw in Court (n=15)	47%	40%	13%
Mailed NCP (n=78)	13%	87%	
Emailed NCP (n=6)		100%	

2. Supportive Contact

NCP responsiveness by contact method for Supportive Contacts (n=148).

Legend: ■ "Responsive" ■ "Not Responsive" ■ "Irritated"

Contact Method	"Responsive"	"Not Responsive"	"Irritated"
NCP Called (n=19)	100%		
Called NCP (n=33)	88%	9%	3%
NCP in Office (n=7)	86%	14%	
Met with NCP (n=9)	78%	11%	11%
Saw in Court (n=3)	67%		33%
Mailed NCP (n=76)	61%	38%	1%
Emailed NCP (n=5)	60%	67%	
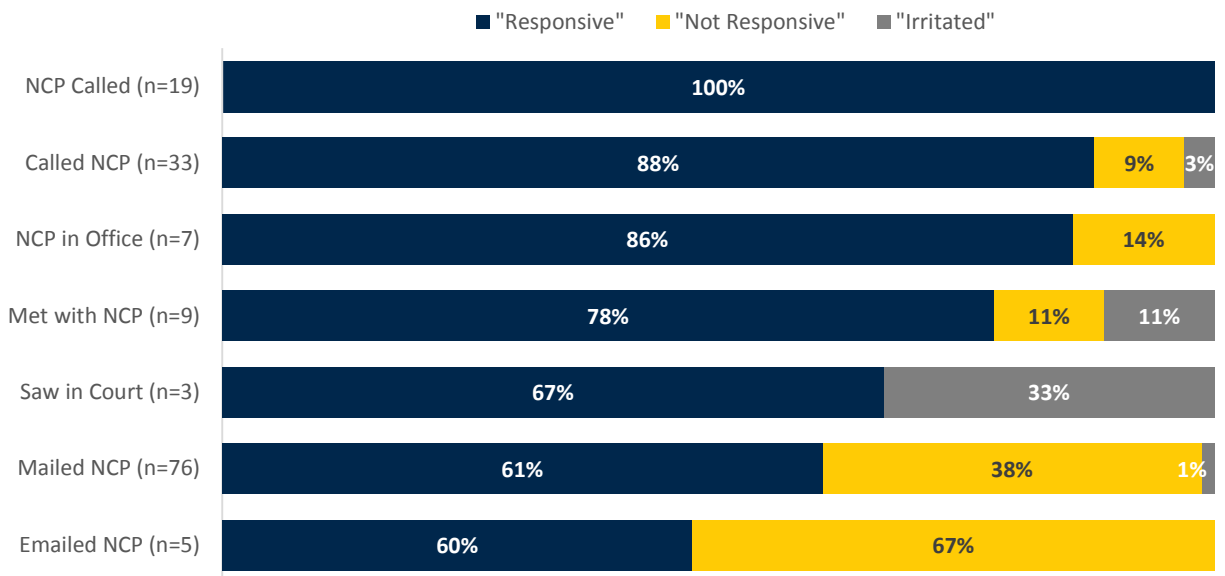
3. Other Contacts

NCP responsiveness by contact method for Other Contacts (n=37).

■ "Responsive"　■ "Not Responsive"　■ "Irritated"

Contact Method	Responsive	Not Responsive	Irritated
NCP in Office (n=4)	100%		
NCP Called (n=9)	89%		11%
Met with NCP (n=7)	71%	14%	14%
Called NCP (n=3)	67%	33%	
NCP Emailed (n=2)	50%		50%
Mailed NCP (n=9)	33%	67%	
Saw in Court (n=3)			100%