#### 105TH CONGRESS 1ST SESSION

# S. 1293

To improve the performance outcomes of the child support enforcement program in order to increase the financial stability and well-being of children and families.

### IN THE SENATE OF THE UNITED STATES

October 9, 1997

Mr. Rockefeller (for himself and Ms. Snowe) introduced the following bill; which was read twice and referred to the Committee on Finance

## A BILL

- To improve the performance outcomes of the child support enforcement program in order to increase the financial stability and well-being of children and families.
  - 1 Be it enacted by the Senate and House of Representa-
  - 2 tives of the United States of America in Congress assembled,
  - 3 SECTION 1. SHORT TITLE.
  - 4 This Act may be cited as the "Child Support Per-
  - 5 formance Improvement Act of 1997".
  - 6 SEC. 2. INCENTIVE PAYMENTS TO STATES.
  - 7 (a) In General.—Part D of title IV of the Social
  - 8 Security Act (42 U.S.C. 651–669) is amended by inserting
  - 9 after section 458 the following:

### 1 "SEC. 458A. INCENTIVE PAYMENTS TO STATES.

2	"(a) In General.—In addition to any other pay-
3	ment under this part, the Secretary shall, subject to sub-
4	section (f), make an incentive payment to each State for
5	each fiscal year in an amount determined under subsection
6	(b).
7	"(b) Amount of Incentive Payment.—
8	"(1) In General.—The incentive payment for
9	a State for a fiscal year is equal to the sum of the
10	applicable percentages (determined in accordance
11	with paragraph (3)) of the maximum incentive
12	amount for the State for the fiscal year, with respect
13	to each of the following measures of State perform-
14	ance for the fiscal year:
15	"(A) The paternity establishment perform-
16	ance level.
17	"(B) The support order performance level.
18	"(C) The current payment performance
19	level.
20	"(D) The arrearage payment performance
21	level.
22	"(E) The cost-effectiveness performance
23	level.
24	"(F) Subject to section 2(d)(2)(C) of the
25	Child Support Performance Improvement Act of
26	1997, the medical support performance level.

1	"(2) Maximum incentive amount.—
2	"(A) In general.—For purposes of para-
3	graph (1), the maximum incentive amount for
4	a State for a fiscal year is—
5	"(i) subject to subsection (e)(2), with
6	respect to the performance measures de-
7	scribed in subparagraphs (A), (B), and (C)
8	of paragraph (1), 0.49 percent of the State
9	collections base for the fiscal year;
10	"(ii) subject to subsection (e)(2), with
11	respect to the performance measures de-
12	scribed in subparagraphs (D) and (E) of
13	paragraph (1), 0.37 percent of the State
14	collections base for the fiscal year; and
15	"(iii) with respect to the performance
16	measure described in subparagraph (F),
17	such percentage of the State collections
18	base for the fiscal year as the Secretary by
19	regulation may determine in accordance
20	with subsection $(e)(2)$ .
21	"(B) STATE COLLECTIONS BASE.—For
22	purposes of subparagraph (A), the State collec-
23	tions base for a fiscal year is equal to the sum
24	of—
25	"(i) 2 times the sum of—

1	"(I) the total amount of support
2	collected during the fiscal year under
3	the State plan approved under this
4	part in cases in which the support ob-
5	ligation involved is required to be as-
6	signed to the State pursuant to part
7	A or E of this title or title XIX; and
8	"(II) the total amount of support
9	collected during the fiscal year under
10	the State plan approved under this
11	part in cases in which the support ob-
12	ligation involved was so assigned but,
13	at the time of collection, is not re-
14	quired to be so assigned; and
15	"(ii) the total amount of support col-
16	lected during the fiscal year under the
17	State plan approved under this part in all
18	other cases.
19	"(3) Determination of applicable per-
20	CENTAGES BASED ON PERFORMANCE LEVELS.—
21	"(A) Paternity establishment.—
22	"(i) Determination of paternity
23	ESTABLISHMENT PERFORMANCE LEVEL.—
24	The paternity establishment performance
25	level for a State for a fiscal year is, at the

option of the State, the IV-D paternity establishment percentage determined under section 452(g)(2)(A) or the statewide paternity establishment percentage determined under section 452(g)(2)(B).

"(ii) Determination of applicable percentage with respect to a State's paternity establishment performance level is as follows:

At least:	But less than:	The applicable percentage is:
80%		100
79%	80%	98
78%		96
77%		94
76%		92
75%	76%	90
74%	75%	88
73%	74%	86
72%	73%	84
71%	72%	82
70%	71%	80
i9%	70%	79
8%	69%	78
	·	77
66%	67%	76
55%	66%	75
34%	65%	74
33%	64%	73
32%		72
31%	62%	71
80%	61%	70
59%		69
58%	59%	68
57%	58%	67
56%	57%	66
55%	56%	65
54%	55%	64
53%	54%	63
52%		62
51%	•	61
50%		60

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"If the paternity establishment performance level is:		The applicable percentage is:
At least:	But less than:	percentage is:
0%	50%	0.

Notwithstanding the preceding sentence, if the paternity establishment performance level of a State for a fiscal year is less than 50 percent but exceeds by at least 10 percentage points the paternity establishment performance level of the State for the immediately preceding fiscal year, then the applicable percentage with respect to the State's paternity establishment performance level is 50 percent. "(B) Establishment of child support ORDERS.— DETERMINATION OF SUPPORT ORDER PERFORMANCE LEVEL.—The support order performance level for a State for a fiscal year is the percentage of the total number of cases under the State plan approved under this part in which there is a support order during the fiscal year.

"(ii) DETERMINATION OF APPLICABLE PERCENTAGE.—The applicable percentage

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with respect to a State's support order performance level is as follows:

At least:	But less than:	The applicable percentage is:
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80%		100
79%	80%	98
78%	79%	96
77%	78%	94
76%	77%	92
75%	76%	90
74%	75%	88
73%	74%	86
72%	73%	84
71%	72%	82
70%	71%	80
69%	70%	79
68%	69%	78
37%	68%	77
36%	67%	76
65%	66%	75
34%	65%	74
33%	64%	73
32%	63%	72
31%	62%	71
60%	61%	70
59%	60%	69
58%	59%	68
57%	58%	67
56%	57%	66
55%	56%	65
54%	55%	64
53%	•	63
· ·	54%	62
52%	53%	62 61
51%	52%	
50%	51%	60
0%	50%	0.

Notwithstanding the preceding sentence, if the support order performance level of a State for a fiscal year is less than 50 percent but exceeds by at least 5 percentage points the support order performance level of the State for the immediately preceding

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fiscal year, then the applicable percentage
with respect to the State's support order
performance level is 50 percent.

4 "(C) COLLECTIONS ON CURRENT CHILD 5 SUPPORT DUE.—

"(i) DETERMINATION OF CURRENT PAYMENT PERFORMANCE LEVEL.—The current payment performance level for a State for a fiscal year is equal to the total amount of current support collected during the fiscal year under the State plan approved under this part divided by the total amount of current support owed during the fiscal year in all cases under the State plan, expressed as a percentage.

"(ii) Determination of applicable percentage with respect to a State's current payment performance level is as follows:

"If the current payment performance level is:		The applicable
At least:	But less than:	percentage is:
80%		100
79%	80%	98
78%	79%	96
77%	78%	94
76%	77%	92
75%	76%	90
74%	75%	88
73%	74%	86
72%	73%	84
	72%	82

"If the current paymen	The applicable percentage is:	
At least:	But less than:	percentage is
70%	71%	80
59%	70%	79
i8%	69%	78
57%	68%	77
66%	67%	76
55%	66%	75
54%	65%	74
53%	64%	73
52%	63%	72
51%	62%	71
60%	61%	70
59%	60%	69
	59%	68
.7%	58%	67
6%	57%	66
5%	56%	65
4%	55%	64
3%	54%	63
2%	53%	62
51%	52%	61
0%	51%	60
19%	50%	59
 18%	49%	58
.7%	48%	57
.6%	47%	56
5%	46%	55
4%	45%	54
3%	44%	53
2%	43%	52
1%	42%	51
.0%	41%	50
%	40%	0.

Notwithstanding the preceding sentence, if the current payment performance level of a State for a fiscal year is less than 40 percent but exceeds by at least 5 percentage points the current payment performance level of the State for the immediately preceding fiscal year, then the applicable percentage with respect to the State's current payment performance level is 50 percent.

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1	"(D) Collections on Child Support
2	ARREARAGES.—
3	"(i) Determination of Arrearage
4	PAYMENT PERFORMANCE LEVEL.—The ar-
5	rearage payment performance level for a
6	State for a fiscal year is equal to the total
7	number of cases under the State plan ap-
8	proved under this part in which payments
9	of past-due child support were received
10	during the fiscal year and part or all of the
11	payments were distributed to the family to
12	whom the past-due child support was owed
13	(or, if all past-due child support owed to
14	the family was, at the time of receipt, sub-
15	ject to an assignment to the State, part or
16	all of the payments were retained by the
17	State) divided by the total number of cases
18	under the State plan in which there is
19	past-due child support, expressed as a per-
20	centage.
21	"(ii) Determination of applicable
22	PERCENTAGE.—The applicable percentage
23	with respect to a State's arrearage pay-
24	ment performance level is as follows:

"If the arrearage paym At least:	The applicable percentage is:	
At least:	But less than:	
60%		100
9%	. 80%	98
8%		96
7%	. 78%	94
6%	. 77%	92
5%	. 76%	90
4%		88
3%		86
2%		84
1%		82
0%		80
9%		79
18%		78
57%	. 68%	77
 6%		76
5%		75
	•	74
		73
2%	•	72
51%	•	71
		70
		69
 	•	68
.7%	•	67
66%		66
55%		65
		64
3%		63
2%		62
		61
0%		60
9%		59
		58
		57
6%		56
5%		55
4%	•	54
3%	•	53
2%	•	52
:1%		5 <u>1</u>
.0%	•	50
%	•	0.

Notwithstanding the preceding sentence, if the arrearage payment performance level of a State for a fiscal year is less than 40 percent but exceeds by at least 5 percent-

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age points the arrearage payment performance level of the State for the immediately preceding fiscal year, then the applicable percentage with respect to the State's arrearage payment performance level is 50 percent.

### "(E) Cost-effectiveness.—

"(i) Determination of cost-efffectiveness performance level.—The cost-effectiveness performance level for a State for a fiscal year is equal to the total amount collected during the fiscal year under the State plan approved under this part divided by the total amount expended during the fiscal year under the State plan, expressed as a ratio.

"(ii) Determination of applicable percentage with respect to a State's cost-effectiveness performance level is as follows:

"If the cost-effectiveness performance level is:		The applicable	
	At least:	But less than:	percentage is:
5.00			100
4.50		4.99	90
4.00		4.50	80
3.50		4.00	70
3.00		3.50	60
2.50		3.00	50
2.00		2.50	40

"If the cost-effectivenes	The applicable	
At least:	But less than:	The applicable percentage is:
0.00	2.00	0.

"(F) Medical support.—Subject to section 2(d)(2)(C) of the Child Support Performance Improvement Act of 1997, the medical support performance level for a State for a fiscal year, and the applicable percentage for a State with respect to such level, shall be determined in accordance with regulations implementing the recommendations required to be included in the report submitted under section 2(d)(2)(B) of such Act.

"(c) TREATMENT OF INTERSTATE COLLECTIONS.—

12 In computing incentive payments under this section, support which is collected by a State at the request of another

14 State shall be treated as having been collected in full by

15 both States, and any amounts expended by a State in car
16 rying out a special project assisted under section 455(e)

17 shall be excluded.

"(d) Administrative Provisions.—The amounts of the incentive payments to be made to the States under this section for a fiscal year shall be estimated by the Section retary at or before the beginning of the fiscal year on the basis of the best information available, as obtained in accordance with section 452(a)(12). The Secretary shall

- 1 make the payments for the fiscal year, on a quarterly basis
- 2 (with each quarterly payment being made not later than
- 3 the beginning of the quarter involved), in the amounts so
- 4 estimated, reduced, or increased to the extent of any over-
- 5 payments or underpayments which the Secretary deter-
- 6 mines were made under this section to the States involved
- 7 for prior periods and with respect to which adjustment has
- 8 not already been made under this subsection. Upon the
- 9 making of any estimate by the Secretary under the preced-
- 10 ing sentence, any appropriations available for payments
- 11 under this section are deemed obligated.
- "(e) Regulations.—
- 13 "(1) IN GENERAL.—The Secretary shall pre-
- scribe such regulations as may be necessary govern-
- ing the calculation of incentive payments under this
- section, including directions for excluding from the
- 17 calculations certain closed cases and cases over
- which the States do not have jurisdiction, and regu-
- lations excluding from the calculations of the current
- 20 payment performance level and the arrearage pay-
- 21 ment performance level any case in which the State
- used State funds to make such payments for the pri-
- mary purpose of increasing the State's performance
- levels in such areas.

1 "(2) Regulations implementing the medi-2 CAL SUPPORT PERFORMANCE LEVEL.—Subject to 3 section 2(d)(2)(C) of the Child Support Performance Improvement Act of 1997, the Secretary shall pre-5 scribe regulations implementing the recommenda-6 tions required to be included in the report submitted 7 under section 2(d)(2)(B) of such Act. To the extent 8 necessary to ensure that the implementation of such 9 recommendations does not result in total Federal ex-10 penditures under this section in excess of the amount of such expenditures in the absence of such 12 implementation, such regulations may increase or 13 decrease the percentages specified in clauses (i) and 14 (ii) of subsection (b)(2)(A).

### "(f) Reinvestment.—

- "(1) IN GENERAL.—Until such time as the State qualifies for the maximum incentive amount possible, as determined under subsection (b)(2), payments under this section and section 458 shall supplement, not supplant, State child support expenditures under the State program under this part to the extent that such expenditures were funded by the State in fiscal year 1996.
- 24 "(2) Penalty.—Failure to satisfy the require-25 ment of paragraph (1) shall result in a proportionate

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- 1 reduction, determined by the Secretary, of future
- 2 payments to the State under this section and section
- 3 458.".
- 4 (b) Payments During Transition Period.—Not-
- 5 withstanding section 458A of the Social Security Act (42
- 6 U.S.C. 658A), as added by subsection (a), the amount of
- 7 an incentive payment for a State under such section shall
- 8 not be—
- 9 (1) in the case of fiscal year 2000, less than 80
- percent or greater than 120 percent of the incentive
- payment for the State determined under section 458
- of the Social Security Act (42 U.S.C. 658) for fiscal
- year 1999 (as such section was in effect for such fis-
- cal year);
- 15 (2) in the case of fiscal year 2001, less than 60
- percent or greater than 140 percent of the incentive
- payment for the State (as so determined);
- 18 (3) in the case of fiscal year 2002, less than 40
- percent or greater than 160 percent of the incentive
- payment for the State (as so determined); and
- 21 (4) in the case of fiscal year 2003, less than 20
- percent or greater than 180 percent of the incentive
- payment for the State (as so determined).
- (c) REGULATIONS.—Within 9 months after the date
- 25 of enactment of this section, the Secretary of Health and

1	Human Services shall prescribe regulations governing the
2	implementation of section 458A of the Social Security Act,
3	when such section takes effect, and the implementation
4	of subsection (b) of this section.
5	(d) Studies.—
6	(1) General review of New Incentive Pay-
7	MENT SYSTEM.—
8	(A) IN GENERAL.—The Secretary of
9	Health and Human Services (in this subsection
10	referred to as the "Secretary") shall conduct a
11	study of the implementation of the incentive
12	payment system established by section 458A of
13	the Social Security Act, in order to identify the
14	problems and successes of the system.
15	(B) Reports to congress.—
16	(i) Report on variations in state
17	PERFORMANCE ATTRIBUTABLE TO DEMO-
18	GRAPHIC VARIABLES.—Not later than Oc-
19	tober 1, 2000, the Secretary shall submit
20	to Congress a report that identifies any de-
21	mographic or economic variables that ac-
22	count for differences in the performance
23	levels achieved by the States with respect
24	to the performance measures used in the

system, and contains the recommendations

1	of the Secretary for such adjustments to
2	the system as may be necessary to ensure
3	that the relative performance of States is
4	measured from a baseline that takes ac-
5	count of any such variables.
6	(ii) Interim report.—Not later than
7	March 1, 2001, the Secretary shall submit
8	to Congress an interim report that con-
9	tains the findings of the study required by
10	subparagraph (A).
11	(iii) Final Report.—Not later than
12	October 1, 2003, the Secretary shall sub-
13	mit to Congress a final report that con-
14	tains the final findings of the study re-
15	quired by subparagraph (A). The report
16	shall include any recommendations for
17	changes in the system that the Secretary
18	determines would improve the operation of
19	the child support enforcement program.
20	(2) Development of medical support in-
21	CENTIVE.—
22	(A) IN GENERAL.—The Secretary, in con-
23	sultation with State directors of programs oper-
24	ated under part D of title IV of the Social Se-
25	curity Act and representatives of children po-

tentially eligible for medical support, such as child advocacy organizations, shall develop a new medical support performance measure based on the effectiveness of States in establishing and enforcing medical support obligations, and shall make recommendations for the incorporation of the measure, in a revenue neutral manner, into the incentive payment system established by section 458A of the Social Security Act.

- (B) Report.—Not later than October 1, 1998, the Secretary shall submit to the Committee on Ways and Means of the House of Representatives and the Committee on Finance of the Senate, a report that describes the performance measure and contains the recommendations required under subparagraph (A).
- (C) Congressional disapproval required.—
  - (i) IN GENERAL.—The Secretary shall, by regulation, implement the recommendations required to be included in the report submitted under subparagraph (B) unless a joint resolution is enacted, in

1	accordance with subparagraph (D), dis-
2	approving such recommendations before
3	the end of the 1-year period that begins
4	on the date on which the Secretary sub-
5	mits such report.
6	(ii) Exclusion of certain days.—
7	For purposes of clause (i) and subpara-
8	graph (D), the days on which either House
9	of Congress is not in session because of an
10	adjournment of more than 3 days to a day
11	certain shall be excluded from the com-
12	putation of the period.
13	(D) Congressional consideration.—
14	(i) Terms of the resolution.—
15	For purposes of subparagraph (C)(i), the
16	term "joint resolution" means only a joint
17	resolution that is introduced within the 1-
18	year period described in such subpara-
19	graph and—
20	(I) that does not have a pre-
21	amble;
22	(II) the matter after the resolv-
23	ing clause of which is as follows:
24	"That Congress disapproves the rec-
25	ommendations of the Secretary of

1	Health and Human Services regarding
2	the implementation of a medical sup-
3	port performance measure submitted
4	on", the blank space being filled
5	in with the appropriate date; and
6	(III) the title of which is as fol-
7	lows: "Joint resolution disapproving
8	the recommendations of the Secretary
9	of Health and Human Services re-
10	garding the implementation of a medi-
11	cal support performance measure.".
12	(ii) Referral.—A resolution de-
13	scribed in clause (i) that is introduced—
14	(I) in the House of Representa-
15	tives, shall be referred to the Commit-
16	tee on Ways and Means; and
17	(II) in the Senate, shall be re-
18	ferred to the Committee on Finance.
19	(iii) DISCHARGE.—If a committee to
20	which a resolution described in clause (i) is
21	referred has not reported such resolution
22	by the end of the 20-day period beginning
23	on the date on which the Secretary sub-
24	mits the report required under subpara-
25	graph (B), such committee shall be, at the

1	end of such period, discharged from fur-
2	ther consideration of such resolution, and
3	such resolution shall be placed on the ap-
4	propriate calendar of the House involved.
5	(iv) Consideration.—On or after
6	the third day after the date on which the
7	committee to which a resolution described
8	in clause (i) has reported, or has been dis-
9	charged from further consideration of such
10	resolution, such resolution shall be consid-
11	ered in the same manner as a resolution is
12	considered under subsections (d), (e), and
13	(f) of section 2908 of the Defense Base
14	Closure and Realignment Act of 1990 (10
15	U.S.C. 2687 note).
16	(e) Technical Amendments.—
17	(1) In general.—Section 341 of the Personal
18	Responsibility and Work Opportunity Reconciliation
19	Act of 1996 (42 U.S.C. 658 note) is amended—
20	(A) by striking subsection (a) and redesig-
21	nating subsections (b), (c), and (d) as sub-
22	sections (a), (b), and (c), respectively; and
23	(B) in subsection (c) (as so redesig-
24	nated)—

1	(i) by striking paragraph (1) and in-
2	serting the following:
3	"(1) Conforming amendments to present
4	SYSTEM.—The amendments made by subsection (a)
5	of this section shall become effective with respect to
6	a State as of the date the amendments made by sec-
7	tion 103(a) (without regard to section 116(a)(2))
8	first apply to the State."; and
9	(ii) in paragraph (2), by striking
10	"(c)" and inserting "(b)".
11	(2) Effective date.—The amendments made
12	by this subsection shall take effect as if included in
13	the enactment of section 341 of the Personal Re-
14	sponsibility and Work Opportunity Reconciliation
15	Act of 1996.
16	(f) Elimination of Predecessor Incentive Pay-
17	MENT SYSTEM.—
18	(1) Repeal.—Section 458 of the Social Secu-
19	rity Act (42 U.S.C. 658) is repealed.
20	(2) Conforming amendments.—
21	(A) Section 458A of the Social Security
22	Act (42 U.S.C. 658a) is redesignated as section
23	458.

1 (B) Paragraphs (1) and (2) of section 458(f) (as so redesignated) are each amended 2 3 by striking "and section 458". 4 (3) Effective date.—The amendments made 5 by this subsection shall take effect on October 1, 6 2003. 7 (g) GENERAL EFFECTIVE DATE.—Except as other-8 wise provided in this section, the amendments made by this section shall take effect on October 1, 1999. 10 SEC. 3. DATA INTEGRITY. 11 (a) Duty of the Secretary To Ensure Reli-12 ABLE DATA.—Section 452(a) of the Social Security Act 13 (42 U.S.C. 652(a)) is amended— 14 (1) in paragraph (10), by striking "and" at the 15 end; 16 (2) in paragraph (11), by striking the period 17 and inserting "; and"; and 18 (3) by adding at the end the following: 19 "(12) ensure that data required for the oper-20 ation of State programs is complete and reliable by 21 providing Federal guidance, technical assistance, 22 and monitoring.". 23 (b) DENYING INCENTIVE PAYMENTS WHEN FED-ERAL AUDITS FIND THAT CLAIMS ARE BASED ON INCOM-PLETE OR UNRELIABLE DATA.—Section 409(a)(8)(A) of

- 1 the Social Security Act (42 U.S.C. 609(a)(8)(A)) is
- 2 amended by striking the period and inserting the follow-
- 3 ing: ", and, in addition to the reductions specified in sub-
- 4 paragraph (B), no State shall be eligible for incentive pay-
- 5 ments pursuant to section 458 or 458A for any fiscal year
- 6 in which its claim is based on data found to be incomplete
- 7 or unreliable pursuant to an audit or audits conducted
- 8 under section 452(a)(4)(C).".
- 9 (c) Effective Date.—The amendments made by
- 10 this section shall take effect on October 1, 1999.

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