

Michigan IV-D Child Support Manual
Michigan Department of Health and Human Services

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1. Introduction

This manual section provides an overview of the performance factors and incentives for the child support program. It also discusses the Paternity Establishment Percentage (PEP) performance factor. Additional performance factor information will be incorporated into this manual section in a future publication.

1.1 Performance Factors and Incentives

The federal Office of Child Support Enforcement (OCSE) established an incentive system¹ to measure states’ performance levels in five factors:

- Paternity Establishment Percentage;

¹ Program performance factors, standards, financial incentives, and penalties are explained in more detail in 45 Code of Federal Regulations (CFR) 305.

- Support Order Percentage;
- Current Support Percentage;
- Arrears Case Percentage; and
- Cost Effectiveness.

OCSE distributes a shared pool of federal incentive funding to the states each year based on each state's performance in these factors. OCSE uses the reported child support collection data to calculate the collection base amount for each performance factor, which it then uses in a formula to calculate each state's portion of the shared incentive pool. The incentive pool is shared among the states, but the total pool amount is statutorily capped at (limited to) a specific dollar amount.

To receive federal incentives, states must reach a specific level of performance for each performance factor. States must also prove that the child support collection data is 95 percent reliable in their computer systems based on an annual OCSE-conducted Data Reliability Audit (DRA).² Additionally, if one state substantially improves its performance from the previous year, it may receive a larger portion of the federal incentives and, consequently, decrease other states' share of the capped funding pool.

In Michigan, a portion of the federal incentives is shared with the counties. The incentives are paid to the counties based on each county's performance level for each of the performance factors.³ Therefore, IV-D staff will help improve both Michigan's overall federal incentives and county incentives through efficient and effective IV-D service delivery, case clean-up, case closure, and proper case and data entry.

1.2 Improving Performance Factors and Incentives

The performance factors Paternity Establishment Percentage, Support Order Percentage, Current Support Percentage, and Arrears Case Percentage, are calculated using a ratio with a numerator and a denominator. There are two ways to improve the ratio: either increase the numerator or decrease the denominator.

Many states have experienced substantial success in reducing the denominator through case clean-up and case closure projects. In addition, states have improved the numerator by increasing service delivery (e.g., more paternity and support orders established, more collections, etc.) and through proper case coding.

² The DRA is explained in 45 CFR 305.

³ Ref: [IV-D Memorandum 2011-003, Payment of Federal Performance Incentives and Federal Performance Incentives Reporting on the Title IV-D Cooperative Reimbursement Actual Expenditure Report \(DHS-286\)](#).

[Exhibit 1.30E1, Performance Factor Indicators](#), defines the first four performance factors shown above. It also lists lines on the federal reports⁴ that relate to each performance factor, relevant Michigan Child Support Enforcement System (MiCSES) screens, and the associated data elements needed to meet each performance factor. IV-D staff may use this document to identify how to properly complete each MiCSES field to receive credit for the specific performance factor, which will then improve both federal and county incentives.

2. Paternity Establishment Percentage (PEP)

Paternity establishment is an essential component in obtaining and enforcing support orders for children. As of 2013, the percentage of children born out of wedlock (BOW)⁵ in Michigan was 42.4 percent.⁶

In addition to providing a basis for child support, paternity establishment provides legal rights and privileges for children BOW. Among these may be rights to inheritance, rights to the father's medical and life insurance benefits, and rights to Social Security and possibly veterans' benefits. The child also has a chance to develop a relationship with the father, and to develop a sense of identity and connection to the father's family.

The PEP indicates how well a state does in ensuring children BOW have paternity established. IV-D staff may take steps to improve the PEP by understanding the PEP definition and measures, appropriate case actions and statewide initiatives for improving PEP, and methods for monitoring PEP.

2.1 Definition

PEP is the percentage of children BOW with paternity established or acknowledged.⁷ Federal regulations require a 90 percent minimum PEP rate⁸ for states to earn full incentives and to avoid penalties to the federal Temporary Assistance for Needy Families (TANF) block grant funding.⁹

⁴ States report their child support performance data to OCSE using federal reports. Ref: Subsection 2.3, "Federal Reporting of PEP," of this manual section for more information.

⁵ The term "children born out of wedlock" refers to children who were born to unmarried parents.

⁶ Ref: the chart for Births to Unmarried Women in the [National Vital Statistics Reports](#).

⁷ Federal regulations and federal report instructions use the terms "established" and "acknowledged" to indicate methods by which paternity is legally established under the state's laws. In this manual section, the term "established" is used to indicate paternity legally established through court orders, Affidavits of Parentage (AOPs), and other legally recognizable methods in Michigan.

⁸ A state's PEP rate may exceed 100 percent when there are more children BOW with paternity established in the current year than there are children BOW in the previous year. Ref: Subsection 2.2 of this manual section for information on calculating PEP.

⁹ Program performance measures, standards, financial incentives, and penalties are explained in more detail in 45 CFR 305.

2.2 PEP Measures¹⁰

There are four methods for measuring PEP:

- Statewide PEP;
- State IV-D PEP;
- County IV-D PEP; and
- Hospital PEP.

These methods are detailed below.

2.2.1 Statewide PEP

Statewide PEP is the percentage of children BOW with paternity established in Michigan (whether on a IV-D case or not).¹¹ This figure is calculated by dividing the total number of children BOW with paternity established in Michigan in a *calendar year* (CY)¹² (found on Line 9 of the adjusted FR-157 and the OCSE-157 sent to OCSE)¹³ by the number of Michigan children BOW in the *previous* CY (found on Line 8a of the adjusted FR-157 and the OCSE-157 reported to OCSE).

The ratio is as follows:

$$\frac{\text{Number of children BOW with paternity established in Michigan in a CY}}{\text{Number of Michigan children BOW in the previous CY}}$$

Statewide PEP, BOW data and paternity establishment data are available in the CPR/BRS,¹⁴ which is maintained by the Michigan Department of Health and Human Services (MDHHS), Division for Vital Records and Health Statistics (Vital Records).

2.2.2 State IV-D PEP

State IV-D PEP is the percentage of children BOW with paternity established on all open IV-D cases in MiCSES.¹⁵ This figure is calculated

¹⁰ The Michigan PEP Calculation Example Chart – FY 2014 in Subsection 2.2.5 of this manual section shows how the statewide PEP, state IV-D PEP and county IV-D PEP are calculated for federal reporting. Hospital PEP is not included in federal reporting.

¹¹ To maximize PEP reporting numbers, states may opt to include adopted children. Michigan currently opts not to count adopted children for statewide PEP, but may opt to do so in the future.

¹² For the statewide PEP, a state may use the CY, the state fiscal year (FY), or the federal FY; since FY 2002, Michigan has used the CY.

¹³ The FR-157 is the state version of the federal OCSE-157 report. Ref: [Business Objects Report Description: Child Support Enforcement Annual Data Report FR-157 \(OCSE-157\)](#) for information on the FR-157 report.

¹⁴ CPR/BRS is the Central Paternity Registry and Birth Registry System. For more information, reference [Section 4.05, "Paternity Establishment," of the Michigan IV-D Child Support Manual.](#)

¹⁵ All children BOW in all years are counted.

by dividing the total number of children BOW with paternity established in MiCSES as of the end of the *fiscal year* (FY) (found on Line 6 of the adjusted FR-157 and the OCSE-157 reported to OCSE) by the number of children BOW on open IV-D cases in MiCSES as of the end of the *previous FY* (found on Line 5a of the adjusted FR-157 and the OCSE-157 reported to OCSE).¹⁶

The ratio is as follows:

$$\frac{\text{Number of children BOW with paternity established in MiCSES in a FY}}{\text{Number of children BOW in MiCSES}^{17} \text{ in the previous FY}}$$

Note: Michigan receives federal incentives based on the statewide PEP rather than the state IV-D PEP;¹⁸ however, it is important to improve both of these PEP measures and maintain accurate paternity establishment data in both CPR/BRS and MiCSES.

2.2.3 County IV-D PEP

County IV-D PEP is the percentage of children BOW with paternity established on all of a county's open IV-D cases in MiCSES.¹⁹ County offices receive incentives based upon the county's IV-D PEP rate as of the end of the FY. OCSE does not monitor or track county IV-D PEP.

The county IV-D PEP is calculated by dividing the total number of county children BOW with paternity established in MiCSES as of the end of the *FY* (found on Line 6 of the FR-004 report)²⁰ by the number of county children BOW on open IV-D cases in MiCSES as of the end of the *same FY* (found on Line 5 of the FR-004 report).

The ratio is as follows:

$$\frac{\text{Number of county children BOW with paternity established in MiCSES in a FY}}{\text{Number of county children BOW in MiCSES}^{21} \text{ in the same FY}}$$

¹⁶ For the state IV-D PEP calculation, states have the option of including paternity established or acknowledged for cases that *closed* during the federal FY; however, Michigan does not use this option.

¹⁷ This is the number of children BOW on open IV-D cases in MiCSES.

¹⁸ Ref: Subsection 2.3, "Federal Reporting of PEP," of this manual section for more information.

¹⁹ The location (county) of the child's birth is not a factor in this calculation; the county assigned to the IV-D case on which the child BOW appears is the relevant factor. All children BOW in all years are counted on all cases open at the end of the FY.

²⁰ The FR-004 is the county version of the federal OCSE-157. Ref: [Business Objects Report Description: County Performance Incentive Factors \(FR-004\)](#) for information on the FR-004 report.

²¹ This is the number of children BOW on open IV-D cases in MiCSES.

2.2.4 Hospital PEP

Hospital PEP is the percentage of children BOW and in a particular hospital with paternity acknowledged in Michigan in a CY. This figure is calculated by dividing the number of AOPs²² completed by hospital staff and filed with Vital Records in the CY divided by the number of children BOW in that hospital in the same CY.

$$\frac{\text{Number of completed hospital AOPs}^{23} \text{ in a CY}}{\text{Number of children BOW in the same CY}}$$

Hospital PEP, BOW data and paternity establishment data are available in the CPR/BRS²⁴ maintained by Vital Records. OCSE does not monitor or track hospital PEP.

2.2.5 Michigan PEP Calculation Example Chart – FY 2014

The following chart summarizes the four methods of measuring PEP in Michigan for FY 2014. It shows whether each PEP calculation is based on the FY or CY, and which measurements are used as the numerator and denominator in the calculation. The sources of these measurements are shown in the *Data Source* column, and the *Purpose* column explains how each PEP calculation method is used.

²² The [AOP and instructions for completing the AOP](#) may be found on the MDHHS website. The AOP is also known as the DCH-0682 and Form 6040 in MiCSES.

²³ This is the number of AOPs completed by hospital staff and filed with Vital Records.

²⁴ Ref: Section 4.05 of the *Michigan IV-D Child Support Manual*.

Michigan PEP Calculation Example Chart – FY 2014				
Paternity Establishment Percentage (PEP) Calculation	Children BOW Denominator	Children BOW with Paternity Established Numerator	Data Source	Purpose
Statewide PEP	CY 2012 (FR-157 – Line 8a)	CY 2013 (FR-157 – Line 9)	CPR/BRS (all children BOW in Michigan) ²⁵	Michigan currently uses this calculation to earn federal incentives for PEP.
State IV-D PEP	FY 2013 (FR-157 – Line 5a)	FY 2014 (FR-157 – Line 6)	MiCSES (all children BOW on open IV-D cases) ²⁶	This is an alternate calculation that could be used to earn federal incentives for PEP.
County IV-D PEP	FY 2014 (FR-004 – Line 5)	FY 2014 (FR-004 – Line 6)	MiCSES (all children BOW on open IV-D cases)	This calculation is used for determining county incentives for PEP.
Hospital PEP	CY 2013 As recorded by hospital	CY 2013 AOP filed by hospital	CPR/BRS (Michigan hospital children BOW)	This calculation is used to track hospital performance for PEP.

2.3 Federal Reporting of PEP

Although Michigan uses four methods for measuring PEP, states may only use one of two methods for federal reporting. States have the option of being evaluated on either **statewide** or **state IV-D** child support data for their PEP.²⁷ To date, Michigan’s statewide PEP figures have shown higher percentages and more data reliability than its state IV-D PEP. Therefore, to maximize incentives for PEP, the Office of Child Support (OCS) has been reporting the statewide PEP to OCSE.

OCS uses the statewide PEP data from CPR/BRS to complete the adjusted FR-157 and the OCSE-157 report and disburses the incentives to counties using

²⁵ Children born outside of Michigan but with paternity established in Michigan may be counted.

²⁶ All children BOW in all years and recorded on the MiCSES *Member Demographics* (DEMO) screen are counted.

²⁷ 45 CFR 305.2

the county IV-D PEP, which is calculated from MiCSES data reported on the Business Objects FR-004 report.

[Exhibit 1.30E2, Reporting Process for IV-D and Statewide PEP](#), details the federal reporting process for statewide PEP and state IV-D PEP to show how cases are counted toward the statewide PEP, the state IV-D PEP, or both.

Both statewide PEP and state IV-D PEP are affected by many entities, including:

- Vital Records;
- OCS staff;
- Support specialists;
- Prosecuting Attorney (PA) staff;
- Friend of the Court (FOC) staff;
- County clerk staff;
- Hospital staff; and
- Other agencies.

IV-D staff may directly affect the state IV-D PEP by improving the reliability of data in MiCSES. If the state IV-D PEP were to exceed the statewide PEP and the reliability of PEP data in MiCSES were to improve, then OCS could, if it chooses, use state IV-D PEP data for federal reports. To maximize the PEP incentive funding amounts for both the state and the counties, it is important that IV-D staff document paternity information correctly in MiCSES and follow the procedures in Subsection 2.4 of this manual section.

2.4 Procedures for Improving PEP

Paternity establishment is an integral part of all other child support actions. State and county initiatives to improve paternity establishment for all children in Michigan should include IV-D staff.

Michigan's goal to maintain a minimum PEP rate of 90 percent is achieved when IV-D offices correctly follow paternity establishment policies and procedures. In routinely monitoring PEP rates, OCS has identified the need to improve PEP efforts. Actions for improving PEP are identified below.

2.4.1 IV-D Caseworker Actions

When paternity has been established for a child BOW on a child support case, IV-D staff must enter or update paternity information on the DEMO screen in MiCSES.²⁸ Paternity establishment information must be

²⁸ Ref: [Job Aid: Documenting Paternity Information in MiCSES](#).

entered and/or updated for every child BOW when the IV-D case is opened or after the initial IV-D case is established, as necessary.

Routinely entering and/or updating paternity information for children on the DEMO screen is essential for maintaining the minimum PEP of 90 percent. Paternity establishment information is used for federal reporting of PEP data and for case processing and case management.

In addition to entering information on the DEMO screen appropriately, IV-D staff must complete other fields in MiCSES for the case to receive credit toward the IV-D PEP and incentives as of the end of the FY. These fields are related to good cause actions and the non-custodial parent's jurisdiction. (Ref: the IV-D PEP page in Exhibit 1.30E1.)

2.4.2 Local Actions

A. Filing the AOP and *Notice of Order of Filiation* (DCH-0839) Timely²⁹

IV-D and hospital staff must immediately file with Vital Records all completed AOPs showing that paternity has been established. In rare circumstances, hospital staff may delay submitting an AOP to obtain a parent's signature, but the delay should be no longer than a week after the baby is born.

In addition, county clerk staff must file with Vital Records in a timely manner all *Notices of Order of Filiation* showing that paternity has been established to receive credit on the statewide PEP. County clerk staff must file *Notices of Order of Filiation*, regardless of whether they are entered in MiCSES, and before any outstanding birth filing fees are received from the customer. The clerk will advise customers with outstanding fees to contact Vital Records.³⁰

Completed AOPs must be mailed to Vital Records by:

- MDHHS local office staff;
- FOC staff;
- PA staff;
- Customers;
- Hospitals; and/or
- Other local agencies assisting parents with the AOP.

The *Notice of Order of Filiation* must be mailed to Vital Records by:

²⁹ Filing these documents with Vital Records in a timely manner allows for efficient paternity establishment processing.

³⁰ For more information, reference [IV-D Memorandum 2020-005, Update to the Notice of Order of Filiation \(DCH-0839\)](#) and [Birth, Death, Marriage and Divorce Records](#) information on the MDHHS website.

- County clerk staff;
- PA staff; and/or
- FOC staff.

Each county determines which agency will send the AOP and the *Notice of Order of Filiation* to Vital Records. OCS encourages FOC or PA staff to follow up with the county clerk and others to ensure that the process has been completed, since failure to do so can negatively affect the county IV-D PEP.

B. Paternity Establishment on an Out-of-State Birth³¹

When a child born outside of Michigan has paternity established in Michigan, the establishment will contribute to Michigan's statewide PEP.³² IV-D staff must send either the AOP or the *Notice of Order of Filiation* to Vital Records for entry into CPR/BRS and enter/update the paternity establishment information in MiCSES. The paternity establishment records will count toward state IV-D and statewide PEP.

C. Reports for Improving PEP

1. OCS Clean-Up Reports³³

OCS periodically produces clean-up reports to assist IV-D staff in reviewing and updating paternity establishment information in MiCSES to improve state IV-D PEP. PEP clean-up reports include open cases with children who have incomplete or inaccurate paternity establishment information in MiCSES. The clean-up reports are available in the [Document Distribution Center](#)³⁴ on mi-support.

Cases updated by the end of the FY are included in the state and county IV-D PEP for the FY.

2. *Improving OCSE-157 Performance Indicators - Open Cases with Children that do not have Paternity Established or Acknowledged (FR-002A) Report*³⁵

³¹ Ref: Section 4.05 of the *Michigan Child Support Manual*.

³² Ref: [Instructions for Completing Form OCSE-157 - The Child Support Enforcement Annual Data Report](#) (page 15, line 9).

³³ Ref: the [Performance Management](#) page on mi-support.

³⁴ Ref: [MiCSES Customer Information Guide: mi-support Document Distribution Center](#).

³⁵ Ref: [Business Objects Report Description: Improving OCSE-157 Performance Indicators - Open Cases with Children that do not have Paternity Established or Acknowledged \(FR-002A\)](#).

The FR-002A report, which is available in Business Objects, identifies cases in which children BOW do not have paternity established. These cases may be worked to improve the county IV-D PEP to improve county incentives.

For each case in the FR-002A report, IV-D staff may obtain and/or locate paternity establishment and/or BOW information on the CPR/BRS and update the DEMO screen in MiCSES accordingly.³⁶

OCS recommends that IV-D staff use the FR-002A report at least twice a year to update paternity information in MiCSES.

2.4.3 Statewide Initiatives

The OCS PEP Liaison is responsible for communicating paternity establishment information to Michigan's birthing hospitals, IV-D partners, and other community agencies³⁷ that serve new or expecting parents.

The OCS PEP Liaison, with the support of other IV-D staff, develops and implements plans, initiatives and outreach strategies to improve and monitor PEP on a statewide level.

A. Hospital Outreach

Birthing hospitals must provide voluntary paternity establishment services to parents of children BOW.³⁸ Hospitals are required to provide complete information about the alternatives to, the legal consequences of, and the rights and responsibilities of acknowledging paternity. They must also provide an opportunity for parents to voluntarily sign the AOP.

Direct monitoring of hospital PEP practices is an important component to the success of hospital PEP, and, by association, statewide PEP. The OCS PEP Liaison develops and maintains partnerships with hospital staff to ensure compliance with regulations. The OCS PEP Liaison informs hospital staff about OCS's PEP goals, services, requirements, and processes by providing resources³⁹ such as:

- Multiple-hospital training webinars;

³⁶ Ref: *Job Aid: Documenting Paternity Information in MiCSES*.

³⁷ These agencies include community health agencies, birthing clinics, prisons, schools, etc.

³⁸ Ref: 45 CFR 303.5(g) and MCL 333.21532.

³⁹ Hospital resources are provided in hard copy and are also available online on the [Hospital Resources](#) page of the MDHHS website.

- Training packets;
- Local IV-D partner contact lists;
- The OCS *Hospital Paternity Acknowledgment Guide*;
- OCS *PEP Update* newsletters;
- Paternity establishment and child support publications;⁴⁰ and
- Individual birthing hospital paternity establishment statistics.

The OCS PEP Liaison also provides consulting and troubleshooting assistance to hospital staff.

B. IV-D Partner Outreach

The OCS PEP Liaison works with IV-D partners on efforts to improve PEP. These efforts include:

- Facilitating collaboration between county PA and FOC offices and their county clerks and local birthing hospitals;
- Sending clean-up reports and instructions for improving PEP to FOCs, PAs and OCS Operations;
- Participating in county projects to improve PEP;⁴¹
- Working with the Establishment Work Improvement Team on initiatives to expedite paternity establishment;
- Working with OCS policy staff to develop paternity establishment publications and brochures; and
- Training individual IV-D staff on documenting paternity establishment information and maintaining proper records in MiCSES.

C. Customer and Agency Outreach

The OCS PEP Liaison works with community agencies to increase awareness of the importance of paternity establishment by responding to questions regarding paternity establishment and the Michigan child support program.

The OCS PEP Liaison shares and promotes the OCS teen curriculum, *The Responsibilities of Parenting – R U Ready?* to increase awareness of the legal and financial responsibilities that come with being a parent.⁴² *R U Ready?* is used by teachers and child support professionals, teens and parents.

⁴⁰ Paternity establishment and child support publications may be found on the [Forms and Publications](#) page of the MDHHS website.

⁴¹ Examples include Genesee County's Acquiring DNA and Paternity Timely (ADAPT) Program and the Increased Genetic Scheduling pilot in Wayne County.

⁴² *The Responsibilities of Parenting – R U Ready?* may be found on the [School Resources](#) page of the MDHHS website.

The OCS PEP Liaison presents *R U Ready?* at community service conferences, including:

- Family Consumer Science Educators of Michigan; and
- Moving Toward Solutions.

Local IV-D office management teams interested in forming a partnership or outreach initiatives in their communities may contact the OCS PEP Liaison for assistance and consultation.

2.5 Monitoring PEP

Several sources are available to monitor county and state PEP progress. These sources include:

- CPR/BRS reports;
- Business Objects reports; and
- The Michigan Child Support Program (MCSP) Dashboard.

2.5.1 CPR/BRS Reports

OCS administrative users and Vital Records administrative users have the ability to run user audit and data reports as well as hospital summary reports in CPR/BRS to monitor PEP progress.⁴³ County IV-D staff may contact the OCS PEP Liaison to obtain user reports, hospital summary reports, and other CPR/BRS reports for their local office.⁴⁴

2.5.2 Business Objects Reports

There are two Business Objects reports for monitoring PEP:

- The adjusted FR-157 (state version of the federal OCSE-157), which provides PEP information to monitor the statewide PEP (lines 8a and 9) and the state IV-D PEP (lines 5a and 6); and
- FR-004 (county version of the federal OCSE-157), which provides information to monitor the county IV-D PEP (lines 5 and 6).

2.5.3 MCSP Dashboard⁴⁵

The MCSP Dashboard is a tool located in Business Objects that IV-D staff may use to monitor county and state performance objectives. The

⁴³ “Administrative users” includes select staff from MDHHS OCS and Vital Records.

⁴⁴ Ref: Section 4.05 of the *Michigan Child Support Manual*.

⁴⁵ For more information, reference the [MiCSES Customer Information Guide: Michigan Child Support Program Dashboard](#).

Dashboard shows graphical representations for tracking the federal performance factors, individual county performance, statewide performance, and improvements. The Dashboard is intended to help counties and the state monitor service delivery, maximize performance, and earn more incentives.

In the Dashboard, IV-D staff may view county IV-D PEP data for the state as a whole, as well as data for individual counties. Data may be viewed by FY-end or FY-to-date. The *Federal Comparison* screen shows each state's performance in state IV-D PEP or statewide PEP (depending on its chosen PEP method) for the past FY federal reporting period.

SUPPORTING REFERENCES:

Federal

45 CFR 302.31

45 CFR 303.5

45 CFR 303.5(g)

45 CFR 305

45 CFR 305.2

Sections 458 and 466 of the Social Security Act

State

MCL 722.711 – 722.730

MCL 722.1001 – 722.1013

MCL 333.21532

MCL 333.2640

REVISION HISTORY:

[IV-D Memorandum 2020-009](#)

IV-D Memorandum 2015-010