



Abt Associates Inc.

**Participation in
the Child Support
Enforcement Program
Among Non-AFDC
Food Stamp Households**

Final Report

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EXECUTIVE SUMMARY

The Food and Nutrition Service (FNS) of the U.S. Department of Agriculture has undertaken this exploratory study to assess the needs for child support among food stamp households and evaluate two policy options for meeting those needs:

- a *CSE mandate*—requiring that custodial parents participate in the Child Support Enforcement (CSE) Program as a condition of their Food Stamp Program eligibility; or
- *improved CSE outreach*—requiring that state food stamp agencies provide CSE information to custodial parents and facilitate their application to CSE at the time of initial food stamp certification.

Both options would aim to raise household incomes through increased child support payments, offset partially by reduced food stamp allotments. This study focuses on food stamp-only custodial households—that is, households with children of noncustodial parents that receive food stamps but neither Aid to Families with Dependent Children (AFDC) nor Medicaid benefits. These latter programs already require CSE participation as a condition of program eligibility for custodial parents.

We address the following three research questions (in Chapters Two, Three, and Four, respectively):

- What are the *needs for child support enforcement* among food stamp-only custodial households not participating in the CSE Program?¹
- What is the *potential for increased CSE participation* among those with child support needs, through either a mandate or improved outreach?
- What are the *benefits and costs of the two policy options*, from the perspective of both program clients and taxpayers?

To answer the first question, we employed a variety of existing data sources, including the March 1990 Current Population Survey (CPS) and the corresponding April 1990 Child Support Supplement, the 1990 Survey of Income and Program Participation (SIPP), food stamp

1. The needs of those *already participating* in CSE represent a separate policy issue that is not addressed here.

quality control (QC) data for Fiscal Year 1991, and state administrative data for the July 1992 food stamp and CSE caseloads. The state administrative data were compiled from five states that were selected to participate in this study. These states—Alabama, Florida, New Jersey, Oklahoma, and Texas—were selected in part because they had sufficiently large non-AFDC food stamp caseloads and were able to provide the necessary automated program data. Each state provided administrative data files enabling us to analyze statewide patterns of CSE eligibility and participation among food stamp households.

We also collected and analyzed new data for this study, including a survey of 414 food stamp-only custodial parents, abstracts from CSE case records, and interviews with program staff and client advocates. In each of the five participating states two food stamp offices were chosen as sites for the local data collection. Site selection was based on criteria that included the size of the food stamp caseload (preferably at least 150 food stamp-only custodial households), the diversity of food stamp administrative practices (preferably encompassing a range of current CSE outreach activities at the time of certifying applicants' eligibility for food stamps), the measured effectiveness of the CSE Program (preferably average or above-average), and the expected level of cooperation from local program staff (preferably high). The sites selected were:

- Etowah County (Gadsden) and Montgomery County (Montgomery), Alabama;
- Jacksonville (Southside Service Center) and Lakeland, Florida;
- Camden County (Camden) and Hudson County (Jersey City), New Jersey;
- Cleveland County (Norman) and Tulsa County (Tulsa), Oklahoma; and
- Garland and Lubbock (Parkway office), Texas.

We employed the data collected from the survey of food stamp recipients and the CSE case record abstracts to estimate the potential for increased CSE participation through a mandate or through outreach. The survey and abstract data, coupled with microsimulation findings from the Urban Institute's TRIM2 model, then provided the basis for projecting the benefits and costs of the two policy options.

Needs for Child Support Enforcement

With respect to the first research question posed above, our findings are as follows. *Of the total number of food stamp households nationwide, 2.8 percent are in the target population of this study: food stamp-only custodial households not participating in the CSE Program but with needs for child support enforcement.* These households have at least one child of a noncustodial parent and either have no support order or receive less than the full amount awarded. Based on the fiscal year 1992 national monthly caseload of approximately 11 million households, the estimated 2.8 percent figure implies a target population nationally of 300,000 households.

The national estimate of 2.8 percent is the product of two factors. The first is the percentage of all food stamp households nationally that were food stamp-only custodial households. We estimate this nationally at 7 percent. The second factor is the percentage of food stamp-only custodial households that were CSE nonparticipants with child support needs, estimated at 40 percent.

We estimate the aggregate needs for child support within the target population at \$900 million annually, in 1992 dollars. This represents the additional amount of support payments that would be collected annually if all 300,000 households in the target population received the full amount of support ordered. This calculation assumes an average annual award per household of \$3,000, consistent with the TRIM2 simulations. The \$900 million total, which includes the shortfall in payments to those who already have support orders as well as the potential payments to those who currently lack support orders, provides clear evidence that some consideration of a policy change is warranted. The aggregate total also provides a benchmark against which to assess a proposed policy's estimated yield in additional support payments.

Potential for Increased CSE Participation

To address the second research question, we estimated the extent to which households in the target population might enter the CSE Program in response to either a CSE mandate or improved outreach. Specifically, we divided the target population into the following three groups:

- those unlikely to become CSE participants with either a mandate or outreach;

- those likely to become CSE participants with a mandate but not with outreach; and
- those likely to become CSE participants with outreach (and also, therefore, with a mandate, since outreach would be much less compelling of participation than a mandate).

We hypothesized that the larger the first group, the weaker the case for either a mandate or outreach. The larger the second group, the stronger the case for a mandate. The larger the third group, the stronger the case for outreach.

Our basic findings, derived from the responses of custodial parents to questions on the survey of food stamp recipients and from information collected subsequently through CSE case record abstracts, are as follows:

- ***An estimated 24 percent of custodial parents in the target population would respond to neither a mandate nor outreach.*** These custodial parents are subdivided as follows: 9 percent who would leave the Food Stamp Program altogether if faced with a mandate, 6 percent who would seek a good cause exemption from the mandate, 5 percent who would accept a smaller food stamp allotment as a sanction for noncooperation, and 4 percent who would "do something else" (possibly complying with a mandate but opting to withhold information about the noncustodial parent).
- ***An estimated 39 to 60 percent of custodial parents in the target population would respond to a mandate, but not to outreach.*** These are custodial parents who indicate that they would cooperate under a mandate and whose current nonparticipation appears to reflect a deliberate informed choice. They thus seem unlikely to respond to any outreach effort.
- ***An estimated 16 to 37 percent of custodial parents in the target population would respond to outreach (as well as to a mandate).*** Unlike the previous group, these custodial parents indicate little or no knowledge of the CSE Program, or they appear undecided about CSE participation. They thus might respond to information, referral, or application assistance.

The custodial parents in the second group, those responding to a mandate but not outreach, thus represent at least a plurality—and perhaps a majority—of the target population.

To examine further the likely patterns of CSE participation, we also estimated a series of regression equations. The variables included in these equations explain 41 percent of the variation in CSE participation among households that had never received AFDC (and thus never been subject to a CSE mandate) and 26 percent of the variation among households that had

previously received AFDC (and thus been subject to a mandate). When we controlled for client demographic characteristics, households that had never been on AFDC were significantly more likely to participate in the CSE Program in Florida—where food stamp caseworkers routinely provide CSE information and referral—than in the other four states studied. This evidence provides empirical support for the presumption that more active outreach efforts would indeed yield an increase in CSE participation.

Benefits and Costs of the Two Policy Options

With respect to the third research question, we estimated the following two sets of benefits and costs of a CSE mandate and improved outreach:

- What is the net effect on annual *household incomes*, through increases in child support payments, associated reductions in food stamp allotments, and the food stamp benefits forgone by those who might accept a sanction or leave the program altogether rather than comply with a mandate?
- What is the net effect on annual *government expenditures*, through reductions in food stamp allotments and changes in food stamp and CSE administrative costs?

This analysis is based on our definition of the basic elements of either a mandate or outreach strategy, as detailed in Chapter One. The actual impact of either policy change would of course depend on the specific provisions of federal statute and regulation, as well as the manner of implementation carried out by state and local agencies.

Our findings, based on microsimulations of national child support payments and food stamp allotments (using the Urban Institute's TRIM2 model) and an analysis of administrative costs in both the Food Stamp and CSE Programs, are:

- A *mandate* strategy, when simulated under relatively optimistic ("upper-bound") assumptions about the effects of increased CSE participation on child support orders and payments is likely to result in a net increase in annual household incomes of \$126 million and a net reduction in annual government expenditures of \$60 million, expressed in 1992 dollars (relative to a baseline simulation of current policy). Under less optimistic ("lower-bound") assumptions, a mandate might raise household incomes by \$9 million, while reducing government costs by \$15 million.
- An *outreach* strategy is likely to result in a net increase in annual household incomes of \$15 million to \$36 million, accompanied by a net increase in annual government expenditures of \$9 million to \$10 million.

Under either the upper- or lower-bound assumptions, a mandate would thus make both program clients and taxpayers better off. However, the lower-bound effects of a mandate are quite small. Government expenditures are estimated to drop somewhat, making taxpayers better off, but clients might experience little overall income gain because of the food stamp benefits forgone by those choosing not to comply with the mandate. In contrast, the outreach estimates are mixed. Household incomes would likely rise slightly, making clients better off, but with higher government expenditures.

Policy Implications

The benefit-cost estimates presented above also allow us to estimate the degree to which either policy option might succeed in closing the \$900 million gap between current support payments received by the target population and the estimated potential for payments. A mandate is likely to eliminate between 7 percent and 24 percent of the gap in aggregate support payments, whereas outreach would likely close between 2 percent and 5 percent of the gap, based on the lower- and upper-bound estimates, respectively. The gains achievable through either a mandate or outreach are thus modest relative to the size of the underlying problem. Nevertheless, with policy issues as large and as intractable as this one, one should not dismiss progress of any magnitude. The question then becomes whether a change in policy produces enough gains to be worthwhile.

A fundamental distinction between the mandate and outreach options is the combination of yield and risk that each option presents. A mandate offers the prospect of large gains to both clients and taxpayers. However, there is a substantial possibility that a mandate could leave clients only slightly better off.² In particular, under the lower-bound mandate estimates, the forgone food stamp benefits (among those sanctioned for noncompliance and those opting to leave the program rather than comply) nearly offset the income gains among those who do comply and come to receive additional child support payments. Moreover, the federal savings from a mandate would come largely (if not entirely, in the lower-bound estimates) from forgone

2. Because of data limitations, the lower-bound estimates for the mandate strategy were not empirically derived, but were based on relatively arbitrary estimates of the potential effectiveness of CSE participation for the target population. The risk cited here may therefore be much less, or even more, than we have predicted.

food stamp benefits. In contrast, outreach poses gains to clients that are at best quite limited, and generates some additional costs for taxpayers.

One advantage offered by the outreach strategy is the flexibility of implementing the approach on a selective geographic basis. One possible approach to targeted outreach is an FNS initiative in its Southeast and Southwest regions, which account for more than 60 percent of all food stamp-only custodial households. As a possible first step toward a national outreach policy, a regional initiative would enable FNS to focus its own staff and resources more effectively on the relevant segment of the national caseload.

Finally, in evaluating either a mandate or outreach, there are societal concerns that go beyond the scope of measurable benefits and costs. As a matter of social policy, it is important to reinforce the responsibilities of parents to provide for the well-being of their children. For this reason in particular, a mandate or outreach may deserve more attention than would be warranted by the short-term fiscal impacts.

CHAPTER ONE

INTRODUCTION

The Food and Nutrition Service (FNS) of the U.S. Department of Agriculture has undertaken this exploratory study to assess the needs for child support among households receiving food stamps and evaluate two alternative policy options for meeting those needs: a mandate to participate in the Child Support Enforcement (CSE) Program as a condition of food stamp eligibility, and improved outreach to encourage greater voluntary CSE participation. The purpose of both alternatives would be to raise the incomes of food stamp recipients through increased child support payments, and also thereby reduce the need for food stamps.

The study focuses on food stamp households that (a) include at least one child of a noncustodial (absent) parent and (b) receive neither Aid to Families with Dependent Children (AFDC) nor Medicaid benefits. Both the AFDC and Medicaid Programs already require participation in the CSE Program, whereas the Food Stamp Program does not. More specifically, a custodial parent's eligibility for AFDC or Medicaid benefits is conditional upon cooperation with the CSE Program, unless the parent qualifies for a "good cause exemption"—which is allowed, for instance, when one could reasonably expect cooperation to result in physical or emotional harm to the child. For cases not granted a good cause exemption, the sanction for noncooperation is removal of the custodial parent (but not the rest of the household) from the AFDC or Medicaid assistance group.¹

There is widespread and increasing recognition that poverty in the United States is importantly associated with families of unwed mothers, parental separation and divorce, and the failure of noncustodial parents to provide child support. Nearly all of the rise in the child

1. To meet the AFDC requirement to participate in the CSE Program, a custodial parent must assign child support rights to the state and must cooperate with the state CSE agency in establishing paternity and obtaining support payments. The custodial parent receives the first \$50 in monthly collections for current support; the remainder is distributed between the state and federal governments according to their funding shares for AFDC benefit payments. For families receiving Medicaid but not AFDC—"Medicaid-only recipients"—the custodial parent must assign rights to the state for medical support and must cooperate with the state CSE agency in establishing paternity and in obtaining medical support from the noncustodial parent. When such a case enters the CSE system, the CSE caseworker will typically process it for both cash support and medical support. The cash support payments collected for the case go entirely to the custodial parent, as with any non-AFDC CSE case.

poverty rate during the 1970s and 1980s can be attributed to the declining proportion of children in two-parent families and the corresponding increase in families headed by never-married or divorced mothers.² As of spring 1990, of the 10 million custodial mothers in the U.S. (living with children under 21 whose fathers are outside the home), only one-half had a court order under which they were to receive child support in 1989. Of these 5 million women, only one-half actually received the full dollar amount, one-quarter received partial payment, and the remaining quarter received no payment.³ The aggregate "child support deficit"—the difference between the total amount of support payments due and the total amount actually received by custodial parents—was \$5.1 billion in 1989. Even for those receiving full payment, award amounts are often inadequate—that is, the award amount may not properly reflect the custodial household's needs or the noncustodial parent's income.

The CSE Program, enacted in 1975 as Title IV-D of the Social Security Act, assists in locating noncustodial parents, establishing paternity, obtaining support orders, and enforcing support obligations. Services are provided automatically at no charge to those receiving AFDC or Medicaid, and are available to others upon request (in some states, at a small charge to the custodial parent). Food stamp households that receive AFDC or Medicaid thus presently fall under the existing CSE mandate.

Those food stamp custodial households that receive neither AFDC nor Medicaid—termed "food stamp-only custodial households"—participate in CSE on a voluntary basis, if they participate at all. Indeed, previous research indicates that only about one-third of food stamp-only custodial households receive support payments through the CSE Program.⁴ Recognizing the extent to which food stamp-only custodial households do not seek services through the CSE

2. Robert I. Lerman, "Policy Watch: Child Support Policies," *Journal of Economic Perspectives*, Vol. 7, No. 1, Winter 1993, p. 171.

3. U.S. Department of Commerce, Bureau of the Census, "Child Support and Alimony: 1989," *Current Population Reports, Consumer Income*, Series P-60, Number 173, September 1991, p. 1.

4. Unpublished tabulations by the U.S. Department of Health and Human Services, based on data from the 1988 Current Population Survey, showed that only 33 percent of non-AFDC food stamp custodial households received support payments in 1987 through CSE collections. Another 27 percent received support payments outside the CSE system (some on a voluntary informal basis from the noncustodial parent). The remaining 40 percent received no support payments.

Program, FNS has undertaken this study to examine their needs for services and the benefits and costs of alternative approaches to increasing their CSE participation.

A key question underlying the present study is whether the unmet needs for child support among food stamp-only custodial households merit any policy action. Given the availability of services through the CSE Program, policy action might either require CSE participation as a condition of food stamp eligibility or encourage greater voluntary use of CSE services through improved outreach. These two policy options raise further questions:

- To what extent would a CSE mandate prompt food stamp households to seek good cause exemptions, to accept a lower food stamp allotment as a sanction for noncooperation, or to leave the Food Stamp Program altogether, to avoid participating in child support enforcement?
- Might there be very little response to improved outreach efforts, if potential CSE clients currently choose not to participate for reasons other than a lack of program information, such as the uncertain identity of the father, fear of physical harm, or the low prospects for collecting any payment from someone who has little or no income?
- Given the likely characteristics of the households that would newly enter the CSE Program, what are the prospects for collecting support payments for them?

No previous studies have addressed these issues in the specific context of food stamp-only custodial households. This absence of previous research and the hypothetical ("what if") nature of the questions above mean that this study must be regarded as exploratory. In particular, given the limited data on which projections of national benefits and costs must be based, one must interpret such projections cautiously.

1.1 RESEARCH QUESTIONS

As an exploratory study, this research seeks to provide useful insights into the needs for child support enforcement services among food stamp households and the extent to which the CSE Program might meet the needs of those not currently participating. The fundamental research question addressed in this study is whether two policy alternatives being considered by FNS are likely to be cost-effective in increasing child support payments to food stamp-only custodial households. To answer this question, we have investigated the following three more specific questions:

- What are the *needs for child support enforcement* among food stamp-only custodial households not participating in the CSE Program?
- What is the *potential for increased participation* among those with needs for CSE services, through either a mandate or improved outreach?
- What are the likely *benefits and costs of the two policy options*, a CSE mandate or improved outreach, for program clients as well as public agencies?

The remainder of this section discusses each of these three questions in turn.

Needs for Child Support Enforcement

The first step in this study is to determine how many food stamp-only custodial households both need child support enforcement services and are not currently participating in the CSE Program. These households constitute our *target population*—the universe of food stamp-only custodial households that might potentially benefit from either a CSE mandate or improved outreach. We define a household as *"needing child support enforcement services"* if there is no child support order, or less than full payment on an existing order, for one or more children of a noncustodial parent. This definition is necessarily arbitrary and has some potential for errors of both inclusion and exclusion.

One might argue that some households defined here as needing child support enforcement do not pose any potential for increased child support collections, and thus should not be included in the target population. In some situations, for example, there is no immediate basis on which to establish the paternity of the child, or the noncustodial parent has no foreseeable capacity to make support payments. Any effort by the CSE agency in these situations seems destined to yield no short-term result. However, one cannot unambiguously identify such households *a priori*; the potential for establishing paternity, obtaining an order, and collecting support payments in the long term is an empirical issue. The same situation arises with those

households not participating in the CSE Program that receive full payment on their support orders, but where the award amounts appear currently inadequate or where the award amounts are not subject to periodic review (as now required in CSE every three years for AFDC cases, effective October 13, 1993). For several pragmatic reasons we have excluded such households from our target population. First, there is no consensus about the adequacy of award amounts set under existing child support guidelines.⁵ Thus, even with all the necessary information, any attempt to quantify needs would entail judgments about adequate award levels. Second, all guidelines require information about the noncustodial parent's income. This information is unavailable through any existing data sources; nor was it feasible to collect such information in this study except to ask the custodial parent to estimate the noncustodial parent's income. Third, one would expect uneven implementation among states with the requirement for periodic review and adjustment of awards. Fourth, the review of a non-AFDC CSE case currently requires a request from the custodial parent, many of whom decline the opportunity for a review (as one would also expect among food stamp-only custodial households that enter CSE voluntarily in response to more active outreach). Finally, when reviews do take place, they may result in no change to the award amount or even in a downward adjustment to the award amount. For these various reasons, we have assumed no potential for increased collections among those who already receive full payment on their orders.

Potential for Increased CSE Participation

Once we identify the target population, the next task is to estimate the percentage of such households that would likely respond to actions that FNS might take to require or promote their participation in the CSE Program, and to identify the factors that might cause a custodial parent to decline to participate. In the course of visits to each of the states and localities involved in this study, we conducted interviews with Food Stamp and CSE Program staff and

5. The most common approach to setting award levels is the "income shares" guideline, under which children receive the same share of combined parental income as they would in an intact family. However, states differ in the formula used to compute the noncustodial parent's child support payment. In some states the payment does not depend on combined parental income, instead equaling a fixed percentage of the noncustodial parent's income. In other states the prescribed amount declines at higher levels of income. Differing formulas have differing implications for living standards, labor supply, and incentives for child-bearing and separation and divorce.

client advocates. The reasons for CSE nonparticipation cited in these conversations tended to cluster into the following five categories:⁶

- ***Desire to maintain a relationship with the noncustodial parent.*** The custodial parent wants to continue a situation in which the noncustodial parent has some contact with the children, makes occasional cash payments, or provides in-kind support (diapers, clothing, gifts); feels that the noncustodial parent is "doing as much as he can"; does not want to "drive him away"; does not want to hassle the noncustodial parent (with administrative hearings, paternity tests, court appearances, court-imposed requirements for job search as part of a support order, or embarrassing publicity), does not want to give up intermittent informal support for an even less certain situation in which a support order might not be enforced (or in which formal support payments might cause the loss of food stamp benefits), or (at the fraudulent extreme) wants to conceal the fact that the "absent" parent actually resides with the family.
- ***Desire to avoid involvement with the noncustodial parent.*** The custodial parent has concerns for her safety (or the children's) or does not want the noncustodial parent to obtain visitation privileges in conjunction with a support order, or the caretaker (such as a grandmother) does not want to "go after" the noncustodial parent (such as a son-in-law).
- ***Desire to avoid involvement with program agencies.*** The custodial parent perceives any involvement with the CSE Program or the judicial system as intrusive, hostile, demeaning, intimidating, stigmatic, or time-consuming.
- ***Low prospects of obtaining any support payments.*** The custodial parent perceives little hope of receiving support payments, because the noncustodial parent's identity or whereabouts are uncertain or because the noncustodial parent is unemployed, is incarcerated, or now has another family to support.
- ***Lack of knowledge about the potential benefits and minimal costs of CSE participation.*** The custodial parent knows little or nothing about the CSE Program; does not understand the potential benefits of establishing paternity and obtaining a child support order (such as health insurance coverage and survivor benefits under Social Security); does not recognize that assistance in obtaining child support would be expensive to obtain through private attorneys or collection agents; or is unaware of the methods available to the CSE agency for enforcing a support order (such as the interception of state or federal tax refunds or unemployment compensation, income withholding, and property liens).

6. We presume in these situations that the custodial parent either has no current support order or receives less than full payment on an existing order.

Recognizing these various reasons for CSE nonparticipation, we consider two alternative strategies that FNS might adopt. One is a *CSE mandate*, requiring participation in CSE as a condition of the custodial parent's eligibility for food stamps (as it is for AFDC and Medicaid) for households with at least one child of a noncustodial parent. Unless a household receives a good cause exemption, noncooperation would disqualify the custodial parent from food stamp eligibility, thereby decreasing the household's food stamp allotment. (Depending on household size, this would reduce the monthly allotment by about \$80, on average.) Under such a mandate, as under current food stamp policy generally, child support payments represent countable income to the household and normally reduce the monthly allotment by 30 cents per dollar of support payments. (A state may disregard the first \$50 of support payments in computing countable income if the state agrees to fund the corresponding increase in monthly allotment. However, no states have adopted this program option.) As mandatory participants, food stamp-only custodial households would not pay any CSE application fees or charges for CSE services.

The other strategy being considered is to have state food stamp agencies undertake more active CSE outreach efforts. For the purposes of this study, we define *improved outreach* as food stamp caseworkers providing information on CSE services, referring households to the CSE agency, and assisting households with their CSE application—all during the course of the household's initial application to the Food Stamp Program. Under current CSE policy, the states could charge these households fees of up to \$25 for their CSE application and services.

It is especially in situations of the last type listed above—where the client lacks knowledge of CSE—that outreach is most likely to influence the custodial parent's decision to participate. Even in the other situations listed, however, there remains the potential that improved information, referral, or counseling would have some effect, depending on the intensity of the outreach efforts. Consider, for instance, the custodial mother who has little hope of collecting payments from a currently unemployed father. A caseworker might explain the value of obtaining a support order so that payments can be collected when the father regains employment.

In assessing the relative merits of a mandate versus outreach, it is useful to categorize the target population into the following three categories:

- those unlikely to become CSE participants even under a mandate (and thus presumably not with outreach either);
- those likely to become CSE participants with a mandate but not with outreach; and
- those likely to become CSE participants under outreach (and presumably with the more compelling mandate, as well).

We hypothesize that the larger the first group, the weaker the case for any change to a mandate or an outreach policy. Members of the first group would include those likely to seek a good cause exemption to avoid CSE participation under a mandate, those likely to accept a reduced food stamp allotment as a sanction for noncompliance under a mandate, and those likely to leave the Food Stamp Program and thus forgo their household's entire monthly allotment rather than participate in CSE.⁷

The choice between a mandate or outreach revolves importantly around the relative sizes of the second and third groups identified above. The larger the second group, the more attractive is a mandate. The larger the third group, the more attractive is outreach. The important empirical issue in this portion of the study is thus the distribution of the target population among these three categories.

Benefits and Costs of the Two Policy Options

This study aims ultimately to provide FNS with information on the merits of either a CSE mandate requirement or improved CSE outreach. In evaluating these options, we had to define them more specifically to establish a framework for attributing benefits and costs. The actual benefits and costs of any policy change made will of course depend on how federal statutes and regulations are written and implemented.

For the purposes of the benefit-cost analysis, we defined a *CSE mandate* as follows. At the initial food stamp certification, the caseworker would identify food stamp-only custodial households not currently having a child support order or not receiving full payment under an

7. Why might a custodial parent, facing a mandate to participate in CSE, choose to withdraw entirely from food stamps even though the case could remain on the program with a lowered benefit? The household's reduced monthly benefit might be so low that the custodial parent would consider it no longer "worth the hassle" of dealing with the welfare agency and using coupons to make food purchases. Studies of food stamp participation have shown that many eligible households do not enter the program because of the low benefit amount that they would receive.

existing order *and* not participating in CSE. The caseworker would explain that, to receive food stamps, the custodial parent must register with the CSE agency and cooperate with efforts to obtain child support payments, unless good cause exists for an exemption. As with AFDC or Medicaid, the CSE food stamp eligibility worker would determine good cause based on documentation provided by the custodial parent. Following the current AFDC and Medicaid policy, circumstances considered to warrant a good cause exemption might include the following:

- if cooperation with CSE can be reasonably expected to result in physical or emotional harm to the child or caretaker relative;
- if the child was conceived through incest or rape; or
- if legal proceedings are already under way for a third party to adopt the child.

Those who do not apply for an exemption or whose application for exemption is denied would need to register with the CSE agency (as currently for AFDC cases). If the custodial parent failed to do so, the food stamp caseworker (perhaps at the first recertification) would then sanction the case, lowering the monthly food stamp allotment by disqualifying the custodial parent or caretaker relative but not the rest of the household from food stamp eligibility. Other food stamp clients might decide to forgo all food stamp benefits, removing the entire household from the program to avoid participating in CSE.

Those who complied with the mandate would then become CSE cases and could be treated by CSE in the same manner as AFDC or Medicaid cases. For example, agencies could not charge clients any fees for application or services. Agency efforts would proceed as necessary (and as feasible based on the limited information provided by some custodial parents) to locate the noncustodial parent, establish paternity, obtain a child support order, and collect support payments. Cases would be subject to the same requirements for periodic review and modification as those now applied to AFDC and Medicaid cases.⁸

8. The priority assigned to CSE services for food stamp-only cases might depend on whether, for the purpose of computing incentive payments to states under Title IV-D, the collections from such cases are treated as AFDC collections or non-AFDC collections. This issue is not addressed in any proposed legislation.

If support payments are collected for the case, all payments would go to the custodial parent.⁹ Because those payments would count as food stamp income, the monthly food stamp allotment would decline by about 30 cents for each dollar of collections. (This is unlike AFDC, where only the first \$50 per month of support payments go directly to the custodial parent.) There are some households for which the 30 percent offset would not apply, such as those that have not fully used their allowable deductions in computing countable food stamp income or those rendered ineligible for food stamps by the size of the increase in child support payments.

We define *improved CSE outreach* in the following way for the benefit-cost analysis. At the initial certification of a food stamp-only custodial household, the food stamp caseworker would determine whether the household had any children with a noncustodial parent and no support order or only partial payment on an existing order. If so, the caseworker would explain the services available through the CSE Program and the potential benefits to the household of establishing a support order and obtaining collections. The caseworker would refer the household to the CSE Program and perhaps assist the client in completing an application for CSE services. The aim of this strategy would be to provide more complete information to food stamp clients who might need services, so that they could make a more informed judgment about whether to participate in CSE, and then to facilitate the clients' CSE applications.

The benefits and costs of outreach would be similar in nature to those of a mandate, but outreach would likely entail both lower benefits and lower costs than a mandate. Because the custodial parents responding to outreach constitute a subset of those entering CSE under a mandate, the effects on support payments and CSE administrative costs are lessened. Moreover, by definition, under outreach no household would have to forgo food stamp benefits to avoid CSE participation, since participation would be voluntary.

In the benefit-cost analysis in Chapter Four, we will first account for the net impact on incomes to food stamp-only households. As shown in Exhibit 1.1, there are two main components of this calculation: the estimated increase in child support payments and the associated decrease in food stamp allotments. We next account for the net impact on

9. We will follow here the conventional benefit-cost practice of counting child support payments as benefits to the custodial parent, while not counting such legally-obligated transfers as costs to the noncustodial parent. Note also that, for those noncustodial parents who are also food stamp recipients, child support payments are treated as deductions from food stamp countable income. Higher support payments thus would raise food stamp benefits for these noncustodial parents. We do not take any account of this effect.

government expenditures for the Food Stamp and CSE Programs. The exhibit indicates the three main components of this calculation: the estimated decrease in food stamp allotments, the estimated change in food stamp administrative costs, and the estimated increase in CSE administrative costs.

Exhibit 1.1
ACCOUNTING FOR THE BENEFITS AND COSTS
OF THE TWO POLICY OPTIONS

Effect (Expected Sign)	Total	Percentage Distribution	
		Federal	State
<i>Net change in household incomes</i>			
Change in child support payments (+)	A	—	—
Change in food stamp allotments ^a (-)	B	—	—
Total (+)	A + B	—	—
<i>Net change in government expenditures</i>			
Change in food stamp allotments (-)	B	100%	0%
Change in food stamp administrative costs (+ or -)	C	50%	50%
Change in CSE administrative costs (+)	D	66%	34%
Total (+ or -)	B + C + D	—	—

^a Approximately 30 percent of the increase in child support payments.

Several aspects of this benefit-cost framework are noteworthy. First, the decrease in food stamp allotments enters on both the household side (unfavorably, as a reduction to the incomes of food stamp households) and the government side (favorably, as a reduction in government expenditures).

Second, we do not attempt to incorporate a variety of potential nonmonetary benefits that might accrue to the custodial household from establishing paternity and obtaining a support order:

- Paternity establishment enables children born to an unmarried couple to gain most of the rights and privileges of children born to a married couple. These include,

in the event of the death of a noncustodial parent, inheritance rights and rights to possible benefits from life insurance, Social Security (survivors' benefits), and veterans programs.

- Health insurance coverage for the children and the custodial parent must now be included as part of a CSE-obtained support agreement, when such coverage is available to the noncustodial parent at a reasonable cost.
- When paternity and a legal support order are established, children may have better prospects for a meaningful relationship with their father.

Third, we also do not account for the out-of-pocket fees and charges that food stamp households may incur as voluntary CSE participants. For a mandate, the exclusion of out-of-pocket fees and charges serves to understate both the net benefits to clients and net government expenditures, as the CSE Program could no longer collect fees and charges from those who might have voluntarily participated otherwise. For outreach, the exclusion of out-of-pocket fees and charges serves to overstate both the net benefits to clients and net government expenditures.

Fourth, a mandate or outreach may not result in higher food stamp administrative costs. In principle, the increased certification costs to administer a mandate or conduct outreach might be offset entirely by savings associated with households made ineligible through increased support payments and households choosing to forgo food stamps altogether under a mandate.

Fifth, the benefit-cost analysis will account for the distribution of government expenditures between the federal and state levels, reflecting the cost-sharing provisions for different categories of program expenditures: 100 percent federal funding of food stamp allotments, 50 percent federal funding of food stamp administrative costs, and 66 percent federal funding of CSE administrative costs, as shown in Exhibit 1.1. The fiscal implications are thus quite different from the standpoint of states versus the total (federal and state) government sector. The net savings in food stamp allotments would accrue entirely to the federal government. States would bear 50 percent of the change in food stamp administrative costs and 34 percent of the change in CSE administrative costs.

To summarize, whether for the mandate approach or the outreach approach, the benefit-cost analysis will account for net additional income to food stamp-only custodial households and net government expenditures to the Food Stamp and CSE Programs. Either option would certainly seem desirable if it promised a net increase in household incomes and a net reduction

in government expenditures. We may find, however, that the net increase in household incomes is attainable only with a net increase in government expenditures. Under that scenario, the question becomes whether the gains to food stamp recipients would outweigh the associated losses to taxpayers. The answer will depend on value judgments and considerations beyond any strict benefit-cost accounting.

1.2 DATA SOURCES

This section describes the data sources that we have used for this study. We first describe the sources of existing data used to analyze the needs for child support enforcement among food stamp households: the Current Population Survey (CPS) and Child Support Supplement (CSS), the Survey of Income and Program Participation (SIPP), the food stamp quality control (QC) data, and state administrative data from the Food Stamp and CSE Programs. We then describe the data collection efforts undertaken for this study: recipient survey, case record abstracts, and program staff and client advocate interviews. We used the data from these latter sources to estimate the potential for increased CSE participation and increased child support collections under either a mandate or improved outreach.

Current Population Survey

One source of our national estimates on the needs for CSE services among food stamp recipients is the household survey data from the March 1990 CPS and corresponding data on child support arrangements from the CSS administered in conjunction with the April 1990 CPS (see the description in Appendix A). For those women interviewed in the March 1990 CPS who were demographically eligible to receive child support (by living with one or more "own children" under age 21 of a noncustodial father), about 70 percent were also administered the April 1990 CSS. For this representative national sample, the merged March/April 1990 CPS-CSS file allows one to link information on child support status with detailed information on demographic characteristics, employment, income, and participation in income support programs including food stamps, AFDC, and Medicaid. The information on income, including the receipt of child support payments, pertains to calendar year 1989. The CPS findings reported in this study are based on a sample of 4,064 custodial mothers. Among these, 209 represented food stamp-only families (receiving food stamps but neither AFDC nor Medicaid), another 209 were

AFDC/MA only families (receiving AFDC and/or Medicaid, but not food stamps), 909 were AFDC/MA food stamp families (receiving AFDC and/or Medicaid, plus food stamps), and 2,737 were "no aid" families (receiving neither AFDC nor Medicaid nor food stamps).

The primary advantage of the CPS is its large national sample. However, the CPS-CSS merged file has the following limitations:

- Income reporting on an annual basis (versus monthly or quarterly), with acknowledged under-reporting of child support payments and income from benefit programs such as AFDC and food stamps;
- Exclusion from the April CSS of custodial fathers and ever-married mothers who had children either outside of marriage with other previous partners or in marriages prior to the most recent divorce or separation;
- Lack of information on the noncustodial parent; and
- For some variables (including key child support characteristics such as the presence of a support order), a substantial percentage (30 percent or higher) of imputed values based on other respondents, because of the limited overlap between the March CPS and the April CSS.

Survey of Income and Program Participation

A second source of national estimates is the 1990 SIPP. As described in Appendix B, SIPP is a nationally representative longitudinal survey of adults that provides detailed individual and household information on income, wealth, and program participation. Persons chosen for the survey enter a panel that is interviewed every four months for approximately two and one-half years (i.e., in eight rounds or "waves" of interviewing). The 1990 SIPP panel included about 20,000 households. Each wave of interviewing collects information from the initial sample of adults and all other adults residing with the initial sample members at the time of the interview. Information about income, labor force participation, and program participation is collected on the individual and the individual's household for the four months preceding the interview.

SIPP interviews typically include two components: a core questionnaire and one or more "topical modules," sets of supplemental questions on special topics. Information on child support arrangements is included in both the core questionnaire (administered at Waves 1 through 8) and a child support topical module (normally administered at Waves 3 and 8). The

core questionnaire captures information on the amount of child support payments received in each month. The child support topical module captures information from the custodial parent (mother or father) on child support agreements and awards, custody and visitation arrangements, the location of the noncustodial parent, and the use of the public child support enforcement agency.

Custodial parents interviewed in the child support topical module from Wave 3 of the 1990 SIPP panel were the basis for the SIPP findings in this study. The sample analyzed here includes 3,069 custodial parents, classified as follows (based on benefit receipt in month 12 of the survey year): 113 were food stamp-only families, 152 were AFDC/MA only families, 669 were AFDC/MA food stamp families, and 2,135 were "no aid" families. Our sample included individuals living with one or more own children under age 21 whose other parent lived elsewhere. Additional information on these individuals was obtained on previous program participation (from the Wave 2 topical module on recipient history and from the Census Bureau's longitudinally edited core file) and on family characteristics (from the cross-sectionally edited core file).

Although the CPS-CSS file has a larger sample size, SIPP offers more extensive

Food Stamp Quality Control Data

Also included in this report are national and state-by-state estimates from the Fiscal Year 1991 food stamp QC data, as collected by states under the National Integrated Quality Control System. This cross-sectional data file contains household-level and person-level information on 64,311 active food stamp cases for which QC reviews were completed for the sample months October 1990 through September 1991. The sample sizes range among states from 300 to more than 2,400, varying in relation to state food stamp caseloads. Information from the case record and the QC review findings are recorded by the QC reviewer on a four-page Integrated Review Schedule, as shown in Appendix C.

This data source allows for state-by-state estimates of the target population for this study—food stamp-only custodial households. Because the AFDC, Medicaid, and food stamp benefit information comes directly from the case record, such information is not subject to the underreporting that occurs either in CPS or (to a lesser degree) SIPP. Its usefulness is limited, however, by the lack of person-level information that would unambiguously identify children of a noncustodial parent (requiring the use of approximating criteria) and the absence of information on either the receipt of child support payments or participation in the CSE Program. For instance, the QC-based identification of food stamp-only custodial households could either overstate or understate this subset of the food stamp caseload. The uncertain direction of this bias will depend on the relative numbers of false-positive and false-negative misclassifications that result from the lack of person-level relationship codes.

State Administrative Data

We have conducted an analysis of child support arrangements among food stamp households using administrative data provided by each of the five states that participated in this study: Alabama, Florida, New Jersey, Oklahoma, and Texas. The selection of these five states, completed in April 1992, was based on the following considerations:

- The state should have a sufficient capability to provide automated program data, for both food stamps and CSE, for our use in conducting statewide descriptive analysis and in selecting a survey sample in two local food stamp offices.

- The state's monthly food stamp caseload should include at least 5,000 non-AFDC cases with children, to enable selection of a sufficient sample of CSE-eligible food stamp-only custodial households.
- Preferably, the state should administer its CSE Program under the same human services or social services umbrella agency as food stamps, should be above-average in measures of CSE performance (such as child support collections per dollar of CSE administrative cost), and should offer a high expected level of cooperation from state and local staff.

We also sought geographic variation, but expected that the states would come predominantly from the Southeast and Southwest regions because of the lower-than-average AFDC benefit levels and the resulting larger numbers of non-AFDC food stamp cases (that is, cases eligible for food stamps but with too much income to qualify for AFDC) in those regions. As we report later, QC data indicate that the thirteen states in FNS' Southeast and Southwest regions together account for more than 60 percent of national food stamp-only custodial households. The five states participating in this study alone account for about 35 percent of the national total.

Each participating state provided automated data for all food stamp cases and child support enforcement cases active in the month of July 1992. These are extremely large data files, as the monthly food stamp caseloads at that time were approximately 900,000 in Texas, 300,000 in Florida,¹¹ 200,000 in both Alabama and New Jersey, and 140,000 in Oklahoma. From these files, we examined the distribution of food stamp households by the following characteristics:

- Whether food stamp-only (versus AFDC/MA food stamps);
- Whether CSE-eligible (i.e., having in the food stamp household a child of an absent parent);
- If CSE-eligible, whether participating in CSE;
- If participating in CSE, whether a prior AFDC recipient;
- If participating in CSE, whether a support order exists; and

11. The number of households in the Florida analysis file is considerably less than indicated in other program statistics for the state. The data set initially provided by the state contained records for about 600,000 total household records, consistent with other reported caseload counts. However, we found a very large number of duplicate cases in the initial file. We feel that the analysis file represents an accurate unduplicated accounting of the food stamp recipients included in the initial data set.

- If support order exists, amount of the award and whether receiving payments.

For the first three items, we computed the distribution of food stamp allotments as well as households. We also examined the demographic characteristics of household heads in CSE-eligible food stamp-only custodial households.

The structure and contents of these data files differ greatly from state to state. Some states maintain their data at the household level; other states maintain data at the individual recipient level (requiring aggregation by case number to construct information by household). The task of identifying CSE participants was made easier in Florida by a data element on the food stamp record that indicated a corresponding CSE case. Conversely, in Alabama and New Jersey there was a data element on the CSE file that indicated a corresponding food stamp case. In these two states, because such data elements are not always updated, we also classified a food stamp household as a CSE participant if the Social Security number for any member of the food stamp household matched with the Social Security number of a child or custodial parent in a CSE case. In Oklahoma and Texas, where no data element existed on either the food stamp or CSE files to indicate participation in the other program, we conducted a match between the two files using Social Security numbers (as indicated above for Alabama and New Jersey) as the sole basis for identifying CSE participants among food stamp households.

Recipient Survey

In each of the five participating states, two food stamp offices were chosen as sites for local data collection. The sites were as follows:

- Etowah County (Gadsden) and Montgomery County (Montgomery), Alabama;
- Jacksonville (Southside Service Center) and Lakeland, Florida;
- Camden County (Camden) and Hudson County (Jersey City), New Jersey;
- Cleveland County (Norman) and Tulsa County (Tulsa), Oklahoma; and
- Garland and Lubbock (Parkway office), Texas.

The selection of two local sites in each state, completed in July 1992, was based on the following criteria:

- The monthly food stamp caseload should include at least 150 non-AFDC food stamp cases with children.
- The CSE office serving the local area should be generally recognized as having average or above-average performance, as perhaps indicated by measures such as child support collections per dollar of administrative cost.
- The locality should be one where we could expect cooperation from program directors, supervisors, and caseworkers (for both food stamps and CSE) and where orderly CSE record-keeping would facilitate abstraction of casefile information.
- If possible, the local sites should employ different approaches to informing food stamp clients about the availability of CSE services, in the interest of encompassing a variety of administrative practices across the ten sites.

All criteria were met, although the fourth proved difficult, as most local food stamp offices have no established method for providing CSE information and referral through the food stamp certification process.

Among the five participating states, additional state-specific considerations served to limit the range of feasible choices for local sites. In Alabama, for instance, we excluded the six counties currently participating in the demonstration project entitled Avenues to Self-Sufficiency through Employment and Training Services (ASSETS). In Florida, we excluded any county with less than 80 percent conversion of its CSE cases to the state's new automated system. Within each state, we sought geographic separation in the sites, in the interest of obtaining greater variation in client socioeconomic characteristics and agency administrative practices. We also encouraged states to avoid local areas with exceptional characteristics that might limit the generalizability of findings, such as a high proportion of cases residing on Indian reservations or military bases. We also indicated that states should nominate food stamp offices whose caseload is served by a single CSE office, to facilitate CSE staff interviews and case record abstraction. Finally, where several offices were otherwise comparable, we indicated a preference for the site with the larger non-AFDC food stamp caseload or the larger population center.

In drawing the survey sample in each site, we started with an automated file of households receiving food stamps in July 1992. We then removed from this file any food stamp households of the following types:

- Single-person households;
- Multi-person households with no members under age 18; or
- Multi-person households with members under age 18, any of whom receive AFDC.

In all ten sites, the cases that remained in the sample frame were thus multi-person food stamp households with at least one member under age 18, where none of those under age 18 received AFDC. In Alabama, Florida, and Oklahoma, the sample frame included those non-AFDC food stamp households where one or more of those under age 18 received Medicaid on a medical assistance only (MAO) basis.¹²

We then divided the sample frame into three strata, as follows:

- ***CSE participants***—Non-AFDC food stamp households with at least one member also appearing in a child support enforcement case within the state;¹³
- ***CSE nonparticipants of type A***—Non-AFDC food stamp households with no associated child support enforcement case and with either only one adult member (i.e., only one member 18 years of age or older) or adult members of only one sex; and
- ***CSE nonparticipants of type B***—Non-AFDC food stamp households with no associated child support enforcement case and with adult members of the opposite sex.

We then randomly sorted the cases in each site into replicates of CSE participants (ten cases per replicate) and CSE nonparticipants (eight cases of type A and two cases of type B per replicate). We stratified the nonparticipants into types A and B to minimize the effort expended in screening out cases of type B, which were less likely (than those of type A) to have children of

12. In New Jersey and Texas, the person-level indicator of AFDC receipt was a joint indicator of AFDC or Medicaid receipt. In these two states we thus effectively excluded from the sample the non-AFDC food stamp households where one or more of those under age 18 received Medicaid on a "medical assistance only" basis.

13. We described earlier in this chapter the approach taken in each state for identifying CSE participants. For the sites in Alabama, New Jersey, and Oklahoma, the automated match of Social Security numbers used statewide child support enforcement files. In Texas, because of the size of statewide CSE files, the match was with cases in (a) the CSE office(s) serving the local food stamp site, and (b) all CSE offices that serve adjoining geographic areas.

noncustodial parents and thus to qualify for the survey. In computing all survey findings, we have appropriately weighted the survey observations to account for this stratification.

Replicates were released to the survey staff as necessary to complete interviews with 20 CSE participants and 20 CSE nonparticipants per site. Once a replicate was released, work was completed on all cases in the replicate. This was to ensure that the completed interviews would constitute a random sample, while minimizing the chances of overshooting the target number of completed interviews per site. We provided each site with a pre-screening list of the cases in the initial sample replicates, for the purpose of verifying the client's address and telephone number and the household's continued receipt of food stamps as of November 1992.

Exhibit 1.2
RECIPIENT SURVEY SUMMARY:
CASES SAMPLED, SCREENED, AND INTERVIEWED

	Number of Cases
Cases sampled	1,655
Cases prescreened	
Found ineligible	
Outside office jurisdiction	136
Not food-stamp-only	433
Released for interview	1,086
Cases not screened (not located)	216
Cases screened	
Found ineligible	442
Found eligible	
Interviews not completed	14
Interviews completed	414

Source: Abt Associates, 1993 survey of food stamp-only custodial parents.

As shown in Exhibit 1.2, a total of 1,655 cases entered the survey sample. During pre-screening, office staff found 136 cases to reside outside the office jurisdiction, and 433 were found to no longer receive food stamps or to have become an AFDC food stamp case. The remaining 1,086 cases were released for interview. Of these, 216 could not be located, 442

were screened out as ineligible,¹⁴ and 14 were found eligible but did not complete the interview. Interviews were completed on 414 cases. The completion rate was 78 percent (414/534), if one assumes that the extent of eligibility among the 216 unlocated cases was the same as for those screened (i.e., 428/870 or 49 percent).¹⁵ Of the 414 completed interviews, interviewers completed nearly one-half by telephone and the remainder in person. Interviewers completed 40 (or more) interviews in nine of the ten sites—all but the Jacksonville site, where they exhausted the sampling frame after completing 32 interviews. Of the 414 completed interviews, 218 were sampled as CSE participants, 179 were sampled as CSE nonparticipants of type A, and 17 were sampled as CSE nonparticipants of type B.¹⁶ The survey was conducted over a ten-week period from mid-January to late March 1993. See Appendix D for a copy of the survey instrument. The responses to each survey item are tabulated in Appendix E.

CSE Case Record Abstracts

After completing the interviews, we abstracted information from CSE case records for those 239 respondents participating in the CSE Program in the interview month, based on whether a CSE case actually existed for the respondent in the local CSE office. To identify these respondents as participants, in each site we provided a list of the survey respondents (and their food stamp case numbers) to the CSE office and asked the staff to check them against the CSE caseload. This allowed us to identify CSE participants by their "true" CSE status, versus their self-reported status (from the relevant survey items) or the status by which they were sampled (that is, their sampling stratum).

14. Either no longer receiving food stamps, receiving (or applying for) AFDC, without children under 18 of an absent parent, with foster children only, or with a deceased case head.

15. The estimated number of eligible cases released for interview, 534, is computed as follows: $414 + 14 + (216) [(414 + 14) / (414 + 14 + 442)]$.

16. The 414 completed interviews included 147 interviews for which Medicaid covers either the custodial parent or a child of an absent parent included in the food stamp grant. Based on the CSE case record abstracts, 90 of those respondents participated in CSE, in keeping with the eligibility requirements for Medicaid. We have included the remaining 57 in our estimates of potential response to a mandate or outreach, even though they were already subject to a CSE participation requirement.

Once the participating cases were identified, field staff conducted the case record abstracts during March and April 1993. (In the two New Jersey sites, state CSE staff completed the abstracts.) The abstraction proceeded on the basis of "case record units," which normally corresponded to a sibling group (children from the same custodial-noncustodial parent pair). A respondent could have more than one case record unit—most typically, if a woman had children from several noncustodial fathers. There were multiple case record units for about one-fourth of the 239 respondents participating in CSE. The total number of case record units among the 239 respondents was 307. We did not abstract case information (and we did not regard the custodial parent as a CSE participant) in situations in which the CSE activity was confined to collection of AFDC arrears payments only¹⁷ or in which all children in the case record unit were 18 years old or older. See Appendix F for a copy of the case record abstraction instrument.

Program Staff and Client Advocate Interviews

To understand better the program environment in each of the study sites, we conducted interviews with state and local staff in both the Food Stamp and CSE Programs, as well as representatives of client advocacy groups. Two-person teams conducted these interviews during site visits in the summer and fall of 1992. For each state, the interviews took place at the state office buildings in the capital city and in the food stamp and CSE offices for each study site. These interviews aided in formulating hypotheses about the factors affecting CSE participation, selecting appropriate variables for the multivariate analysis of CSE participation, and interpreting the site differences in CSE participation rates.

17. The HHS Office of Child Support Enforcement defines an "AFDC arrears only" case as "one in which the children to be supported are former recipients of IV-A [AFDC] payments and in which the absent parent is now delinquent in his or her reimbursement of these payments to the government." We excluded these cases from the analysis because there is no effort under way to collect current support for the children. Any amounts collected on these cases go entirely to the federal and state governments (according to their respective cost-sharing of AFDC benefits), not to the custodial household. CSE services to these cases and any resulting collections would thus have no impact on either the income of the food stamp household or costs to the Food Stamp Program.

1.3 ORGANIZATION OF THIS REPORT

The next three chapters address in sequence the three research questions posed at the outset of this chapter. Chapter Two presents our findings with respect to the needs for child support enforcement among food stamp-only custodial households not currently participating in the CSE Program. Chapter Three discusses the potential for increased CSE participation through either a mandate or improved outreach. Chapter Four examines the potential benefits and costs associated with either a mandate or outreach, as defined in Section 1.1 of this chapter. Chapter Five considers the policy implications of the findings reported.

CHAPTER TWO

NEEDS FOR CHILD SUPPORT ENFORCEMENT

This chapter examines the extent to which food stamp-only cases need child support enforcement services. The findings define the size of the *target population* of this study: food stamp-only custodial households not participating in the CSE Program that need a support order or collection on an existing order. The target population is thus restricted to those households that might potentially benefit from either a CSE mandate or improved CSE outreach.

Specifically, we estimate the percentage of all food stamp households nationally that meet *all* of the following criteria:

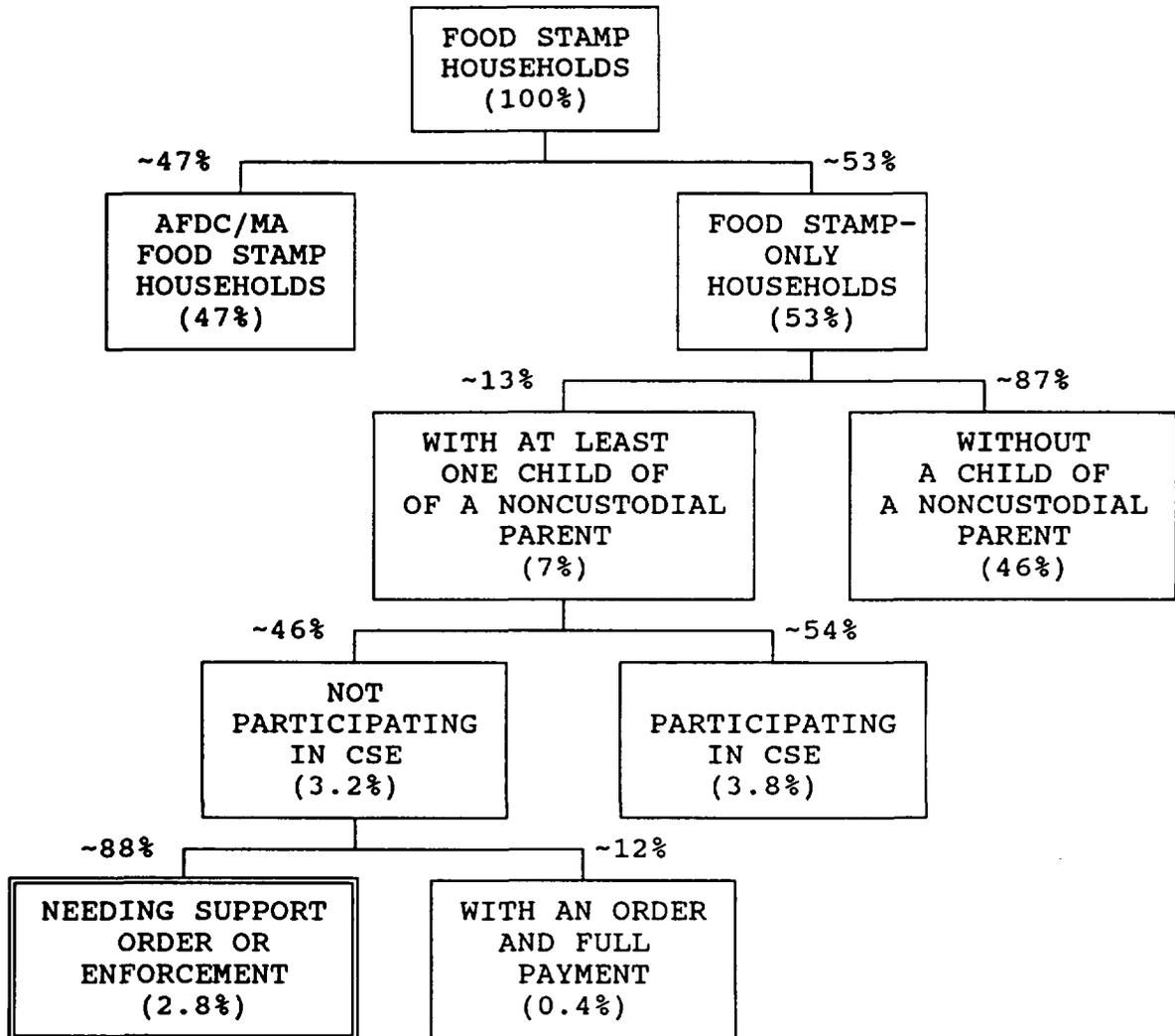
- food stamp-only—that is, receiving food stamps but neither AFDC nor Medicaid,
- custodial—that is, including at least one child of a noncustodial parent,
- not participating in the CSE Program, and
- lacking a support order or not receiving full payment on an existing order.

Our basic finding is that *nationally, the target population constitutes 2.8 percent of all food stamp households*. In other words, 2.8 percent of the national caseload constitutes food stamp-only custodial households that are not participating in the CSE Program but have a need for child support enforcement. Based on the current national monthly caseload of approximately 11 million households, the estimated 2.8 percent implies a target population nationally of 300,000 households.

As illustrated in Exhibit 2.1, one can regard the national estimate of 2.8 percent as the product of the following two factors. The first is the percentage of all food stamp households that are food stamp-only custodial households. We estimate this nationally at 7 percent. The specific national estimates are 6.7 percent from CPS, 6.4 percent from SIPP, and 9.2 percent from the 1991 food stamp quality control (QC) data. (The QC data indicate substantial interstate variation in this percentage, from below 2 percent to above 20 percent of households.) The 7 percent national figure represents a defensible mid-range assumption for subsequent calculations.

The second factor is the percentage of food stamp-only custodial households that are CSE nonparticipants and that have needs for CSE services, estimated at 40 percent. This second

Exhibit 2.1
IDENTIFICATION OF THE TARGET POPULATION



Target population of this study

Source: Abt Associates, FY 1991 national food stamp quality control sample, 1993 survey of food stamp-only custodial parents, and accompanying CSE case record abstracts (see Exhibits 2.3, 2.5 and 2.7).

Notes: Percentages in parentheses are computed as proportions of the total national food stamp caseload. Percentages preceded by ~ are conditional estimates, computed as proportions of the caseload segment represented by the preceding box.

factor is itself derived from a 46 percent CSE nonparticipation rate and an 88 percent rate of CSE needs among nonparticipants, as described below.

The estimated 46 percent CSE nonparticipation rate reflects the estimate from the ten-site pooled survey/abstract data (46.3 percent), and is in the range of estimates obtained from statewide administrative data in three of the five participating States (45.5 percent in Alabama, 39.8 percent in New Jersey, and 54.3 percent in Texas). As discussed in Section 2.2, we regard as biased the higher estimates obtained from CPS and SIPP and the lower estimates obtained from the other two participating States (Florida and Oklahoma).

The estimated 88 percent rate of CSE needs reflects the estimate from the survey/abstract data (87.7 percent), which we consider more accurate than the estimates obtained from either the CPS (77.1 percent) or SIPP (81.1 percent). These estimates all indicate the proportion of custodial parents either needing a support order or not receiving full payment on an existing order, among food stamp-only CSE nonparticipants.

The following sections provide detail on these estimates of the target population. First we discuss our national and state-by-state estimates of the proportion of the food stamp caseload comprised of food stamp-only custodial households, as obtained from the CPS, SIPP, and food stamp QC data. Then we present our estimates of CSE nonparticipation and CSE needs, as obtained from the CPS, SIPP, statewide administrative data from the five participating states, and the pooled survey/abstract data from the ten study sites.

We use multiple data sources in this analysis because no single data set provides sufficiently detailed information for a nationally representative sample. The need for national estimates of the target population arises from our need in Chapter Four to evaluate the national benefits and costs of a CSE mandate or improved outreach. In Chapter Four, we will project onto the national food stamp caseload the effects of these policy options as estimated from the survey/abstract data in the ten study sites. To do this, it is essential to know the extent of the national caseload that corresponds to the surveyed population—food stamp-only custodial households.

As we describe in detail throughout this chapter, the data sources used here have differing limitations. To proceed with our later analysis of policy impacts, we must consider the reliability of the varying estimates and then choose specific empirical values as the basis for subsequent benefit-cost calculations. The choices discussed in this chapter ultimately reflect

subjective judgments, weighing a series of factors that mitigate against any precise, definitive answers. We consider this an appropriate research strategy, given the exploratory nature of the study. Recognizing the inherent imprecision, we later explore (in Chapter Four) the sensitivity of the national benefit-cost estimates to the particular empirical values estimated here.

2.1 FOOD STAMP-ONLY CUSTODIAL HOUSEHOLDS

We derived three independent national estimates of the percentage of all food stamp

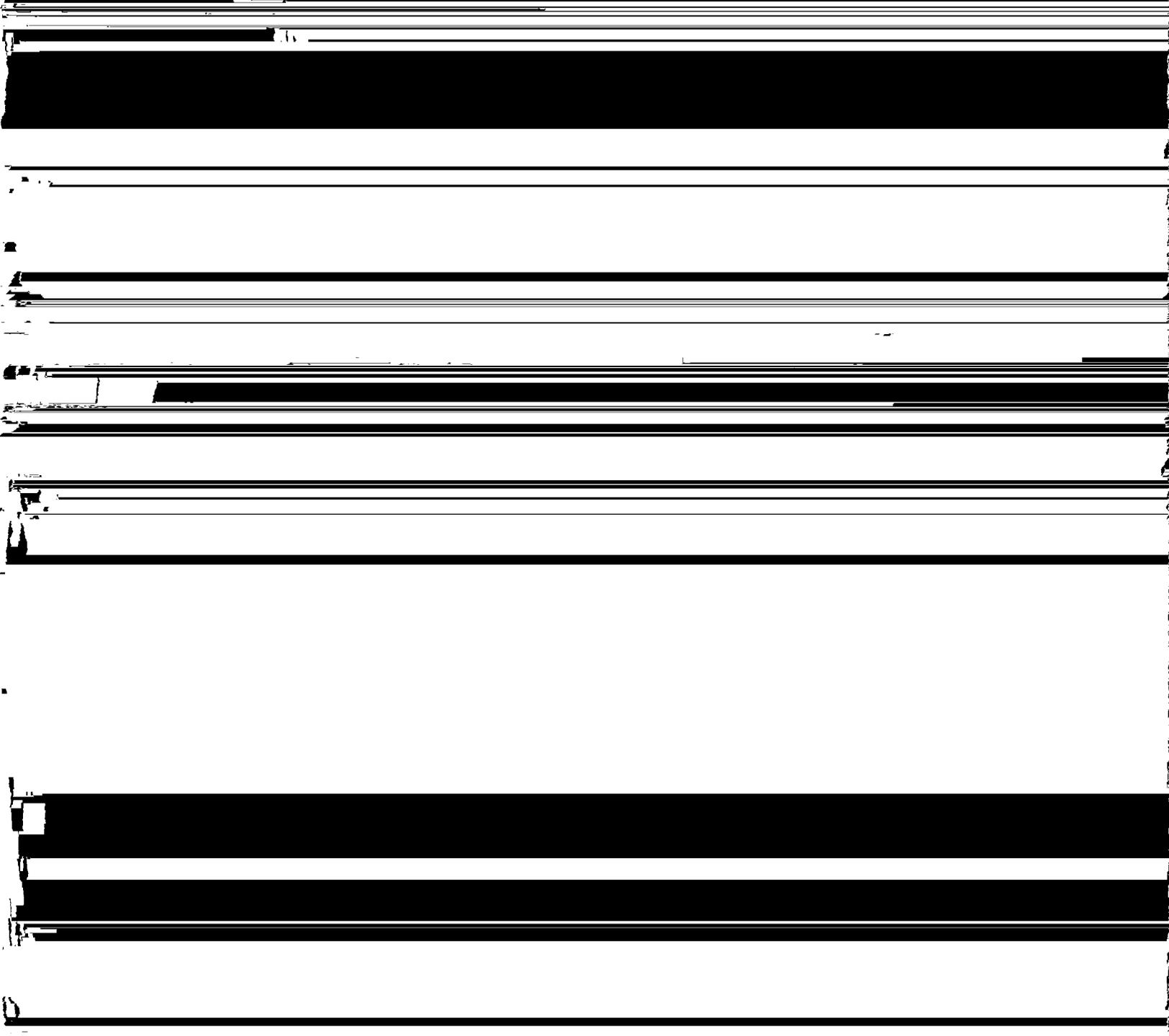


Exhibit 2.3

**DISTRIBUTION OF FOOD STAMP HOUSEHOLDS BY AFDC/MEDICAID
RECEIPT, CUSTODIAL STATUS, AND STATE,
FISCAL YEAR 1991**

State	Number of Households	AFDC/MA Food Stamp Households	Food Stamp-Only Households		Total
			Not Custodial	Custodial	
<i>Percentage of All Food Stamp Households</i>					
United States	8,862,066	46.6	44.2	9.2	100.0
Alabama	186,152	24.7	51.7	23.6	100.0
Alaska	10,134	55.2	42.2	2.6	100.0
Arizona	137,498	37.5	49.8	12.8	100.0
Arkansas	93,938	22.3	58.5	19.2	100.0
California	807,135	79.6	18.7	1.7	100.0
Colorado	94,672	39.6	45.4	15.0	100.0
Connecticut	69,953	64.7	33.6	1.7	100.0
Delaware	15,209	46.4	37.4	16.2	100.0
District of Columbia	32,012	58.4	36.6	5.0	100.0
Florida	401,704	33.2	48.7	18.1	100.0
Georgia	243,569	37.3	46.3	16.4	100.0
Guam	3,294	33.5	48.5	18.0	100.0
Hawaii	34,447	41.0	53.3	5.7	100.0
Idaho	23,420	38.7	47.7	13.6	100.0
Illinois	460,226	50.5	45.2	4.3	100.0
Indiana	131,115	45.9	41.0	13.1	100.0
Iowa	71,307	48.0	44.8	7.2	100.0
Kansas	60,061	54.4	40.9	4.7	100.0
Kentucky	183,322	44.3	48.2	7.5	100.0
Louisiana	261,434	33.8	45.9	20.3	100.0
Maine	50,533	44.7	50.2	5.1	100.0
Maryland	129,899	53.5	39.1	7.4	100.0
Massachusetts	172,325	54.2	42.0	3.9	100.0
Michigan	408,046	55.7	41.7	2.6	100.0
Minnesota	119,476	52.9	45.2	1.9	100.0
Mississippi	186,862	31.4	53.0	15.6	100.0
Missouri	189,540	42.7	47.3	10.0	100.0
Montana	22,805	33.7	57.3	9.0	100.0
Nebraska	39,171	44.7	44.8	10.5	100.0
Nevada	27,909	27.2	53.6	19.2	100.0

Exhibit 2.3 (continued)

DISTRIBUTION OF FOOD STAMP HOUSEHOLDS BY AFDC/MEDICAID RECEIPT, CUSTODIAL STATUS, AND STATE, FISCAL YEAR 1991

State	Number of Households	AFDC/MA Food Stamp Households	Food Stamp-Only Households		Total
			Not Custodial	Custodial	
<i>Percentage of All Food Stamp Households</i>					
New Hampshire	20,121	41.2	54.7	4.1	100.0
New Jersey	176,268	60.3	34.9	4.8	100.0
New Mexico	58,414	42.6	44.4	13.0	100.0
New York	775,738	47.3	49.1	3.6	100.0
North Carolina	200,968	36.9	51.0	12.1	100.0
North Dakota	15,574	51.7	44.9	3.4	100.0
Ohio	498,553	49.8	44.4	5.8	100.0
Oklahoma	116,355	31.0	54.1	14.9	100.0
Oregon	102,761	39.6	52.9	7.5	100.0
Pennsylvania	456,210	44.6	51.6	3.8	100.0
Rhode Island	33,723	57.1	39.7	3.2	100.0
South Carolina	116,325	37.2	44.8	18.0	100.0
South Dakota	18,042	44.5	43.5	12.0	100.0
Tennessee	238,807	43.1	46.9	10.0	100.0
Texas	757,112	31.8	49.4	18.8	100.0
Utah	39,667	51.5	42.1	6.4	100.0
Vermont	20,607	48.6	50.2	1.2	100.0
Virgin Islands	4,301	12.6	46.8	40.6	100.0
Virginia	171,070	31.1	53.6	15.3	100.0
Washington	157,816	57.9	38.1	4.0	100.0
West Virginia	104,546	38.6	52.6	8.8	100.0
Wisconsin	100,619	74.6	23.3	2.1	100.0
Wyoming	11,301	52.0	40.0	8.0	100.0

Source: Abt Associates, FY 1991 national food stamp quality control sample.

available values after weighing their relative strengths and weaknesses, or derive an adjusted estimate that reconciles their differences.

However, in the analysis that follows we find each of the three estimates to have some potential bias, with no clear basis for reconciliation. We thus have sought to identify a single value that represents a reasonable assumption for further calculations. For reasons explained below, we have chosen this value as 7 percent.

Assessing the Accuracy of the National Estimates

We start here by noting the features of the available estimates suggesting that the true value may lie *within* their range—that is, above 6 percent but below 9 percent. To reiterate, the measure of interest is the ratio of monthly food stamp-only custodial households to total monthly food stamp households. The 6.7 percent CPS estimate may represent an underestimate of this ratio, on two grounds. First, the numerator excludes custodial fathers and some custodial mothers.² Second, in classifying respondents as food stamp recipients, the March 1990 CPS uses a reference period for food stamp receipt that is calendar year 1989, an annual interval rather than a monthly interval. The longer the reference period, the greater is the likelihood of counting in the denominator short-term food stamp recipients who tend to be intact families, *not* custodial families.³

Another reason to believe that the true value may lie within the range of 6 to 9 percent pertains to a source of potential upward bias in the 9.2 percent QC estimate. In particular, the QC numerator represents an overestimate to the extent of false-positive identification of custodial

2. Custodial fathers represent about 6 to 7 percent of the custodial parents in food stamp-only custodial households, based on the SIPP data and the survey/abstract data. As to the exclusion of some custodial mothers, the skip pattern of questions asked in the CPS child support supplement results in the exclusion of ever-married custodial mothers with children fathered by someone other than the current or most recent spouse. For instance, the survey would miss a woman now married to her second husband also raising a child from her first marriage. The survey/abstract data do not provide sufficient marital histories to estimate reliably the incidence of such situations.

3. The fact that the QC period is more recent historically (than CPS or SIPP) would seemingly cause little difference in the estimates, for the following reason. During the period 1989-91, despite rapid caseload growth, there was relative stability in the *percentage* of non-AFDC households (about 58 percent) and in the *percentage* of single-adult female-headed households with children (about 39 percent) in the total food stamp caseload. See U.S. Department of Agriculture, Food and Nutrition Service, "Characteristics of Food Stamp Households: Summer 1991," January 1993, Appendix Tables A-31 and A-53, and corresponding tables from previous issues of the same report.

households. Such misidentification could arise from the limited detail in the codes that identify familial relationships among food stamp household members. In using these codes, we ran the risk of identifying the following types of households as custodial: a single-parent household in which the other parent is deceased, a household in which both parents are present but not married, and a three-generation household headed by a child's grandparent but also including both of the child's parents.⁴

Next, there are other aspects of the estimates suggesting that the true value may lie *below* the estimated range. First, both the CPS and SIPP estimates are based on the Census-defined family or subfamily—a group of two or more persons who not only reside together but also are related by birth, marriage, or adoption. The ideal unit of observation here is the food stamp-defined household—a group of persons (or a single individual) who occupy the same residence and who purchase and prepare food together. The family unit of observation would tend to bias upward the CPS and SIPP estimates, by excluding from the denominator food stamp recipients who reside alone and who by definition could not represent custodial households. Second, both the CPS and SIPP estimates classify a family as custodial according to whether it includes a child *under age 21* of a noncustodial parent, consistent with Census definitions. This tends to overstate the intended numerator, which applies an age threshold of 18 years consistent with the administrative definitions in the CSE mandates for AFDC and Medicaid. Third, CPS and (to a lesser extent) SIPP each tends to under-report means-tested benefits such as AFDC, food stamps, and Medicaid. This by itself might bias upward the estimated percentage, if the undercount of recipients is more pronounced in the denominator (among multiple-benefit

4. The person-level identifying codes in the QC data relate each member of the household to the household head but not to other household members. We classified a household as a custodial case if it met the following conditions:

- there were two or more persons in the food stamp household; and
- either (a) the case included one or more stepchildren of the household head or (b) the case head had no spouse present and had one or more children (or grandchildren).

recipients such as AFDC food stamp families) than in the numerator (among single-benefit recipients such as food stamp-only families).⁵

Finally, but probably of lesser importance, there is one aspect of the QC estimate suggesting that the true value may even lie *above* the estimated range. Recall that the false-positive identification of custodial households may cause an overestimate in the QC numerator. To the extent that false-*negative* situations could occur even more frequently, however, the QC numerator may represent an underestimate. For instance, our use of the relationship codes in the QC data would have caused us to falsely identify a household as not custodial in one particular situation: if the female head resides with her current husband and a child fathered by an earlier husband or other partner. In this situation, the child would have been coded as the son or daughter of the household head; we would have incorrectly regarded the woman's current spouse as the child's father.⁶

The issue of whether the QC estimate represents an overestimate thus rests on the question of whether the false positives outnumber the false negatives. To address this question, it is instructive to compare the QC estimates obtained for the five participating states with the corresponding estimates derived from the state administrative data.

As a means of testing the validity of the QC estimate, the state administrative files offer several advantages over the QC data. First, because the state data files include the entire statewide food stamp caseload, there is no sampling variability in the estimated percentages. Second, the state files allow us to unambiguously identify as custodial households those food stamp cases with corresponding CSE cases.

For four of the five states (all but Florida), the administrative data yield an estimate that lies outside the 95 percent confidence interval of the QC-based estimate (see Exhibit 2.4). For several reasons, one would expect some discrepancies in these estimates for any given state.

5. Consider the following example using AFDC and food stamps. Assume that the total food stamp caseload consists of X non-AFDC food stamp cases and Y AFDC food stamp cases. The true portion of non-AFDC cases is thus $X/(X+Y)$. Assume that there is complete reporting of both food stamps and AFDC in the QC data. For the Census data (CPS or SIPP), assume that underreporting reduces the observed number of non-AFDC food stamp cases from X to aX and reduces the number of AFDC food stamp cases from Y to abY , where a and b (both less than 1) are the reporting rates for food stamps and AFDC, respectively. The observed percentage of non-AFDC cases in the food stamp caseload will equal $aX/(aX+abY)$ in the Census data, which equals $X/(X+bY)$, and thus is greater than the value $X/(X+Y)$ derived from the QC data.

6. If instead the male spouse had been designated as the household head, with the child thus coded as a stepchild, we would have correctly classified the case as a custodial household.

Exhibit 2.4

**FOOD STAMP-ONLY CUSTODIAL HOUSEHOLDS
AS A PERCENTAGE OF ALL FOOD STAMP HOUSEHOLDS
IN THE FIVE PARTICIPATING STATES**

State	Food Stamp-Only Custodial Households	
	QC Data (FY 1991)	Administrative Data (July 1992)
	<i>Percentage of All Food Stamp Households</i>	
Alabama	23.6 ^a	28.5
Florida	18.1	16.4
New Jersey	4.8 ^a	8.9
Oklahoma	14.9 ^a	17.3
Texas	18.8 ^a	10.2

Source: Abt Associates, FY 1991 national food stamp quality control sample and 1992 state administrative data for food stamps and CSE.

^a Significantly different at the .05 level from the estimate derived using the administrative data.

First, as described earlier, the limited demographic information in both the QC files and the administrative data required the use of approximating criteria for identifying custodial households. To recall, in the QC data a food stamp-only case was identified as a custodial household if two conditions were met:

- Two or more persons in the food stamp household; and
- Either (a) one or more stepchildren under the age of 18, or (b) the case head has no spouse present with one or more children (or grandchildren) under the age of 18.

In the state administrative data, a food stamp-only case was classified as a custodial household if it met either of the following criteria:

- CSE participant; or
- A multiperson household with at least one member under age 18 and no opposite-sex members over age 18.

One would expect these differing criteria to lead to differing estimates of the food stamp-only custodial population. On the one hand, the state administrative data would appear more reliable,

as we can unambiguously identify a food stamp-only custodial household in those instances where a CSE case exists. On the other hand, among food stamp-only cases where no CSE case exists, the more detailed relationship codes for each household member in the QC data enable a more accurate identification of custodial households than is possible with the state administrative files.

Note that Texas, by far the largest of the five states, is the one for which the QC estimate significantly exceeds the corresponding administrative estimate for the percentage of food stamp-only custodial households. For the five states combined, the Texas overestimate (along with the much smaller and insignificant Florida overestimate) more than offsets the underestimates in the other three states. The five-state QC estimate (17.4 percent) thus exceeds the corresponding administrative estimate (14.2 percent). If we proportionally adjust the 9.2 percent national QC estimate to account for the extent of net upward bias apparent from the comparison with the administrative data, we obtain an adjusted national QC estimate of 7.5 percent.

In summary, we have raised here a variety of issues pertaining to the available national estimates of the percentage of food stamp households that consist of food stamp-only custodial households. The weight of evidence implies a true value that lies below the QC estimate (9.2 percent) and may even lie below the values derived from CPS (6.7 percent) and SIPP (6.4 percent). We interpret the issues raised here as indicating that none of the three available estimates is a compelling choice. For the CPS estimate, there are potential sources of both upward and downward bias with uncertain net direction. In contrast, the SIPP estimate appears to overstate the true value for the same reasons as CPS, with no apparent offsetting sources of downward bias. This would seemingly call into question the even higher QC estimate. We have used the state administrative data as a means of validating the QC estimate and have derived an adjusted QC value of 7.5 percent.

Choosing a Single Point Estimate

In the end, we have adopted 7 percent as the national point estimate for subsequent calculations. We simply consider it more likely that the correct value lies toward the lower end of the range of the three estimates than either toward the upper end of the range, above the range, or below the range. If the true value lies outside the range, however, we consider it

more likely to lie below the range than above the range. In Chapter Four we therefore check the sensitivity of the benefit-cost estimates to the 7 percent assumption by using an alternative 6 percent assumption.

As a final observation here, note that there is substantial variation among states in the percentage of active food stamp cases that are food stamp-only custodial households, as estimated from the QC data for all states and from the administrative data for the five states participating in this study. The variation found in the QC data is especially noteworthy, since (compared to the state administrative estimates) the QC estimates reflect a greater degree of consistency in measurement definitions. Based on the QC data by state, as shown in Exhibit 2.3, the portion of total food stamp cases that are food stamp-only custodial households ranges from less than 2 percent in California, Connecticut, Minnesota, and Vermont to more than 20 percent in Alabama and Louisiana. (The Virgin Islands estimate, an extreme outlier at 40 percent, is based on a sample of less than 200 cases.) As one expects, these percentages are inversely related to AFDC benefit levels. The higher the AFDC benefit for a family of given size, the higher the income level at which the household no longer qualifies for AFDC and consequently the narrower the range of income in which the non-AFDC family would still remain income-eligible for food stamps.

2.2 CSE NONPARTICIPATION AND CSE NEEDS

The next task is to estimate the percentage of food stamp-only custodial households that do not participate in the CSE Program but might benefit from CSE participation (i.e., which either lack support orders or receive less than full payment on existing orders). We have derived estimates from CPS, SIPP, the survey/abstract data, and state administrative data (Exhibit 2.5). The QC data indicate nothing about participation in (or contact with) the CSE Program or about the status of support orders or support payments. (Child support income is lumped together with "other unearned income.")⁷

7. It would be difficult to use "other unearned income" as a proxy measure for child support payments, for two reasons. First, this category of reported income also includes (to an unknown degree) the following sources: alimony, foster care payments, rental income, private pension benefits, union benefits, dividends, and interest payments. Second, the QC file reflects some pre-editing of this data element to reconcile household gross income with the summation of person-level income amounts.

Exhibit 2.5

**PERCENTAGE OF FOOD STAMP-ONLY CUSTODIAL PARENTS AND
HOUSEHOLDS REPORTING NO PREVIOUS CSE CONTACT OR NO
CURRENT CSE CASE, BY DATA SOURCE**

	No Previous CSE Contact	No Current CSE Case
<i>Percentage of Food Stamp-Only Custodial Parents</i>		
CPS (1990)	68.8	—
SIPP (1990)	74.9	—
Survey/abstract data (1993)	59.4	46.3
<i>Percentage of Food Stamp-Only Custodial Households</i>		
State administrative data (1992)		
Alabama	—	45.5
Florida	—	13.2
New Jersey	—	39.8
Oklahoma	—	15.9
Texas	—	54.3

Source: Urban Institute, 1990 Current Population Survey and 1990 Survey of Income and Program Participation; Abt Associates, 1993 survey of food stamp-only custodial parents, accompanying CSE case record abstracts, and 1992 state administrative data for food stamps and CSE.

CSE Nonparticipation

As explained below, our estimate of CSE nonparticipation among food stamp-only custodial households is based on the survey/abstract data and is generally consistent with the state administrative data. For CPS and SIPP, the survey items on the custodial parent's involvement with the CSE Program appear to have limited usefulness for the purposes of this study. The items explicitly address prior client-initiated contact with the program, versus current participation. In particular, the April 1990 CPS Child Support Supplement asked the following question:

"Have you ever contacted any government agency for aid in obtaining child support (for child(ren) of last divorce or separation)?"

Correspondingly, the child support topical module administered in Wave 3 to the 1990 SIPP included the following item:

"For any of [the noncustodial parent]'s children, has [the custodial parent] ever asked a public agency (such as the child support enforcement office or welfare agency) for help in obtaining child support?"

For food stamp-only custodial families, the percentage indicating no prior CSE contact was similar in the two surveys: 68.8 percent in CPS and 74.9 percent in SIPP.

For several reasons, these responses appear to overstate the level of nonparticipation in the CSE Program (i.e., understate CSE participation). First, because the question implies voluntary contact by the respondent, its accuracy in identifying all contact between the respondent and the CSE agency is questionable. The percentage of the custodial parents in AFDC/MA food stamp households who report CSE contact is implausibly low—only 38.6 percent in CPS and 47.1 percent in SIPP—despite the requirement for CSE participation among such households.

Second, the survey/abstract data indicate that many custodial parents who report no previous voluntary contact with the CSE agency in fact do currently participate in CSE. The survey asked the following question, deliberately worded to resemble the CPS and SIPP items:

"Have you ever been in contact with a government agency responsible for the child support enforcement program for help in obtaining child support for any of your children . . . ?"

As shown in Exhibit 2.6, among those who answered negatively to this question, almost 40 percent have a case in the local CSE office. This is understandable because many food stamp-only cases are former AFDC recipients whose cases would have been continued automatically unless they requested that their case be closed. All contact between CSE and the recipient could have been agency-initiated rather than recipient-initiated. (Also understandable is the fact that, among those who answered "yes" to this question, 26 percent have no current CSE case. Such clients may have had contact with CSE but did not apply for services or may have had a CSE case that was subsequently closed.) We have used the survey/abstract findings to adjust the CPS and SIPP findings with respect to reported no previous CSE contact (i.e., the 68.8 percent CPS estimate and the 74.9 SIPP estimate cited earlier). If one assumes the same pattern found among survey respondents between reported CSE noncontact and actual CSE nonparticipation, the

implied CSE nonparticipation rate is 49.6 percent for CPS and 51.7 percent for SIPP.⁸ Both of these adjusted estimates correspond generally with the 46.3 percent CSE nonparticipation rate determined from the survey/abstract data.

Exhibit 2.6

REPORTED CSE CONTACT VERSUS PRESENCE OF CSE CASE

Question	Response	Does a CSE Case Presently Exist for This Food Stamp-Only Custodial Parent?		
		Yes	No	Total
<i>Number of Respondents</i>				
Have you ever been in contact with a government agency responsible for the child support enforcement program for help in obtaining child support...?	Yes	135	40	175
	No	104	135	239
	Total	239	175	414
<i>Weighted Percentage^a</i>				
Have you ever been in contact with a government agency responsible for the child support enforcement program for help in obtaining child support...?	Yes	74.4	25.6	100.0
	No	39.5	60.5	100.0
	Total	53.7	46.3	100.0

Source: Abt Associates, 1993 survey of food stamp-only custodial parents and accompanying CSE case record abstracts.

^a Row percentages sum to 100.

Based on the food stamp and CSE administrative data obtained for this study, as shown in Exhibit 2.5, three of the five states have CSE nonparticipation rates that are in the same range as the 46 percent survey/abstract estimate: 45.5 percent for Alabama, 39.8 percent for New Jersey, and 54.3 percent for Texas. Nonparticipation estimates were much lower for the other

8. For CPS and SIPP, we compute the adjusted CSE nonparticipation rate as the sum of: (a) the percentage reporting no previous CSE contact multiplied by the (survey/abstract-based) conditional CSE nonparticipation rate for those reporting no prior CSE contact (.605), and (b) the percentage reporting previous CSE contact multiplied by the conditional CSE nonparticipation rate for those reporting previous CSE contact (.256). The CPS calculation is $(68.8 \times .605) + (31.2 \times .256) = 49.6$. The SIPP calculation is $(74.9 \times .605) + (25.1 \times .256) = 51.7$.

two states: 13.2 percent for Florida and 15.9 percent for Oklahoma. The latter estimates appear to reflect the fact that the computer systems in these states automatically generate a CSE case number when there is a child of a noncustodial parent in a food stamp household. However, these cases do not truly exist in the CSE Program if the client has filed no application and the CSE agency has provided no services. We encountered this situation for some survey respondents who were sampled as CSE participants (based on the automated files) but were found (at the time of abstraction) not to have any CSE case on file in the local CSE office.

CSE Needs

The next issue to address is the extent of need for child support enforcement services

among those food stamp-only custodial parents who do not participate in CSE. At the extreme, these CSE nonparticipants would pose little concern if they currently receive full payment on privately-arranged support orders. To the contrary, however, more than three-fourths of the food stamp-only custodial parents not participating in CSE either have no support order or receive less than full payment on their order—and thus, by our definition, have needs for CSE services. The evidence from CPS, SIPP, and the survey/abstract data is generally consistent on this point. As shown in Exhibit 2.7, we find the percentage with no order or with less than full payment on an order is 77.1 percent from CPS, 81.1 percent from SIPP, and 87.7 percent from the survey/abstract data.⁹ Predominantly, such cases lack a support order, versus having an order on which they receive no payment or partial payment.

The higher extent of CSE needs indicated in the survey/abstract data (versus either CPS or SIPP) reflects in part a difference in classifying a custodial parent who receives full payment on all support orders obtained, *but who has one or more children not covered by an order*. Because both CPS and SIPP identify such a parent as having an order and receiving full payment, the case is tabulated here as having no needs for CSE services. However, in the

9. We have based the CPS and SIPP estimates on food stamp-only custodial parents reporting no contact with the CSE agency. From the discussion above, we recognize that the self-reported information from these respondents may not accurately indicate their current CSE participation or nonparticipation. We implicitly assume here that the needs for child support enforcement services among these custodial parents reasonably approximates the profile of needs among those who truly do not participate in CSE. We have tested this assumption with the survey data by comparing the profile of needs among those who report no CSE contact with the profile among those who (based on the case record abstraction) are not CSE participants. The two profiles are very similar.

Exhibit 2.7

**INITIAL CHILD SUPPORT STATUS OF
FOOD STAMP-ONLY CUSTODIAL PARENTS
NOT PARTICIPATING IN THE CSE PROGRAM**

	CPS ^a (1990)	SIPP ^b (1990)	Recipient Survey ^c (1993)
<i>Percentage of Custodial Parents</i>			
Have no order	57.9	65.1	65.1
Have an order, receive no payment	12.7	9.8	13.4
Have an order, receive partial payment	<u>6.5</u>	<u>6.2</u>	<u>9.3</u>
Subtotal	<u>77.1</u>	81.1	87.7
Have an order, receive full payment	<u>22.9</u>	<u>18.9</u>	<u>12.3</u>
Total	100.0	100.0	100.0

Source: Urban Institute, 1990 Current Population Survey and 1990 Survey of Income and Program Participation; Abt Associates, 1993 survey of food stamp-only custodial parents and accompanying CSE case record abstracts.

^a For custodial mothers reporting no previous CSE contact.

^b For custodial mothers and fathers reporting no previous CSE contact.

^c For custodial mothers and fathers with no current CSE case. Those respondents with no support orders for all children of a noncustodial parent were classified above as having no order. Those respondents with a support order were asked, for each order, "In the last 12 months, how regularly have you received payments under this (agreement/order)?" Those answering "never" for all orders were classified above as receiving no payments. Those answering "seldom" or "occasionally" on at least one order, or answering "regularly but late" or "regularly and on time" for all orders but with at least one child of a noncustodial parent not covered by an order, were classified as receiving partial payments. Those with orders for all children of a noncustodial parent and answering "regularly but late" or "regularly and on time" were classified as receiving full payments.

survey/abstract data we regard this parent as still having CSE needs; we therefore tabulate the case along with those having an order but receiving partial payment. As shown in Exhibit 2.7, the latter group with partial needs represents 9.3 percent of custodial parents in the survey/abstract data, higher than the 6.5 and 6.2 percent estimated from CPS and SIPP, respectively.¹⁰

10. We have not attempted to reconcile further the estimates from the survey/abstract data with the estimates from either CPS or SIPP, as the survey/abstract data pertain to six sites that were not chosen to be nationally representative.

The findings reported in this section can be summarized as follows. Among custodial parents in food stamp-only households, an estimated 46 percent do not participate in the CSE Program. Among these CSE nonparticipants, approximately 88 percent need child support enforcement services—that is, they either lack a support order or receive less than full payment on an existing order. Combining these percentages, we conclude that about 40 percent of food stamp-only custodial households could potentially benefit from measures to require or encourage CSE participation. Because food stamp-only custodial households represent an estimated 7 percent of all food stamp households, these estimates imply that the target population for either a CSE mandate or improved outreach is approximately 2.8 percent of the total food stamp caseload. The specific national estimates obtained from CPS and SIPP are 3.5 percent and 3.9 percent, respectively. For completeness, we show these estimates in Exhibit 2.8, even though we regard them as over-estimating the extent of CSE nonparticipation.¹¹ Among all states, the size of the target population appears to vary substantially as a percentage of total food stamp cases, in the range of 1 to 8 percent.

11. As described earlier, the extent of "no previous CSE contact" reported either in CPS or SIPP (68.8 percent and 74.9 percent, respectively) implies a substantially lower CSE nonparticipation rate (49.6 percent and 51.7 percent, respectively) when one accounts for the observed pattern of responses in the recipient survey and case record abstracts.

Exhibit 2.8

CPS AND SIPP ESTIMATES OF THE TARGET POPULATION

	CPS (1990)		SIPP (1990)	
	Number ^a	Percentage ^b	Number ^a	Percentage ^b
All food stamp families	7,821	100.0	6,918	100.0
Food stamp-only custodial families	524	6.7	441	6.4
that have contacted CSE	164	2.1	111	1.6
that have not contacted CSE	360	4.6	330	4.8
have an order, receive full payment	83	1.1	62	0.9
		<i>Target Population</i>		
have no order	209	2.7	215	3.1
have an order, receive no payment	46	0.5	32	0.5
have an order, receive partial payment	23	0.3	21	0.3
Subtotal	278	3.5	268	3.9

Source: Urban Institute, 1990 Current Population Survey and 1990 Survey of Income and Program Participation.

^a All numbers are in thousands of families.

^b All percentages are of all food stamp families nationally.

CHAPTER THREE

POTENTIAL FOR INCREASED CSE PARTICIPATION

This chapter examines the extent to which households in the target population—food stamp-only custodial households not participating in CSE but with needs for CSE services—might enter the CSE Program in response to either a mandate or improved outreach. As indicated in Chapter One, the empirical task here is to decompose the target population of custodial parents into the following three groups:

- those unlikely to become CSE participants with either a mandate or outreach;
- those likely to become CSE participants with a mandate but not with outreach; and
- those likely to become CSE participants with outreach (and also, therefore, with a mandate, since outreach would be much less compelling of participation than a mandate).

The larger the first group, the weaker the case for either a mandate or outreach. The larger the second group, the stronger the case for a mandate. The larger the third group, the stronger the case for outreach, assuming that a mandate imposes higher costs (to agencies and clients) than outreach. As indicated below, the division between the second and third group is somewhat arbitrary, requiring interpretation of the data in identifying those clients whose participation decision might conceivably be affected by caseworker efforts to provide CSE information or make CSE referrals.

Our basic findings, derived from the responses of custodial parents to questions on the recipient survey and from information collected subsequently through case record abstracts, are as follows:

- *An estimated 24 percent of the target population is unlikely to respond to either a mandate or outreach.* These custodial parents are subdivided as follows—9 percent who say that they would leave the Food Stamp Program altogether, 6 percent who say that they would seek a good cause exemption, 5 percent who say that they would accept a smaller food stamp allotment as a sanction for noncooperation, and 4 percent who would "do something else."

- ***An estimated 39 to 60 percent of the target population is likely to respond to a mandate, but not to outreach.*** These are custodial parents who indicate that they would comply with a mandate. Their current nonparticipation appears to reflect a deliberate informed choice, and they thus seem unlikely to respond to any outreach effort.
- ***An estimated 16 to 37 percent of the target population is likely to respond to outreach, and thus, presumably, also to a mandate.*** Unlike the previous group, these custodial parents indicate little or no knowledge of the CSE Program, or they appear undecided about CSE participation and thus might respond to information, referral, or application assistance.

The custodial parents in the second group, those responding to a mandate but not outreach, thus represent at least a plurality—and perhaps a majority—of the target population.

To examine multivariate effects on CSE participation, we have also estimated a series of regression equations. The included variables in these equations explain 41 percent of the variation in CSE participation among cases never receiving AFDC previously and 26 percent of the variation among cases previously on AFDC. As one might expect, the pattern of effects is quite different between the never-on-AFDC and ever-on-AFDC groups. For the never-on-AFDC cases, CSE participation implies client initiative to enter the program. In contrast, for the ever-on-AFDC group, CSE participation is typically a default outcome; the client initially cooperated with CSE to receive AFDC benefits and subsequently (after losing AFDC benefits) took no action to leave the CSE Program. Importantly, *the multivariate analysis of never-on-AFDC cases found significantly higher CSE participation in the two Florida sites, where caseworkers routinely provide CSE information and referral at the time of initial food stamp certification.* These latter findings, which take account of differences among sites in case demographic characteristics, suggest that CSE participation may be influenced by administrative practices that link more closely the Food Stamp and CSE Programs. Other possible explanations—e.g., that differences in CSE effectiveness tend to attract or discourage CSE participation—are difficult to test, given the small number of participating sites.

The first section of this chapter provides details on the key findings mentioned above with respect to the possible responses of custodial parents in the target population to either a

mandate or outreach.¹ The second section of the chapter then examines the descriptive characteristics of the target population pooled across the ten study sites, and presents our multivariate analysis of CSE participation among food stamp-only custodial parents.

3.1 POTENTIAL RESPONSE TO A MANDATE OR OUTREACH

We examine here the extent to which the target population of custodial parents (food stamp-only, not participating in CSE, but with needs for CSE services) consists of those who (a) would respond to neither a mandate nor outreach, (b) would respond to a mandate but not outreach, or (c) might respond to outreach and thus also presumably to a mandate. As explained below, the easier issue is to identify the first subgroup; the more difficult question, requiring some interpretation of the survey evidence, is to distinguish between the second and third groups.

Reasons for Nonparticipation

In the recipient survey, we asked custodial parents about their contact with the CSE agency. For those having heard about the CSE agency but not currently participating in CSE, we asked them to indicate their main reason for not using the CSE Program. Here we review the pattern of responses for custodial parents in our target population—food stamp-only custodial parents not participating in CSE (based on our case record abstracts) but with child support needs (without support orders or receiving less than full payment on their orders).

Exhibit 3.1 shows the distribution of survey responses. As we develop later in this chapter, the cited reasons for nonparticipation provide some indication of the potential response to outreach. Nearly one of three CSE nonparticipants indicate a lack of information about the CSE Program: 24.6 percent have never heard of the CSE agency and another 7.5 percent “don’t know enough about the agency to think that it could help me in obtaining support payments.” These individuals are logical candidates for outreach. Such cases were not confined to a few locations in the recipient survey. Of the ten sites, whose pooled average was 32.1 percent, three

1. We focus here on findings from the recipient survey and case record abstracts. We do not discuss here the corresponding analyses for CPS and SIPP, shown in Appendices A and B, respectively, because reported CSE contact as an indicator of CSE participation appears to underestimate actual CSE participation among women receiving food stamps.

Exhibit 3.1

SURVEY RESPONDENTS' REASONS FOR NOT PARTICIPATING IN THE CSE PROGRAM

Reason for Not Participating	Number of Respondents	Weighted Percentage
Have had previous contact with the CSE agency	38	23.7
Have not had previous contact with the CSE agency		
Have not heard of the CSE agency	36	24.6
Have heard of the CSE agency, but....		
"Satisfied with my support situation"	36	19.7
"Prefer not to have the other parent involved with me or my child(ren)"	14	15.0
"Don't think the benefits the agency would get for me would be worth the time or hassle"	12	6.7
"Don't know enough about the agency to think that it could help me in obtaining support payments"	10	7.5
No response; other reason	3	2.7
Total	149	100.0

Source: Abt Associates, 1993 survey of food stamp-only custodial parents and accompanying CSE case record abstracts.

Notes: Based on 149 custodial parents who did not have a current CSE case and who had at least one child of a noncustodial parent with no support order or with support payments not received regularly under an existing order.

sites had corresponding percentages in the range of 20 to 50 percent; three sites had percentages greater than 50 percent; the other four sites had percentages less than 20 percent.

For other custodial parents, CSE nonparticipation appears motivated not by a lack of information but by a desire to maintain informal support arrangements with the noncustodial parent. In particular, 19.7 percent are "satisfied with [their] current support situation." Others either express more specific resistance to seeking help or show skepticism about the CSE Program—15.0 percent "prefer not to have the other parent involved" and 6.7 percent "don't think the benefits the agency would get for me would be worth the time or hassle." The

custodial parents in these latter categories appear less likely to respond to outreach and might not comply with a mandate.

For still other custodial parents, CSE nonparticipation appears to have been a deliberate choice: 23.7 percent of nonparticipating custodial parents with CSE needs indicate on the survey that they have had previous contact with the CSE agency. Among these 38 survey respondents, 16 had their previous contact with CSE in order to receive AFDC or Medicaid. (One of these 16 had requested and received a good cause exemption.) The remaining 22 respondents had previously initiated CSE contact on their own, but either never opened a case or had their case closed.

Response to a Mandate

Exhibit 3.2 shows the pattern of responses to the survey question asking each respondent to indicate what she or he would do "if you had to cooperate with the child support enforcement agency in order to continue to receive food stamps?" Over three-fourths indicated that they would cooperate with the agency; 9 percent would leave food stamps altogether; 6 percent would apply for a good cause exemption; 5 percent would accept a sanction for noncooperation; and 4 percent would "do something else." We presume that the 24 percent who would not cooperate with the agency under a mandate also would not respond to any outreach strategy.

It is instructive to review the open-ended explanations offered by respondents. The following were reasons cited by those indicating that they "would cooperate":

- "I would do anything for my children";
- "I would cooperate until I get on my feet";
- "The father should help his kids";
- "To get him to pay would be worth it";
- "I hope to get off food stamps and be self-sufficient";
- "I need all the help I can get"; and
- "I need the health insurance benefits."

In contrast, the following reasons were cited by those indicating that they either "would not cooperate" or "would leave the Food Stamp Program altogether":

Exhibit 3.2

SURVEY RESPONDENTS' PREDICTIONS OF THEIR RESPONSES TO A CSE MANDATE IN THE FOOD STAMP PROGRAM

	Number of Respondents	Weighted Percentage
"If you had to cooperate with the child support enforcement agency in order to continue to get food stamps, do you think you would...		
cooperate with the agency in obtaining child support?	102	75.7
leave the food stamp program altogether?	16	9.4
apply for a "good cause exemption" for fear of your safety and/or your children's safety?	8	5.5
not cooperate and accept a lower food stamp grant?	11	5.1
do something else?"	9	4.4
Total	146	100.0
No response	3	

Source: Abt Associates, 1993 survey of food stamp-only custodial parents and accompanying CSE case record abstracts.

Notes: Based on 149 custodial parents who did not have a current CSE case and had at least one child of a noncustodial parent with no support order or with support payments not received regularly under an existing order.

- "I'm tired of waiting and trying—too much hassle";
- "I receive informal payments";
- "I don't want payments"; and
- "I don't need payments."

The recipient survey may understate the extent to which custodial parents would apply for a good cause exemption under a mandate, and thus overstate the extent of cooperation with a mandate. Respondents, for instance, may not have fully understood the meaning of an exemption, despite the direct wording of the question and the interviewer's explanation. To investigate this, we examined further the survey data for any indication, among those 102 respondents reporting that they would comply with a mandate, that they have not sought a support order for fear of safety to themselves or their children. Of the 102 custodial parents,

only three indicated such concerns. If we were to reclassify these custodial parents as not responding to a mandate, assuming that they would indeed seek and receive a good cause exemption, the percentage cooperating with a mandate would drop only marginally, from 76 to 74 percent. Our conversations with state and local staff in the study sites also suggested that good cause exemptions would remain infrequent even under a mandate, because of the burden placed upon the custodial parent to submit acceptable verification of potential physical or emotional harm.

The only basis of comparison for such judgments is the extent of good cause exemptions sought and obtained by AFDC recipients. Published data from the CSE Program suggest that less than 0.5 percent of new AFDC custodial parents seek good cause for refusal to cooperate. Nationally in fiscal year 1992, 9,403 AFDC custodial parents claimed good cause; for 5,885 of these parents, good cause was found. To express these figures as percentages, one needs to know the number of AFDC custodial parents who during the year became newly subject to the CSE requirement. The closest published statistic is the number of AFDC-related CSE cases opened during the year, which was 2,899,268 in fiscal year 1992. This latter figure represents noncustodial parents, "counted once for each AFDC family which has a dependent child that he or she is now or may eventually be obligated to support." The corresponding number of AFDC custodial parents is conservatively 2 million, applying the ratio estimated in this study of 1.3 CSE cases per participating food stamp-only custodial parent. This implies that less than 0.5 percent of AFDC custodial parents seek a good cause exemption, with less than 0.3 percent obtaining an exemption.²

In light of the very high apparent level of compliance with the current CSE mandate for AFDC custodial parents, it may seem surprising that fully 24 percent of the surveyed food stamp-only custodial parents indicated that they would not cooperate with CSE under a similar mandate. Program staff in the CSE Program, for instance, see no reason to expect that food stamp-only recipients would resist CSE cooperation any more strongly than AFDC recipients. More likely, according to this view, food stamp-only custodial parents would nominally comply

2. See U.S. Department of Health and Human Services, Administration for Children and Families, Office of Child Support Enforcement, *Child Support Enforcement, Seventeenth Annual Report to Congress, 1993*, Tables 53 and 61.

with a mandate but would offer little or no information about the identity or whereabouts of the noncustodial parent.

However, other research findings do suggest some level of resistance among non-AFDC households to greater involvement in the CSE Program. This evidence comes from a recent evaluation of the federal requirements (under the Family Support Act of 1988) for periodic (triennial) state review and modification of support orders among both AFDC and non-AFDC cases on the CSE Program. In Colorado, one of the four participating states, 6 percent of the non-AFDC custodial parents subject to a review opted to terminate their CSE case rather than comply with the review requirement.³

Our approach in this study is to regard the survey answers as the most reliable indicator of the response of food stamp-only parents to a CSE mandate. If, as the CSE Program staff believe, these answers understate the expected level of cooperation, our later cost estimates may understate the effect of a mandate on CSE caseloads and administrative costs. However, if the presumed noncooperators would indeed comply only nominally with a mandate—enabling no casework to proceed toward obtaining an order and collections—such cases would have little impact on CSE costs or collections. Even among the 76 percent who reportedly would comply with a mandate, there may be some whose cooperation is minimal and nonproductive. Our estimates of expected collections already take account of this, to the extent that minimal cooperation also occurs presently among CSE participants—e.g., for some percentage of those who entered CSE previously in order to receive AFDC.

Response to Outreach

As to the portion of those cooperating with a mandate who might also respond to outreach, we have made upper- and lower-bound assumptions. To establish an upper bound on the size of the group that might respond to outreach as well as to a mandate, we assigned to this

3. See Caliber Associates, *Evaluation of Child Support Review and Modification Demonstration Projects in Four States, Cross-Site Final Report*, May 15, 1992, pp. 154-155. This evidence speaks admittedly to a somewhat different issue—i.e., among current CSE cases with support orders, the willingness to comply with an additional procedural requirement of CSE participation. Those receiving no payment on their order—roughly 30 percent of those with orders—stand to lose little or nothing from noncompliance with the review requirement. In contrast, noncompliance with a CSE participation requirement would pose a loss (of some or all of one's food stamp benefit) to virtually all food stamp-only custodial households.

group any custodial parent who has indicated that she or he would cooperate with the CSE agency under a mandate *and* that she or he:

- Has never heard of the CSE agency;
- Has heard of the CSE agency, but does not know that the agency can provide the particular type of CSE service needed by the custodial parent (i.e., paternity establishment, establishment of a support order, enforcement of a support order);
- Does not currently participate in CSE because "I don't know enough about the agency to think that it could help me in obtaining support payments";
- Would use the CSE agency "if [I was] sure that it could obtain child support payments or increase current child support payments";
- "Would like help from [the CSE] agency"; or
- "Would like to know more about the CSE agency."

In applying these criteria, we thus deliberately interpreted any lack of information on the part of the respondent or any expression of interest in the CSE Program as suggesting a potential response to outreach. As indicated in Exhibit 3.3, 37 percent of the target population met one (or more) of these criteria.

A second approach sets the lower bound on the size of the group that might respond to outreach. Under this opposing view, we identified as candidates for outreach only those who (in addition to saying that they would cooperate with a mandate) indicate that they have never

heard of the CSE agency. Those who indicate knowledge of CSE are assumed to exist

Exhibit 3.3

**IDENTIFICATION OF CUSTODIAL PARENTS WHO POTENTIALLY
WOULD RESPOND TO IMPROVED OUTREACH**

Characteristics	Number of Respondents	Weighted Percentage
Would cooperate with a CSE mandate AND:		
(a) Has not heard of the child support enforcement agency;	21	16.2
(b) Has heard of the CSE agency, but does not know that the agency can provide the particular type of CSE service needed by the case; or	15	9.7
(c) Has indicated one or more of the following:	19	11.6
<p>Does not currently participate in CSE because "I don't know enough about the agency to think that it could help me in obtaining support payments."</p> <p>Would use the CSE agency "if [I was] sure that it could obtain child support payments or increase current child support payments."</p> <p>"Would like help from the CSE agency."</p> <p>"Would like to know more about the CSE agency."</p>		
Subtotal	55	37.4
All others	94	62.6
Total	149	100.0

Source: Abt Associates, 1993 survey of food stamp-only custodial parents and accompanying CSE case record abstracts.

Notes: Based on 149 custodial parents who (based on the case record abstracts) did not have a current CSE case and had at least one child of a noncustodial parent with no support order or with support payments not received regularly under an existing order. Percentages reflect weighting of the survey observations.

3.2 FACTORS ASSOCIATED WITH CSE PARTICIPATION

As discussed in this section, we used the survey and abstract data to examine patterns of CSE participation with respect to the demographic characteristics of custodial and noncustodial parents and the administrative characteristics of sites. In the overall context of the study, this analysis is important in identifying the types of food stamp-only custodial parents, or the types of administrative arrangements between food stamps and CSE, that correspond to high or low levels of CSE participation. The potential impact of any policy change will depend on its ability to bring into the CSE Program (either on a mandatory or voluntary basis) those cases whose characteristics are now correlated with low CSE participation. The analysis will thus highlight the types of cases that any well-designed policy change must influence—for instance, the types of cases on which outreach should focus. Additionally, this analysis can assist in identifying the types of administrative arrangements that are related to high CSE participation and thus might serve as a guide for the design of outreach initiatives.

Characteristics of the Survey Sample

In the ten study sites, a total of 414 custodial parents in food stamp-only households responded to the recipient survey. Exhibit 3.4 shows the basic characteristics of the ten-site survey sample. The most notable characteristics of the custodial parents are as follows, with corresponding national estimates from SIPP shown in parentheses where available for comparison:⁴

- Age—29 percent are in their 20s or teens (versus 32 percent in SIPP), 51 percent are in their 30s;
- Sex—93 percent are women (94 percent in SIPP);
- Race—58 percent are non-Hispanic blacks (37 percent in SIPP), 33 percent are non-Hispanic whites (45 percent in SIPP);

4. We chose to display the findings from SIPP and not those from CPS, despite the smaller sample size in SIPP, for several reasons. As with the recipient survey, but unlike the CPS, the SIPP data include custodial fathers, and the SIPP analysis identifies the food stamp-only population according to benefit receipt in the prior month. SIPP also achieves more accurate reporting of benefit receipt than CPS.

Exhibit 3.4

**CHARACTERISTICS OF CUSTODIAL PARENTS:
ALL SURVEY RESPONDENTS**

Parent Characteristic	Number of Respondents	Weighted Percentage
Age (years)		
under 25	47	10.6
25-29	76	18.7
30-34	120	27.8
35-39	87	23.6
40 and over	84	19.3
Total	414	100.0
Sex		
Female	389	93.3
Male	24	6.7
Total	413	100.0
Race		
White, non-Hispanic	146	32.7
Black, non-Hispanic	208	58.3
Hispanic and other	60	9.0
Total	414	100.0
Education		
Less than high school	131	27.6
High school graduate or GED	133	38.2
Beyond high school	150	34.2
Total	414	100.0
Marital status		
Never married	112	25.6
Married, living together	28	9.6
Married, living separately	97	27.3
Divorced or widowed	174	37.5
Total	411	100.0
Employment status		
Working	198	52.1
Looking for work	44	11.2
Out of labor force	162	36.7
Total	404	100.0
Household income		
\$3,000 and under	92	21.4
\$3,001-\$6,000	91	24.7
\$6,001-\$9,000	89	22.9
\$9,001-\$12,000	71	18.4
over \$12,000	45	12.7
Total	388	100.0

Exhibit 3.4 (continued)

CHARACTERISTICS OF CUSTODIAL PARENTS:
ALL SURVEY RESPONDENTS

Parent Characteristic	Number of Respondents	Weighted Percentage
Household size		
2	91	20.8
3	137	32.3
4	107	24.6
5 or more	79	22.3
Total	414	100.0
Children of a noncustodial parent		
1	158	36.6
2	137	34.5
3 or more	119	28.9
Total	414	100.0
Noncustodial parents		
1	304	72.7
2	90	20.9
3 or more	20	6.5
Total	414	100.0
First receipt of food stamps (in own name)		
Less than 1 year ago	69	23.2
1 to less than 2 years ago	77	14.6
2 to less than 3 years ago	54	14.4
3 to less than 5 years ago	48	13.3
5 or more years ago	156	34.6
Total	404	100.0
Length of current food stamp spell		
Less than 1 year	139	38.8
1 to less than 2 years	101	20.2
2 to less than 3 years	49	13.5
3 to less than 5 years	47	13.6
5 or more years	69	14.0
Total	405	100.0
Whether "you, or any of your children who live with you now," ever received AFDC		
Yes	225	53.0
No	188	47.0
Total	413	100.0

Source: Abt Associates, 1993 survey of food stamp-only custodial parents.

Notes: The survey sample includes both CSE participants and nonparticipants among the target population.

- Education—28 percent have not completed high school or GED (37 percent in SIPP), 38 percent are high school graduates with no post-secondary schooling (47 percent in SIPP);
- Marital status—38 percent are divorced or widowed (36 percent in SIPP), 27 percent are married but not living with their spouse (18 percent in SIPP), 26 percent are never married (24 percent in SIPP);
- Employment status—52 percent are employed (58 percent in SIPP);
- Household income—46 percent have annual household incomes of \$6,000 or less;
- Household size—47 percent have four or more household members;
- Number of children of a noncustodial parent—63 percent have two or more children of a noncustodial parent;
- Number of noncustodial parents—27 percent have children from two or more noncustodial parents;
- Time since first food stamp receipt—35 percent first received food stamps more than five years ago, 23 percent first received food stamps within the last year;
- Length of current food stamp receipt—39 percent are in the first year of their current food stamp spell; and
- Prior AFDC receipt—53 percent have previously received AFDC (by sample design, none currently receive AFDC).

Compared to the available national estimates from SIPP, the ten-site survey population appears to be more black, less likely to have a high school diploma (or GED), and less employed. The survey population appears similar in age and marital status to the national population of food stamp-only custodial households, based on the similarity between the SIPP and survey estimates.

One should also note that the food stamp-only custodial population (whether profiled using the recipient survey or other data) is quite different from the general food stamp caseload. For example, 14 percent of all food stamp household heads are employed,⁵ compared to more than 50 percent of food stamp-only custodial parents. Such differences are not surprising, as

5. See U.S. Department of Agriculture, Food and Nutrition Service, "Characteristics of Food Stamp Households: Summer 1992," February 1994, Appendix Table A-38, p. 78.

the food stamp-only custodial population is a quite select subset of the caseload. As discussed in Chapter Two, food stamp-only custodial households constitute only an estimated 7 percent of total food stamp cases.

Framework for Multivariate Analysis

Next we look at whether a custodial parent's CSE participation differs according to any of the demographic characteristics of the custodial parent and noncustodial parent or the administrative characteristics of the local site. Any such patterns in the data will provide focus to the design of policy initiatives. If we can identify case characteristics associated with lower-than-average CSE participation, this will indicate the types of cases that a mandate or outreach must influence to have any substantial impact. If we can identify office characteristics associated with higher-than-average CSE participation, this will suggest possible directions for designing outreach efforts.

We have conducted this analysis separately for those who have previously received AFDC (the "ever-on-AFDC" group) and for those who have not previously received AFDC (the "never-on-AFDC" group). We would expect a substantial percentage of the ever-on-AFDC group to have previously participated in CSE. Presumably, only those with good cause exemptions or those sanctioned for their noncooperation would not have participated previously in CSE.⁶ Prior participation would clearly increase the likelihood of current participation, as any prior CSE case would normally be continued (as a non-AFDC case) unless the custodial parent requests closure. Nonparticipation for this group (as indicated by the absence of any corresponding CSE case) implies some client initiative and thus represents a deliberate decision to leave the program. In contrast, for the never-on-AFDC cases, it is CSE entry that requires some client initiative.

Especially for the never-on-AFDC cases, where CSE participation represents a voluntary choice, we would expect to find higher CSE participation among custodial parents who have:

6. In addition, there is some unknown incidence of "unsanctioned noncooperation"—i.e., ever-on-AFDC cases who will have never participated in CSE and have never been sanctioned for their noncooperation.

- Stronger financial needs—for example, younger, female, nonwhite, more children, lower income, not a car owner, or not currently married;
- Greater awareness of the CSE Program and motivation toward self-improvement—for example, more educated or employed; and
- Lower expected costs of CSE participation—for example, infrequent current contact between children and noncustodial parent (and thus less concern for jeopardizing current informal support).

For some characteristics, one could make a case for either a positive or negative association with CSE participation, and the issue becomes empirical. For instance, although a more educated custodial parent might have greater program awareness (tending toward participation), such an individual might also have lower long-term financial needs (tending away from participation).

The dataset used for the multivariate estimates includes 354 custodial parents. The dependent variable was a binary indicator equal to 1 if there is a current CSE case for the custodial parent (based on the case record abstract) and 0 if there is no current CSE case. We estimated separate equations for the ever-on-AFDC and never-on-AFDC subsamples. Coefficients were estimated using logistic (or logit) regression, as appropriate for the dichotomous dependent variable. In showing the results from the logistic regressions, we have converted the estimated logit coefficients to express the change in the probability of participation associated with an attribute (relative to the probability of participation for those in the excluded category).

The following explanatory variables, each measured by one or more dummy variables, were included in the models:

- Age of the custodial parent;
- Sex of the custodial parent;
- Race of the custodial parent;
- Education of the custodial parent;
- Current marital status of the custodial parent;
- Employment status of the custodial parent;
- Income level for the custodial parent's household;
- Number of children of a noncustodial parent;
- Car ownership of the custodial parent;

- Frequency of contact between the custodial parent's youngest child of a noncustodial parent and the child's noncustodial parent; and
- Site location.⁷

For each of these characteristics, Exhibit 3.5 shows the weighted distribution of custodial parents for the never-on AFDC and ever-on AFDC subsamples.

Regression Estimates

Exhibit 3.6 shows the regression estimates. Both theoretical and empirical considerations influenced our selection of variables for this analysis. We included variables based on the strength of their *a priori* justification (given previous research and the on-site interviews with state and local program staff conducted in this study), the pattern of item-by-item response to the recipient survey questions, and our ability to separate the effects of different explanatory variables, given the high level of statistical correlation among relevant case characteristics. The included variables explained 41 percent of the variation in CSE participation for the never-on-AFDC observations and 26 percent for the ever-on-AFDC observations. The pattern of estimated effects was very different between the never-on-AFDC cases and the ever-on-AFDC cases. In no instance did we find an effect significant (at the 0.10 level) and in the same direction for both groups.

For the *never-on-AFDC* cases, we found the following significant effects:

- Race—non-Hispanic black custodial parents had higher CSE participation (than non-Hispanic whites);
- Current marital status—those married and living separately from their spouses had lower CSE participation (than those never married);
- Employment status—those working and those looking for work had higher CSE participation (than those not in the labor force); and
- Site—both Florida sites (Jacksonville and Lakeland) had higher-than-average CSE participation, and the Tulsa site had lower-than-average participation.

7. We estimated the site effects relative to Garland, TX, the location identified in preliminary regressions as most closely approximating the mean site effect for both subsamples.

Exhibit 3.5

**CHARACTERISTICS OF CUSTODIAL PARENTS:
NEVER ON AFDC AND EVER ON AFDC**

Parent Characteristic	Never on AFDC (n = 160)	Ever on AFDC (n = 194)
	<i>Weighted Percentage</i>	
Age (years)		
under 25	10.4	10.1
25-29	22.0	17.0
30-34	27.0	31.9
35-39	20.8	24.1
40 and over	19.8	17.0
Sex		
Female	90.8	95.7
Male	9.2	4.3
Race		
White, non-Hispanic	37.2	31.2
Black, non-Hispanic	52.2	60.5
Hispanic and other	10.6	8.3
Education		
Less than high school	21.6	32.9
High school graduate or GED	40.2	37.3
Beyond high school	38.3	29.7
Marital status		
Never married	24.3	34.3
Married, living together	6.4	10.6
Married, living separately	29.0	23.6
Divorced or widowed	40.3	31.6
Employment status		
Working	49.3	53.9
Looking for work	13.8	8.0
Out of labor force	36.9	38.0
Household income		
\$3,000 and under	18.3	24.0
\$3,001 - \$6,000	29.8	23.3
\$6,001 - \$9,000	24.2	22.3
\$9,001 - \$12,000	14.0	21.0
over \$12,000	13.7	9.3
Children of a noncustodial parent		
1	42.6	31.0
2	31.8	40.2
3 or more	25.7	28.8
Total		

Exhibit 3.5 (Continued)

CHARACTERISTICS OF CUSTODIAL PARENTS:
NEVER ON AFDC AND EVER ON AFDC

Parent Characteristic	Never on AFDC (n = 160)	Ever on AFDC (n = 194)
	<i>Weighted Percentage</i>	
Car owner		
No	46.4	62.6
Yes	53.7	37.4
Contact between youngest child and noncustodial parent		
Not in past year	28.8	41.7
Once in past year	4.2	11.4
2-11 times a year	14.5	15.2
1-3 times a month	15.6	6.5
At least once a week	36.9	25.2
Site		
Etowah Co., AL	6.4	6.1
Montgomery Co., AL	31.1	28.5
Jacksonville, FL	14.2	17.7
Lakeland, FL	11.7	8.7
Camden, NJ	7.1	5.4
Hudson, NJ	10.6	15.6
Cleveland Co., OK	4.1	3.9
Tulsa Co., OK	11.2	11.5
Garland, TX	2.1	1.7
Lubbock, TX	1.5	0.9

Source: Abt Associates, 1993 survey of food stamp-only custodial parents.

Exhibit 3.6
REGRESSION ESTIMATES

Explanatory Variable (Excluded Category)	Never on AFDC	Ever on AFDC
	<i>Estimated Effects^a</i>	
Age (under 25)		
25-29	.081	-.185
30-34	.192	-.097
35-39	.051	-.244
40 and over	-.228	-.450**
Sex (Female)		
Male	-.357	-.249
Race (White, non-Hispanic)		
Black, non-Hispanic	.370**	.086
Hispanic and other	-.172	.160
Education (Less than high school)		
High school graduate or GED	.029	.097
Beyond high school	-.043	-.048
Marital status (Never married)		
Married, living together	.331	-.069
Married, living separately	-.267*	.064
Divorced	.106	.122
Employment status (Out of labor force)		
Working	.417***	.132
Looking for work	.596***	.132
Household income (\$3,000 and under)		
\$3,001 - \$6,000	.244	-.098
\$6,001 - \$9,000	.056	-.048
\$9,001 - \$12,000	-.088	.079
over \$12,000	.123	.024
Children of a noncustodial parent (1)		
2	.130*	.020
3 or more	.135	-.078
Car owner (No)		
Yes	.027	-.175*
Contact between youngest child and noncustodial parent (Not in past year)		
Once in past year	.047	-.303**
2-11 times a year	-.126	-.038
1-3 times a month	-.018	-.131
At least once a week	-.129	-.299**

Exhibit 3.6 (Continued)
REGRESSION ESTIMATES

Explanatory Variable (Excluded Category)	Never on AFDC	Ever on AFDC
<i>Estimated Effects^a</i>		
Site (Garland, TX)		
Etowah Co., AL	-.033	.123
Montgomery Co., AL	-.145	-.160
Jacksonville, FL	.549**	-.047
Lakeland, FL	.423*	-.108
Camden, NJ	.183	.103
Hudson, NJ	.172	-.321
Cleveland Co., OK	-.107	.087
Tulsa Co., OK	-.307**	-.213
Lubbock, TX	-.083	-.195
<i>Summary Statistics</i>		
Mean CSE participation rate	.400	.711
Number of observations	160	194
R-squared ^b	.411	.261

Source: Abt Associates, 1993 survey of food stamp-only custodial parents and accompanying CSE case record abstracts.

- ^a Calculated as $\exp(L_1)/(1 + \exp(L_1)) - P_0$, where
 P_0 = participation rate for the excluded category;
 $L_1 = \ln(P_0/(1 - P_0)) + B_1$; and
 B_1 = estimated logistic coefficient.

For a description of this methodology, see Trond Petersen, "A Comment on Presenting Results from Logit and Probit Models," *American Sociological Review*, vol. 50, no. 1, February 1985, pp. 130-131.

- ^b The square of the correlation coefficient between actual and predicted values of the dependent variable.
- * Significantly different from zero at the .10 level.
** Significantly different from zero at the .05 level.
*** Significantly different from zero at the .01 level.

In contrast, for the *ever-on-AFDC* cases, we found the following significant effects:

- Age—custodial parents in the 40-and-older group had lower CSE participation (than those under 25);
- Car ownership—car owners had lower CSE participation (than non-car owners); and
- Contact with youngest child—lower CSE participation occurred in situations where the noncustodial parent has seen the custodial parent's youngest child of a noncustodial parent at least once a week or once in the past 12 months (versus situations with no contact in the last year).

As shown in Exhibit 3.6, for neither subsample was any significant effect estimated with respect to sex of the custodial parent or income of the custodial parent's household. We nonetheless retained these variables as appropriate covariates on theoretical grounds. We also tested the following variables but ultimately excluded them from the model, based on the relative weakness of their theoretical justification, the number of missing observations, or the strong interassociation with other included covariates (and resulting minimal explanatory power):

- Length of the current food stamp spell;
- Whether the custodial parent has a checking account or a savings account;
- Whether the noncustodial parent resides in the same state as the custodial parent, or the distance in miles between the residences of the custodial parent and the noncustodial parent;
- The race, education level, employment status, income level, or current marital status of the noncustodial parent;
- The marital status between the custodial parent and the noncustodial parent, either currently or at the time of the youngest child's birth;
- The length of the relationship between the custodial parent and the noncustodial parent, or the time since the relationship ended;
- Whether the noncustodial parent is living with another partner or has other children; and
- How often the noncustodial parent has spoken to the youngest child.

Explanation of Site Effects

Of particular interest here are the estimated effects of site location, especially for the never-on-AFDC cases. The site variables serve as proxies for the particular set of operational practices and administrative arrangements in each locality, as well as local cultural or economic influences. With respect to the possible design of outreach options, it is important to establish whether there are characteristics that appear to distinguish the sites with higher-than-average CSE participation—both Florida sites (Jacksonville and Lakeland) for never-on-AFDC cases—from those with lower-than-average CSE participation—Tulsa for never-on-AFDC cases.

Based on our site visits, a number of characteristics are present in both Florida sites, and in none of the other sites:

- Generic intake workers that handle both AFDC and food stamp cases, so that the workers that certify non-AFDC food stamp cases are familiar with the CSE Program;
- An interactive computer system that normally requires workers to ask non-AFDC food stamp clients about children of noncustodial parents and whether the client is interested in CSE services, with automatic referral to CSE of any clients expressing interest;
- Co-location of the intake units for the CSE Program and income maintenance programs; and
- In the CSE Program, use of private attorneys under contract to the CSE agency, versus use of in-house staff attorneys in the CSE agency or use of attorneys within the local judiciary (for example, the District Attorney's office or family court).⁸

In contrast, the Tulsa site had the following distinctive characteristics:

- Specialized intake workers for non-AFDC food stamp cases, normally with no effort at initial certification to explain the CSE Program or to make referrals;
- Physical separation of the offices providing food stamps and CSE services to non-AFDC clients; and
- Use of in-house CSE staff attorneys.

8. The presumption here—unsupported by any staff interviews or case record abstracts—is that alternative arrangements for legal staff have implications for case processing times. The speedier the resolution of CSE cases, other things equal, the greater the presumed likelihood that custodial parents will seek assistance in obtaining and enforcing support orders.

The following operational characteristics appeared unrelated to CSE participation, as these were found among sites with both higher-than-average and lower-than-average participation rates:

- Degree of task specialization among CSE staff, by case type (AFDC versus non-AFDC) or function (for example, intake, locator, paternity, collections);
- Use of administrative or quasi-judicial procedures in CSE (versus reliance on judicial proceedings) or the type of court (district versus family) involved in judicial proceedings; and
- Whether the CSE Program appears to emphasize tough-minded, aggressive law enforcement (e.g., "ten most wanted" lists, public service announcements regarding "deadbeat dads") versus a service-oriented focus on outreach to custodial parents and benefits to children.

In general, the findings from this analysis—especially the effects estimated for the two Florida sites versus all others—suggest higher CSE participation among never-on-AFDC cases where the "food stamp/CSE interface" places greater emphasis on CSE information and CSE referral for non-AFDC food stamp clients, and where legal staff work is contracted out to

CHAPTER FOUR

BENEFITS AND COSTS OF TWO POLICY OPTIONS

This chapter evaluates the benefits and costs of two alternative strategies to increase participation in the CSE Program among food stamp-only custodial households:

- A *mandate* strategy—requiring CSE participation as a condition of the custodial parent’s eligibility for food stamps; or
- An *outreach* strategy—requiring that state food stamp agencies provide CSE Program information to food stamp-only custodial parents and facilitate their application to the CSE Program at the time of their initial application for food stamps.

As reported in the previous chapter, we have estimated that the mandate option will bring more food stamp-only custodial parents into the CSE Program than the outreach option. The mandate therefore is more likely to increase the aggregate amount of child support payments, in which event it will offer greater benefits to the target population and greater savings to taxpayers through lowered food stamp allotments. On the other hand, the greater the participation in the CSE Program, the higher the program’s administrative costs. In addition, some of the target population is likely to be worse off under a mandate, namely, those who forgo some or all of their household’s food stamp benefits rather than comply with the mandate. Improved outreach, by contrast, is likely to entail a smaller increase in food stamp certification costs and CSE administrative costs than the mandate, and those custodial parents who do not participate in the CSE Program will not forgo food stamp benefits.

We therefore framed the basic questions of benefits and costs as follows:

- What is the likely net effect of each policy option on *household incomes*? Household incomes are changed by increases in child support payments, associated decreases in food stamp allotments and, in the case of a mandate, the food stamp benefits forgone by custodial parents who do not comply with the mandate.
- What is the net effect of each policy option on *government expenditures*? This effect stems from decreases in food stamp allotments and changes in food stamp and CSE administrative costs.

The analysis presented in this chapter is based on our definition of the basic elements of a CSE mandate and improved CSE outreach (see Chapter One). The actual benefits and costs of either policy change would of course depend on the specific provisions and implementation of federal statutes and regulations.

The principal findings of the benefit-cost analysis are:¹

- A mandate strategy, when simulated under relatively optimistic ("upper-bound") assumptions about the effects of increased CSE participation on child support orders and payments, is likely to result in a net increase in annual household incomes of \$126 million and a net decrease in annual government expenditures of \$60 million.
- Under less optimistic ("lower-bound") assumptions, a mandate is likely to raise household incomes by \$9 million, while reducing annual government expenditures by \$15 million.
- An outreach strategy, when simulated under upper-bound assumptions about the extent of increased CSE participation, is likely to result in a net increase in household incomes of \$36 million and a net increase in government expenditures of \$10 million.
- Under lower-bound assumptions, outreach is likely to increase household incomes by \$15 million and increase government expenditures by \$9 million.

The remainder of the chapter describes the framework for the benefit-cost analysis and presents the detailed findings for the components of household incomes and government expenditures. Section 4.1 explains our method for estimating the effects of a CSE mandate or outreach on the current child support status of those CSE nonparticipants who would likely have participated under a mandate or outreach. Section 4.2 details the estimated effects on household incomes—increased child support payments and decreased food stamp allotments. Section 4.3 details the estimated effects on government expenditures—changes in food stamp and CSE administrative costs and decreases in food stamp allotments. Appendix G provides further detail on the TRIM2 microsimulation estimates in both of these sections.

1. All monetary values are in 1992 dollars. The gains may not be summed to assume a total gain to households and taxpayers because the estimated decreases in food stamp allotments constitute both losses to the custodial households and gains to taxpayers, in the form of reduced government expenditures.

4.1 METHOD OF ESTIMATING CHANGES IN CHILD SUPPORT STATUS

To estimate impacts of the CSE mandate or improved outreach, we use the TRIM2 model. The child support module of the TRIM2 model allows us to simulate the pattern of child support payments throughout the U.S. under alternative policy scenarios.

The model works by assigning certain outcomes to each custodial parent in its nationally representative database. The relevant outcomes for child support simulations are:

- whether the custodial parent has a support order;
- the award amount, if there is an order;
- whether the custodial parent receives any payment, if there is an order;
- whether the custodial parent receives the full award amount, if any payment is received; and
- the amount received by the custodial parent, if the payment received is not the full award amount.

The "baseline" version of the model assigns these outcomes using a set of rules and equations that reflect current policy. These elements of the model can be adjusted to reflect alternative policies. The analyses discussed in this section were carried out to determine how the equations and outcome values in the model should be adjusted to reflect the two potential policies: the CSE mandate and improved outreach.

We assume that either a mandate or outreach could increase the probability of having a support order (the first outcome listed above), the probability of receiving any payment for those with an order (the third outcome listed above), or the probability of receiving the full award amount for those receiving any payment (the fourth outcome listed above). We thus focus here on deriving appropriate adjustments to the corresponding three TRIM2 equations. We assume that, for a food stamp-only custodial parent of given demographic characteristics, neither option would affect the award amount for those with an order (the second outcome) or the amount of a partial payment for those receiving less than the full award amount (the fifth outcome).

We proceed from the assumption that our survey sample constitutes a representative cross-section of food stamp-only custodial parents. Either a mandate or outreach would

presumably alter the distribution of food stamp-only custodial parents across the following four categories of child support status:

- need support order(s) (for all children of noncustodial parents);
- have a support order (for at least one child), but receive no payment;
- have a support order for at least one child, but receive only partial payment (or receive full payment on all orders, but have at least one child not covered by an order); or
- have support orders and receive full payments (for all children of noncustodial parents).

Our task was to use the survey/abstract data to construct the distribution that would exist under a mandate or under outreach. For both a mandate and outreach, we derive this "counterfactual" distribution through the following three steps.

The first step, using the survey/abstract data, is to decompose the population of food stamp-only custodial parents into two subgroups:

- those who have needs for CSE services, who currently do not participate in CSE, but who (based on our interpretation of their survey responses) would participate in CSE under the counterfactual scenario, and thus whose child support status is potentially affected by the policy change²; and
- all others—that is, those whose child support status would not be affected by the policy change.

The second step is to derive, for the potentially affected subgroup, the shift in their distribution across the four categories of child support status listed above. We are guided by the experience of those survey respondents who were participating in the CSE Program. The survey/abstract data show how long the respondents had been participating in CSE, what their child support status was when they began participating, and how that status had changed by the

2. We use the term "potentially affected" because, for a significant number of these custodial parents, presumed participation in the CSE Program would cause no change to their observed child support status. This would occur, for example, among cases entering CSE with no support order and where the program never succeeds in obtaining an order.

time of the survey.³ For each custodial parent in the affected subgroup, then, we assume that CSE participation would alter his or her child support status in a manner similar to the pattern observed among survey respondents participating in CSE. More specifically, we assume that the shift in status for any given custodial parent in the potentially affected subgroup would follow the pattern of observed shifts in status among CSE participants who are comparable in terms of (a) the duration of their CSE participation and (b) their prior child support status at the time of CSE entry.

The third and final step is simply to combine the new child support status assigned to households in the potentially affected subgroup with the (unchanged) status of households in the unaffected subgroup. We can then compare, for all food stamp-only custodial parents, the distribution under current policy with the counterfactual distribution under the simulated policies. Of particular interest are the indicated effects on the proportion of custodial parents with orders, the proportion of those with orders who receive any payment, and the proportion of those receiving any payment who receive full payment.

For both a mandate and outreach, we have estimated effects under two sets of assumptions: a more optimistic (upper-bound) set and a less optimistic (lower-bound) set. Bounding estimates help by reflecting the uncertainty that surrounds some of the analytic assumptions. For a mandate, the uncertainty stems particularly from using the experience of current *voluntary* (food stamp-only) CSE participants as the basis for predicting shifts in child support status among people who would participate on a *mandatory* basis. The would-be participants may constitute a client group more difficult to serve than current food stamp-only participants. For this reason, the lower-bound mandate estimates adopt more conservative assumptions about the shifts in child support status achievable through the CSE Program.

For outreach, the primary uncertainty arises in the first step of the analysis—that is, in identifying the potentially affected group from among CSE nonparticipants. There is no unarguable basis on which to identify those food stamp-only custodial parents who would respond to improved outreach. For this reason, the upper- and lower-bound outreach estimates differ in the proportion of clients who are assumed to respond.

3. In some instances, the duration of CSE participation as a food stamp-only recipient is inferred rather than measured directly.

Effects of a Mandate—Upper Bound

We describe here the upper-bound estimates for a mandate, which we derived by following the three-step process outlined above. In the first step, we assumed that a mandate would have no effect on the child support status of the following groups, which together comprise 69.3 percent of food stamp-only custodial parents, as shown in Exhibit 4.1:

- current CSE participants (53.7 percent);
- CSE nonparticipants who currently receive full payment on their support orders (5.7 percent); and
- among all others, those indicating that they would not cooperate with a mandate (9.9 percent).⁴

The remaining 30.7 percent of food stamp-only custodial parents form the subgroup that would be potentially affected by a mandate. Exhibit 4.2 shows, in the upper panel, the observed distribution by child support status for both the potentially affected subgroup and those not affected by a mandate.

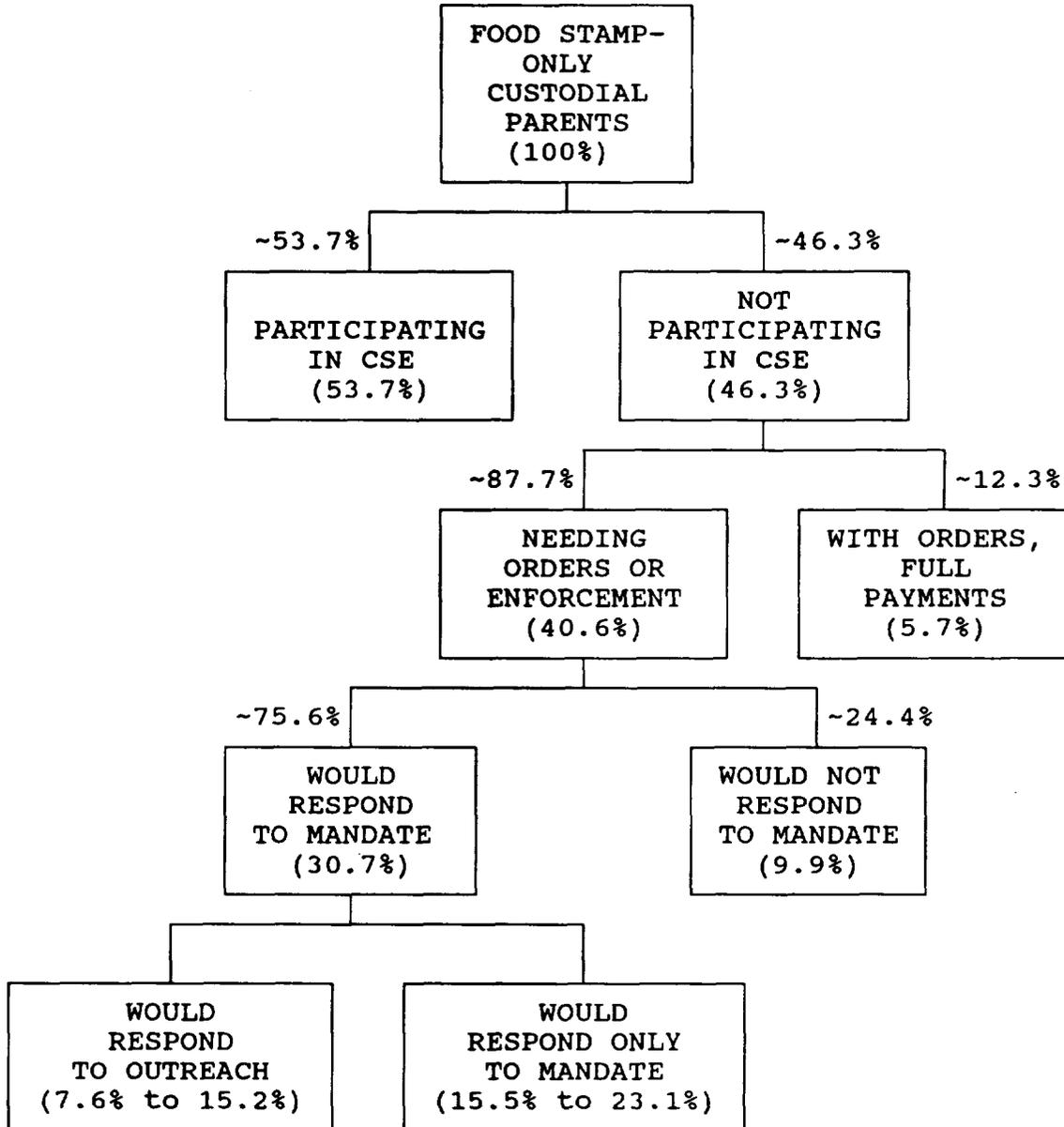
For the potentially affected subgroup, the second step was to transform their observed distribution by child support status—line (1) of Exhibit 4.2—into a counterfactual distribution, reflecting the likely changes in status that would occur as a result of their presumed CSE participation under a mandate. We assumed that under a mandate each affected custodial parent would have entered CSE at the start of the current food stamp spell—or at the birth of the oldest child of a noncustodial parent, if this occurred later.⁵ We also assumed that the shifts in child support status for these would-be CSE participants would resemble the shifts in child support status observed (from CSE entry to date) among the 239 CSE participants in the survey/abstract sample.

4. These households enter later into the benefit-cost analysis, to the extent that they would forgo some or all of their food stamp benefits rather than participate in CSE, and thus would experience a loss in income.

5. The logic of this assumption is that under a mandate the custodial parent would have become subject to the CSE requirement at the start of the current food stamp spell. The length of this spell thus represents the length of CSE participation in the counterfactual scenario. An exception arises where the oldest child of a noncustodial parent was born after the start of the current food stamp spell. In such situations, we use the age of this oldest child as the presumed length of CSE participation.

EXHIBIT 4.1

DISTRIBUTION OF FOOD STAMP-ONLY CUSTODIAL PARENTS



Source: Abt Associates, 1993 survey of food stamp-only custodial parents and accompanying CSE case record abstracts.

Notes: Percentages in parentheses are computed as proportions of all food stamp-only custodial parents—i.e., as weighted proportions of all survey respondents. Percentages preceded by ~ are conditional estimates, computed as proportions of the caseload segment represented by the preceding box.

The percentage of food stamp-only custodial parents participating in CSE (53.7 percent) is based on the survey responses and case record abstracts (refer to Exhibit 2.6). For those not participating in CSE, percentages are based on the survey responses.

EXHIBIT 4.2

UPPER-BOUND EFFECT OF A MANDATE ON THE DISTRIBUTION OF FOOD STAMP-ONLY CUSTODIAL PARENTS BY CHILD SUPPORT STATUS

Subgroup (%)	Child Support Status				Total
	Have Order				
	Need Order	No Payment	Partial Payment	Full Payment	
<i>Observed Distribution, All Food Stamp-Only Custodial Parents</i>					
(1) Potentially affected by a mandate (30.7%)	71.2	17.7	11.0	0.0	100.0
(2) Unaffected by a mandate (69.3%)	47.2	18.0	18.4	16.4	100.0
(3) Total (100.0%)	54.6	17.9	16.1	11.4	100.0
<i>Counterfactual Distribution with Mandate for Subgroup (1), by Assumed CSE Entry Status</i>					
Entered CSE less than three years ago:					
(4) Needed order (48.8%)	64.2	15.7	12.3	7.8	100.0
Had order					
(5) No payment (17.4%)	—	96.8	1.0	2.2	100.0
(6) Partial payment (5.3%)	—	14.8	29.5	55.7	100.0
Entered CSE three or more years ago:					
(7) Needed order (22.3%)	50.8	15.6	17.7	15.8	100.0
Had order					
(8) No payment (1.0%)	—	43.0	55.4	1.6	100.0
(9) Partial payment (5.2%)	—	—	—	100.0	100.0
(10) Total (100.0%)	42.7	29.2	12.2	15.9	100.0
<i>Counterfactual Distribution with Mandate, All Food Stamp-Only Custodial Parents</i>					
(10) Potentially affected by a mandate (30.7%)	42.7	29.2	12.2	15.9	100.0
(2) Unaffected by a mandate (69.3%)	47.2	18.0	18.4	16.4	100.0
(11) Total (100.0%)	45.8	21.4	16.5	16.3	100.0
Effect: (11) - (3)	-8.8	+3.5	+0.4	+4.9	—

Source: Abt Associates, 1993 survey of food stamp-only custodial parents and accompanying CSE case record abstracts.

The middle panel of Exhibit 4.2 shows the pattern of expected shifts in child support status among would-be CSE participants. Consider for example line (4), which concerns households that have participated in CSE for less than three years and lacked support orders when they began participating. In an average month, we expect 64.2 percent of these households still to have no support orders, 15.7 percent to have orders on which they receive no payment, 12.3 percent to have orders on which they receive partial payment, and 7.8 percent to have orders on which they receive full payment. This is the pattern actually observed for survey respondents who had participated in CSE for less than three years and needed support orders when they began.⁶

Lines (4) through (9) show the expected support status pattern for six groups that are defined by how long they would have participated in CSE and their child support status when they began participating. The size of each group is indicated in the parenthesized numbers at the left of the chart: for example, in the average month, we project that 48.8 percent of the potentially affected households will have entered CSE less than three years ago and needed support orders when they entered. We take each group's size into account in creating a weighted average in line (10), which shows the projected support status for the entire potentially affected population.

Overall, the projection in line (10) indicates that in the average month, 42.7 percent of all households who participate in CSE because of the mandate will still need support orders.

6. Any interval of less than three years, although perhaps more appropriate for distinguishing shorter-term cases from longer-term cases, caused some sample cells to dwindle in size or vanish. The 239 CSE participants in the survey/abstract data set corresponded to 285 CSE cases, distributed by CSE entry status as follows:

Entered CSE less than three years ago	
Needed order	98
Had order	
No payment	8
Partial payment	8
Entered CSE three or more years ago	
Needed order	148
Had order	
No payment	20
Partial payment	<u>3</u>
Total	285

The rest will have orders: 29.2 percent will have orders on which they receive no payment, 12.2 percent will receive partial payment on their orders, and 15.9 will receive full payment.

In the final analytic step, we combine the households affected by the mandate with the households whom the mandate does not affect. This requires computing a weighted average of the figures in line 10 (potentially affected households) and line 2 (unaffected households). The result is shown in line (11). The differences between the observed and counterfactual distributions for all food stamp-only custodial parents, comparing lines (3) and (11) of Exhibit 4.2, represent the estimated upper-bound effects of a mandate. The most notable effects are as follows:

- the proportion of food stamp-only custodial parents needing an order declines from 54.6 percent to 45.8 percent; and
- the proportion with an order and receiving full payment rises from 11.4 percent to 16.3 percent.

Of secondary importance is the increase in the percentages with an order and receiving either no payment or partial payment.

Effects of a Mandate—Lower Bound

The estimates above rest on the assumption that, for the would-be CSE participants under a mandate, CSE will succeed in obtaining support orders and collecting support payments at the same rate that it succeeds for those food stamp-only custodial parents who currently participate voluntarily in CSE.⁷ It is important to note that the 239 survey respondents participating in CSE have some demographic characteristics that are significantly different from the 102 CSE nonparticipants identified as potentially affected by a mandate (refer to the first two columns of Exhibit 4.3). Compared to the CSE participants, the potentially affected subgroup is disproportionately older, black, out of the labor force, and with children of multiple noncustodial parents.

7. Among the CSE participants in the survey, 40 percent had never received AFDC and thus were "pure" voluntary participants. The others, although no longer on AFDC and thus also currently participating voluntarily, had previously received AFDC and thus may have entered CSE as a mandatory participant.

These differences suggest that a mandate might bring into CSE a new food stamp-only clientele that is more difficult to serve than current food stamp-only participants. If so, the experience of current participants may overstate the likelihood of CSE's obtaining support orders and payments for the would-be clients.

The prospects for advancing the child support status of would-be CSE participants under a mandate thus may be weaker than suggested by the experience of current food stamp-only CSE participants. Recognizing this potential bias, we specified a lower-bound set of assumptions, with more modest expectations as to CSE's success in obtaining support orders and collecting payments. Exhibit 4.4 shows our derivation of the lower-bound effect of a mandate. The top panel of Exhibit 4.4 is identical to Exhibit 4.2; the middle panel of Exhibit 4.4 shows the more conservative assumptions regarding shifts in the support status of the potentially affected subgroup.

These lower-bound assumptions are arbitrarily specified, representing deliberately restrained expectations about CSE's success with the would-be participants under a mandate. (We first attempted to derive empirically a set of lower-bound assumptions based entirely on the CSE Program experience of the ever-on-AFDC sample cases participating in CSE—i.e., a group that is not self-selected. However, the small number of such cases in the survey/abstract file made this infeasible.) The key aspect of the lower-bound estimates is an assumption that CSE will not advance the child support status of a large number of households in the potentially affected group. In particular, we assumed no change in status for 80 percent of those needing a CSE order, 95 percent of those with an order but receiving no payment, and 90 percent of those with an order but receiving only partial payment. For simplicity in these assumptions, we made no distinction regarding the duration of the household's CSE participation.

Under these lower-bound assumptions, we estimate in Exhibit 4.4 that a mandate would have the following effects:

- the proportion of food stamp-only custodial parents needing an order declines from 54.6 percent to 50.2 percent; and
- the proportion with an order and receiving full payment rises from 11.4 percent to 12.9 percent.

EXHIBIT 4.3

**CHARACTERISTICS OF CUSTODIAL PARENTS:
PARTICIPATING IN CSE, RESPONDING TO MANDATE,
AND RESPONDING TO OUTREACH**

Characteristic	CSE Participants (n = 239)	CSE Nonparticipants	
		Responding to Mandate (n = 102)	Responding to Outreach (n = 55)
<i>Weighted Percentage</i>			
Age (years)			
under 25	13.1	9.6	9.2
25-29	18.6	20.5	16.0
30-34	31.1	23.2	21.5
35-39	27.8	14.7***	13.8***
40 and over	9.5	32.0***	39.6***
Sex			
Female	98.2	90.4***	86.6***
Male	1.8	9.6***	13.4***
Race			
White, non-Hispanic	36.1	21.8***	25.0*
Black, non-Hispanic	56.5	72.3***	66.6
Hispanic and other	7.4	5.9	8.3
Education			
Less than high school	29.8	27.4	25.1
High school graduate or GED	35.7	38.0	44.3
Beyond high school	34.5	34.5	30.6
Marital status			
Never married	31.1	21.0**	23.0
Married, living together	5.9	10.3	7.9
Married, living separately	22.7	35.8***	39.2***
Divorced or widowed	40.2	32.8	29.8
Employment status			
Working	60.3	44.8***	32.0***
Looking for work	11.6	9.2	13.9
Out of labor force	28.1	46.0***	54.1***
Household income			
\$3,000 and under	25.0	16.5*	7.9***
\$3,001 - \$6,000	23.1	30.6	45.6***
\$6,001 - \$9,000	19.2	26.6	18.5
\$9,001 - \$12,000	19.4	16.9	25.3
over \$12,000	13.3	9.3	2.8**

EXHIBIT 4.4

LOWER-BOUND EFFECT OF A MANDATE ON THE DISTRIBUTION OF FOOD STAMP-ONLY CUSTODIAL PARENTS BY CHILD SUPPORT STATUS

Subgroup (%)	Child Support Status				Total
	Have Order				
	Need Order	No Payment	Partial Payment	Full Payment	
<i>Observed Distribution, All Food Stamp-Only Custodial Parents</i>					
(1) Potentially affected by a mandate (30.7%)	71.2	17.7	11.0	0.0	100.0
(2) Unaffected by a mandate (69.3%)	47.2	18.0	18.4	16.4	100.0
(3) Total (100.0%)	54.6	17.9	16.1	11.4	100.0
<i>Counterfactual Distribution with Mandate for Subgroup (1), by Assumed CSE Entry Status</i>					
(4) Needed order (71.1)	80.0	10.0	5.0	5.0	100.0
Had order					
(5) No payment (18.4%)	—	95.0	3.0	2.0	100.0
(6) Partial payment (10.5%)	—	—	90.0	10.0	100.0
(7) Total (100.0%)	56.9	24.5	13.6	5.0	100.0
<i>Counterfactual Distribution with Mandate, All Food Stamp-Only Custodial Parents</i>					
(7) Potentially affected by a mandate (30.7%)	56.9	24.5	13.6	5.0	100.0
(2) Unaffected by a mandate (69.3%)	47.2	18.0	18.4	16.4	100.0
(8) Total (100.0%)	50.2	20.0	16.9	12.9	100.0
Effect: (8) - (3)	-4.4	+2.1	+0.8	+1.5	—

Source: Abt Associates, 1993 survey of food stamp-only custodial parents and accompanying CSE case record abstracts.

The first effect is one-half as large as the corresponding upper-bound effect. The second effect is less than one-third as large as the corresponding upper-bound effect. As with the upper-bound estimates, effects of lesser importance also occur in the proportions that have an order but receive either no payment or partial payment.

Effects of Outreach

Our approach to estimating the effects of improved outreach applies the same three-step process described above for a mandate. The upper- and lower-bound outreach estimates are shown in Exhibits 4.5 and 4.6, respectively. In deriving the counterfactual distribution for would-be CSE participants under outreach (the second step in the process), we use the observed experience of food stamp-only CSE participants, as in the upper-bound mandate estimates. This approach seems even more appropriate for outreach than for a mandate, to the extent that the would-be participants under outreach will be voluntary participants, as are current food stamp-only CSE participants. However, as shown in the third column of Exhibit 4.3, those responding to outreach have some characteristics that differ significantly from CSE participants.

The main difference between the outreach and the mandate calculations is that the potentially affected subgroup of food stamp-only custodial parents is much smaller for outreach than for a mandate.⁸ For outreach, we estimate that the affected subgroup ranges from 7.6 percent to 15.2 percent of all food stamp-only custodial parents, versus the 30.7 percent assumed for a mandate (refer to Exhibit 4.1). The 15.2 percent figure, which is the basis for the upper-bound outreach estimates, assumes CSE participation among all survey respondents who had not made an informed and deliberate choice not to participate in CSE (refer to Exhibit 3.3).

The lower-bound outreach estimates assume that the affected subgroup is only 7.6 percent of food stamp-only custodial households. This reflects a more conservative interpretation of the survey data. In particular, we assume that outreach would succeed in bringing into CSE three-fourths of those who have not heard of the CSE agency, and only one-third of the remaining outreach candidates who already have at least some minimal knowledge of CSE. This implies that outreach would bring into CSE approximately one-half of those broadly defined as

8. The potentially affected subgroups differ not only in size but also in their distribution by assumed CSE entry status. This lesser difference can be seen, for instance, by comparing the percentages shown in parentheses in the middle panels of Exhibits 4.2 and 4.5.

EXHIBIT 4.5

UPPER-BOUND EFFECT OF OUTREACH ON THE DISTRIBUTION OF FOOD STAMP-ONLY CUSTODIAL PARENTS BY CHILD SUPPORT STATUS

Subgroup (%)	Child Support Status				Total
	Have Order				
	Need Order	No Payment	Partial Payment	Full Payment	
<i>Observed Distribution, All Food Stamp-Only Custodial Parents</i>					
(1) Potentially affected by outreach (15.2%)	85.7	10.6	3.7	0.0	100.0
(2) Unaffected by outreach (84.8%)	49.0	19.3	18.3	13.4	100.0
(3) Total (100.0%)	54.6	17.9	16.1	11.4	100.0
<i>Counterfactual Distribution with Outreach for Subgroup (1), by Assumed CSE Entry Status</i>					
Entered CSE less than three years ago:					
(4) Needed order (59.1%)	64.2	15.7	12.3	7.8	100.0
(5) Had order No payment (10.9%)	—	96.8	1.0	2.2	100.0
(6) Partial payment (3.9%)	—	14.8	29.5	55.7	100.0
Entered CSE three or more years ago:					
(7) Needed order (26.1%)	50.8	15.6	17.7	15.8	100.0
(8) Had order No payment (0.0%)	—	43.0	55.4	1.6	100.0
(9) Partial payment (0.0%)	—	—	—	100.0	100.0
(10) Total (100.0%)	51.2	24.5	13.2	11.1	100.0
<i>Counterfactual Distribution with Outreach, All Food Stamp-Only Custodial Parents</i>					
(10) Potentially affected by outreach (15.2%)	51.2	24.5	13.2	11.1	100.0
(2) Unaffected by outreach (84.8%)	49.0	19.3	18.3	13.4	100.0
(11) Total (100.0%)	49.3	20.1	17.5	13.1	100.0
Effect: (11) - (3)	-5.3	+2.2	+1.4	+1.7	—

Source: Abt Associates, 1993 survey of food stamp-only custodial parents and accompanying CSE case record abstracts.

EXHIBIT 4.6

**LOWER-BOUND EFFECT OF OUTREACH ON THE DISTRIBUTION OF FOOD
STAMP-ONLY CUSTODIAL PARENTS BY CHILD SUPPORT STATUS**

Subgroup (%)	Child Support Status				Total
	Have Order				
	Need Order	No Payment	Partial Payment	Full Payment	
<i>Observed Distribution, All Food Stamp-Only Custodial Parents</i>					
(1) Potentially affected by outreach (7.6%)	85.7	10.6	3.7	0.0	100.0
(2) Unaffected by outreach (92.4%)	52.1	18.5	17.1	12.3	100.0
(3) Total (100.0%)	54.6	17.9	16.1	11.4	100.0
<i>Counterfactual Distribution with Outreach for Subgroup (1), by Assumed CSE Entry Status</i>					
Entered CSE less than three years ago:					
(4) Needed order (59.1%)	64.2	15.7	12.3	7.8	100.0
Had order					
(5) No payment (10.9%)	—	96.8	1.0	2.2	100.0
(6) Partial payment (3.9%)	—	14.8	29.5	55.7	100.0
Entered CSE three or more years ago:					
(7) Needed order (26.1%)	50.8	15.6	17.7	15.8	100.0
Had order					
(8) No payment (0.0%)	—	43.0	55.4	1.6	100.0
(9) Partial payment (0.0%)	—	—	—	100.0	100.0
(10) Total (100.0%)	51.2	24.5	13.2	11.1	100.0
<i>Counterfactual Distribution with Outreach, All Food Stamp-Only Custodial Parents</i>					
(10) Potentially affected by outreach (7.6%)	51.2	24.5	13.2	11.1	100.0
(2) Unaffected by outreach (92.4%)	52.1	18.5	17.1	12.3	100.0
(11) Total (100.0%)	52.0	19.0	16.8	12.2	100.0
Effect: (11) - (3)	-2.6	+1.1	+0.7	+0.8	—

Source: Abt Associates, 1993 survey of food stamp-only custodial parents and accompanying CSE case record abstracts.

outreach candidates. One arrives at a similar lower-bound estimate by assuming that outreach would succeed in bringing into CSE only the never-on-AFDC cases, who represent roughly one-half of those defined broadly as outreach candidates.⁹

The upper- and lower-bound effects of outreach, as derived in Exhibits 4.5 and 4.6, respectively, can be summarized as follows:

- the proportion of food stamp-only custodial parents needing an order declines from 54.6 percent to between 52.0 percent (lower-bound effect) and 49.3 percent (upper-bound effect); and
- the proportion with an order and receiving full payment rises from 11.4 percent to between 12.2 percent (lower-bound effect) and 13.1 percent (upper-bound effect).

As expected, because of the relatively small size of the subgroup affected by outreach, these effects are less pronounced than even the lower-bound estimate of the mandate effect.

Incorporating the Estimated Effects into the TRIM2 Model

To summarize, we have estimated both upper- and lower-bound effects for a mandate and outreach. Using the survey/abstract data, we have derived these effects in terms of shifts in the distribution of food stamp-only custodial parents by child support status. For a mandate, the upper- and lower-bound estimates assume the same number of new CSE entrants, based on the survey responses. The two sets of estimates differ in their assumed pattern of shifts in child support status resulting from CSE participation. The upper-bound assumptions are empirically derived from the survey/abstract data; the lower-bound assumptions are arbitrarily chosen to reflect less optimism. For outreach, in contrast, the upper- and lower-bound estimates differ in the assumed number of new CSE entrants, but with common assumptions regarding the effect of CSE participation on child support status.

To simulate the national impact of a mandate or outreach using the TRIM2 model, it is first necessary to translate the estimated upper- and lower-bound effects into the terms of the

9. We considered other empirical approaches to constructing a lower-bound outreach scenario, but none yielded any meaningful results. In particular, we estimated regressions with an additional variable indicating whether the respondent had heard of the CSE agency. The estimated coefficient was positive and statistically significant; however, we questioned the validity of this estimate, to the extent that some portion of the survey respondents participate in CSE despite having "never heard of the program."

three relevant equations in the TRIM2 child support module. These equations pertain to the following characteristics of a food stamp-only custodial parent:

- the probability of having a support order;
- the probability of receiving any payment, given that an order exists; and
- the probability of receiving full payment, given that any payment is received.

Within this framework, one can re-express the findings shown in Exhibits 4.2 and 4.4 through 4.6 as follows:

- For food stamp-only custodial parents, the probability of having a support order (estimated from the survey at 45.4 percent) would increase to between 49.8 and 54.2 percent under a mandate, or to between 48.1 and 50.7 percent under outreach. In terms of proportional changes in the numbers of parents with orders, these effects represent a 10 to 20 percent increase under a mandate and a 6 to 12 percent increase under outreach.
- For those food stamp-only custodial parents with support orders, the probability of receiving any payment (estimated from the survey at 60.6 percent) would remain virtually unchanged (at 60 to 61 percent) under either a mandate or outreach.
- For those food stamp-only custodial parents with support orders and receiving any payment, the probability of receiving full payment (estimated from the survey at 41.5 percent) would increase to between 43.3 and 49.7 percent under a mandate and would increase only marginally (to between 42 and 43 percent) under outreach. The effects under a mandate represent proportional changes of 5 to 20 percent. The effects under outreach are considered negligible.

The proportional effects described above become the basis for multiplicative adjustments applied within the TRIM2 child support module in simulating the national effects of a mandate or outreach.

4.2 EFFECTS ON HOUSEHOLD INCOMES

The primary effects of either a mandate or outreach on the amount of child support payments and food stamp allotments received by a food stamp custodial household will occur in the following ways:

- For most households, any added monthly child support payment will cause a dollar-for-dollar increase in the household's countable income, thus reducing the food

stamp allotment by 30 percent of the added support payment and increasing household income by 70 percent of the added payment; or

- For other households, countable income will increase by less than the added support payment, reducing the food stamp allotment by less than 30 percent of the added payment and increasing household income by more than 70 percent of the added payment.¹⁰

Based on the analysis presented in the previous section, we have simulated these effects with the TRIM2 model. The findings, as discussed below, are shown in the top portion of Exhibit 4.7. Appendix G provides technical detail on the simulations.

We simulated an upper- and lower-bound scenario for both a mandate and outreach. For each alternative policy scenario, we then derived annual effects (in 1992 dollars) by applying the TRIM2 estimates to annual aggregates for fiscal year 1992. The 1992 average monthly food stamp caseload was 10.060 million households, and total annual allotments were \$20.906 billion.¹¹ In the basic calculations below, we maintain the assumption that food stamp-only custodial households constitute 7 percent of total food stamp households. We also assume that these households account for 8.5 percent of total food stamp allotments.¹² In an alternative set of calculations, we assume that food stamp-only custodial households comprise 6 percent of program households and 7.5 percent of program allotments.

10. This would occur rarely, mainly among households with unused income deductions or among households for whom the added support payment raises their countable income above the maximum limit and thus makes them ineligible for food stamps. An even less likely scenario is that the added monthly child support payment would raise the household above the gross income eligibility limit (normally 130 percent of the poverty level). The resulting loss in food stamp benefits could conceivably even exceed the added support payment, thus reducing household income.

11. Food and Nutrition Service, unpublished tabulations from the FNS National Data Bank, December 1993.

12. The latter assumption is consistent with the estimates from QC data and state administrative data discussed in the Interim Report for this project. These earlier estimates showed that food stamp-only custodial households have average monthly allotments somewhat above the caseload-wide average. Presumably, the higher-than-average countable income among such households is offset by their larger-than-average household size; see Gregory B. Mills and Jay A. Leatherman, *Participation in the Child Support Enforcement Program Among Non-AFDC Food Stamp Households: Interim Report*, Abt Associates, Cambridge, MA, June 1993, Exhibits 6 through 8 and accompanying text. In the TRIM2 simulations, the average monthly allotment among food stamp-only custodial households is \$159, compared to an average of \$130 for other food stamp households.

Higher Support Payments

Both a CSE mandate and improved outreach would increase child support payments. The mandate is estimated to yield \$64 million to \$220 million annually (the lower- and upper-bound estimates, respectively), as shown in Exhibit 4.7. The estimated annual increase with outreach is \$20 million to \$48 million. All estimates are in 1992 dollars.

Much of this estimated effect results from the projected increase in the number of food stamp-only custodial parents with support orders. The number of food stamp-only custodial families with support orders is estimated to rise by 10 to 20 percent under a mandate and by 6 to 12 percent under outreach. In addition, for those who have orders and receive some payment, a mandate could result in an increase of 5 to 20 percent in the number receiving full payment. The simulated increase in aggregate child support payments among food stamp-only custodial families was 7 to 23 percent for a mandate and 2 to 6 percent for outreach.¹³

The predicted effects shown in Exhibit 4.7 are derived from the percentage changes estimated in the TRIM2 simulations. For several reasons, the derived effects are larger in dollar terms than the corresponding TRIM2 amounts shown in Appendix G. First, the TRIM2 estimates are in 1989 dollars; we express the benefits and costs here in terms of 1992 dollars. Second, only 236 unweighted food stamp-only custodial households were available in the CPS file for the TRIM2 simulations. The corresponding weighted TRIM2 totals of food stamp cases and food stamp allotments appear smaller than expected on the basis of the CPS and SIPP findings reported in Chapter Three. For these reasons, we place relatively little importance on the particular dollar amounts shown in the simulations. Instead, we regard the critical simulation findings to be the percentage differences in dollar aggregates estimated between a baseline scenario and an alternative policy scenario.

Lower Food Stamp Allotments

Because of the higher support payments, food stamp allotments are projected to decline by 0.9 to 3.1 percent under a mandate and 0.3 to 0.7 percent for outreach. These effects

13. See Table 4 of Appendix G.

EXHIBIT 4.7
ANNUAL BENEFITS AND COSTS OF POLICY OPTIONS

	Mandate		Outreach	
	Lower-Bound	Upper-Bound	Lower-Bound	Upper-Bound
	<i>Millions of 1992 Dollars</i>			
A. Change in child support payments	64	220	20	48
B. Change in food stamp allotments				
Households receiving higher child support payments	-16	-55	-5	-12
Households sanctioned for noncompliance	-14	-14	—	—
Households opting to leave food stamps	-25	-25	—	—
Subtotal (B)	-55	-94	-5	-12
C. Change in food stamp administrative costs				
Costs incurred at initial certification	8	8	5	5
Costs saved for households becoming ineligible	-2	-8	0	-1
Costs saved for households opting to leave food stamps	-8	-8	—	—
Subtotal (C)	-2	-8	5	4
D. Change in CSE administrative costs	42	42	9	18
Net change in household incomes (A + B)	9	126	15	36
Net change in government expenditures (B + C + D)	-15	-60	9	10

Source: Abt Associates, see accompanying explanatory text.

translate into the following dollar amounts, measured in 1992 dollars: between \$16 million and \$55 million for a mandate, and between \$5 million and \$12 million for outreach.¹⁴

In addition, a mandate will have two kinds of secondary effects on food stamp allotments and household income:

- Some households will accept a sanction for noncooperation rather than comply, thus lowering their food stamp allotment by the amount of the custodial parent's portion of the grant and correspondingly reducing their household income; and
- Other households will withdraw entirely from food stamps rather than comply with a mandate, thus forgoing their full food stamp allotment and correspondingly reducing their household income.

These two effects are estimated on the basis of findings from the recipient survey.¹⁵ Survey respondents were asked how they might react "if you had to cooperate with the Child Support Enforcement Agency in order to continue to get food stamps." Respondents could indicate, among other possible choices, that they would "not cooperate and accept a lower food stamp grant" or that they would "leave the food stamp program altogether." Expressing the responses as a percentage of all food stamp-only custodial parents, we found 2.1 percent indicating that they would accept a lower food stamp grant and 3.8 percent indicating that they would leave the program altogether.¹⁶ As one expects, those indicating that they might leave the program altogether appear to receive lower-than-average monthly food stamp allotments (and are thus more inclined than other households to forgo these benefits).¹⁷

For the 2.1 percent who might accept a lower food stamp grant rather than comply with a mandate, the sanction would come through the removal of the custodial parent from the food stamp household (although this person's income would still be considered in computing the

14. Specifically, \$16 million equals $0.009 \times 0.085 \times \20.906 billion; \$55 million equals $0.031 \times 0.085 \times \20.906 billion; \$5 million equals $0.003 \times 0.085 \times \20.906 billion; and \$12 million equals $0.007 \times 0.085 \times \20.906 billion.

15. The estimates described below are applied to both the upper- and lower-bound mandate scenarios.

16. These percentages differ from those in Exhibit 3.3, which were computed as proportions of food stamp-only custodial parents with needs for services not participating in CSE, not as proportions of all food stamp-only custodial parents.

17. Among those indicating in the survey that they might leave food stamps altogether, 65 percent represent households with only two persons (the custodial parent and one child).

monthly benefit). In the TRIM2 baseline simulation, the average size of a food stamp-only custodial household was 3.8 persons. If we assume that sanctions typically cause a reduction in household size from four persons to three persons, the maximum monthly allotment is reduced from \$370 to \$292. Within most ranges of countable income, the monthly allotment is thus reduced by \$78. The corresponding reduction in aggregate annual food stamp allotments (in 1992 dollars) is \$14 million.¹⁸

For the 3.8 percent who indicate that they might opt to leave food stamps rather than comply with a mandate, we also assume that their monthly allotment is reduced by \$78. The corresponding annual amount of forgone allotments is \$25 million.¹⁹

Net Change in Incomes

The net change in incomes for food stamp-only custodial households—reflecting the rise in child support payments and the drop in food stamp allotments—is shown in the next-to-last row of Exhibit 4.7. For the mandate option, the upper-bound estimate shows a net income increase of \$126 million, and the lower-bound estimate shows a net increase of \$9 million. For the outreach option, the simulations show a net increase in household incomes of between \$15 million and \$36 million.

The upper-bound estimates are somewhat sensitive to our assumption that food stamp-only custodial households comprise 7 percent of total food stamp households and receive 8.5

18. Computed as $0.021 \times 0.070 \times 10.060$ million households \times \$78 per household per month \times 12 months.

19. Computed as $0.038 \times 0.070 \times 10.060$ million households \times \$78 per household per month \times 12 months. For some custodial parents leaving the program, the assumed \$78 reduction in monthly allotment would overstate the amount of forgone benefits. Consider, for instance, a four-person household (custodial mother and three children) now receiving a \$70 monthly allotment (based on \$1,000 in countable monthly net income, which reduces the allotment from a maximum of \$370 to \$70, under the FY 1993 benefit schedule). In this situation, noncooperation would make the case ineligible; with the mother removed from the grant, the \$1,000 income exceeds the net income limit of \$965 for a three-person case. In opting not to cooperate, the custodial parent and her children forgo a benefit of \$70. On the other hand, there are some cases for which \$78 understates the forgone benefit. Consider, for instance, a four-person household with a net monthly income of \$900 and a monthly allotment of \$100. Removing the mother from the grant would reduce the monthly allotment to \$22. If the mother decides that so small a benefit makes food stamp participation no longer desirable, and if she opts to withdraw her household from the program, the forgone benefit is \$100. Recognizing that the actual forgone benefit will thus depend on case circumstances, we use \$78 as a plausible average value.

percent of total food stamp allotments. If one instead assumes that such households account for 6 percent of total households on the program and 7.5 percent of total allotments, the upper-bound net increase in household incomes under a mandate is \$108 million instead of \$126 million. For outreach, the upper-bound net gain in household incomes is \$33 million instead of \$36 million. The lower-bound income changes under either policy alternative are unaffected by the change in assumptions.

4.3 EFFECTS ON GOVERNMENT EXPENDITURES

For either a mandate or outreach, the effects on government expenditures would come not only through reductions in food stamp allotments but also through changes in the costs for administering food stamps and CSE. The estimates discussed below are shown in the bottom half of Exhibit 4.7.

Food Stamp Administrative Costs

Food stamp administrative costs will be affected by the need for eligibility workers to devote additional time to explain and enforce a CSE requirement (under a mandate) or to provide CSE information, referral, and application assistance (under outreach). There could be some offsetting savings in administrative costs through a lowering of the caseload, as households either become ineligible (through increased child support payments) or opt to forgo their entire food stamp benefit rather than comply with a mandate.

The primary effect on food stamp administrative costs would thus come through an increase in the cost of initial certification, an activity which comprises about 30 percent of total program administrative costs.²⁰ To the extent that a mandate or outreach would affect certification costs for about 3 percent of total food stamp cases—food stamp-only custodial households not already participating in CSE—we are thus considering here the extent of increase

20. Certification activity—initial certification, recertification, monthly reporting, and other interim case changes—comprises about 75 percent of total food stamp administrative costs. Initial certification costs comprise about 40 percent of certification costs, and thus amount to about 30 percent of total administrative costs.

in a cost base that comprises only about 1 percent of total food stamp administrative costs.²¹ Because program administrative costs amount nationally to \$3.034 billion in fiscal year 1992, including state and federal shares, this cost base is roughly \$30 million.²² Because administrative costs are largely a function of labor time—for caseworkers, supervisors, and support staff—we focus here on the incremental labor requirements of a mandate or outreach. We assume that any proportional increase in staff time would translate into an equivalent proportional increase in administrative costs.

Either a mandate or outreach would lengthen the initial certification interview and associated paperwork tasks. Under a mandate, there would also be additional time required for some portion of cases to process a request for good cause exemption or to sanction noncooperating cases. A recent Abt study of food stamp certification costs estimated that an initial certification required an average of 60 minutes of eligibility worker time, 8 minutes of supervisor time, and 15 minutes of support staff time.²³ Based on the interviews conducted with state and local program staff in the current study, we assume here that the caseworker time required at initial certification for cases subject to a mandate would increase by 15 minutes, or by 25 percent, with corresponding proportional increases in the time required by supervisors and support staff. For outreach, we initially assume a smaller, 15 percent proportional increase in the labor time required for initial certification. (With outreach, there is no need to discuss good cause exemptions. However, intensive outreach might well require as much additional cost at initial certification as a mandate, depending on the caseworker's responsibilities for information,

21. We regard the cost base for a mandate as equal to that for outreach. There is in fact a small group of cases that would be subject to a mandate but would not be candidates for outreach. These are food stamp-only custodial households not participating in CSE but who already have support orders and receive full payment. We do not take separate account of this group; even under an outreach strategy, some caseworker time would probably be necessary for such cases at initial certification to determine their child support status.

22. For fiscal year 1992, estimated federal food stamp administrative costs were \$1.656 billion; state and local costs were \$1.378 billion; see U.S. House of Representatives, Committee on Ways and Means, *Overview of Entitlement Programs, 1993 Green Book*, July 7, 1993, Table 4, p. 1609. With the national monthly caseload during this period averaging 10.060 million households, the annual administrative cost per case was \$300.

23. William L. Hamilton *et al.*, *Factors Affecting Food Stamp Certification Cost, Volume I*. Abt Associates Inc., Cambridge, MA, November 1989, p. 28.

counseling, and referral. For this reason, we later recompute the outreach costs assuming a 25 percent increase in labor time.)

We apply these proportional effects to a cost base that, as described above, is an estimated 1 percent of total food stamp administrative costs. Thus, a mandate would increase food stamp administrative costs by 0.25 percent, or by about \$8 million annually (based on 1992 national expenditures). Outreach would increase administrative costs by 0.15 percent, or by about \$5 million a year nationally.

In principle, both a mandate and outreach would also yield some savings in food stamp administrative costs through the termination of cases that become ineligible through increased child support payments. The TRIM2 simulations of a mandate indicate that between 1.1 and 3.8 percent of food stamp-only custodial cases would become ineligible. (See Table 5 of Appendix G.) Based on a national caseload of 10.060 million households and a cost per case-year of \$300, the resulting annual savings in food stamp administrative costs is \$2 million to \$8 million.²⁴ For outreach, the simulations indicate that between 0.1 and 0.5 percent of food stamp-only custodial cases would become ineligible through increased support payments. The corresponding savings in food stamp administrative costs is negligible for the lower-bound scenario and \$1 million for the upper-bound scenario.²⁵

Finally, we indicated earlier that a mandatory requirement would cause some households to forgo their food stamp benefits entirely, rather than comply. In the previous section, we estimated that 3.8 percent of food stamp-only custodial parents would opt to leave food stamps. This represents a drop in the national caseload of only about 0.3 percent, as food stamp-only custodial cases constitute about 7 percent of all cases. The annual national savings is an estimated \$8 million.²⁶

For those food stamp cases that are sanctioned or terminated, whether because the household becomes ineligible through increased child support payments or because the custodial

24. The lower-bound estimate is computed as $0.011 \times 0.07 \times 10.060 \text{ million} \times \300 . The upper-bound estimate is computed as $0.038 \times 0.07 \times 10.060 \text{ million} \times \300 . As with all annual effects estimated here, this is a recurring yearly savings, relative to the baseline scenario.

25. The upper-bound outreach estimate is computed as $0.005 \times 0.07 \times 10.060 \text{ million} \times \300 .

26. Computed as $0.038 \times 0.07 \times 10.060 \text{ million} \times \300 .

parent opts to forgo benefits, we do not take account of the minor administrative cost incurred in reducing benefits or closing the case (and potentially in handling any fair hearing or appeal).

CSE Administrative Costs

We next examine the extent to which these policy options would increase the workloads of CSE agencies and thus raise CSE administrative costs. This is a significant concern, as local CSE caseworkers already handle caseloads that often exceed 1,200 cases. The prospect of increased numbers of CSE participants, especially under a mandate, raises major questions about the need for increased agency resources.

In estimating the effect of a mandate or outreach on CSE administrative costs, we assume that the current average CSE administrative cost per case (\$131 annually for fiscal year 1992)²⁷ will remain unchanged under any policy option. The proportional increase in annual CSE administrative costs under a mandate or outreach will thus equal the estimated proportional increase in the CSE caseload.²⁸

This approach requires an estimate of the percentage increase in CSE cases. For a mandate, we compute this from the survey data as a 2.1 percent increase. With CSE administrative costs running annually at \$1.995 billion, a 2.1 percent increase amounts to \$42 million.

We compute the 2.1 percent increase in CSE cases as follows. Among food stamp-only custodial households, which comprise 7 percent of total food stamp cases, 46 percent do not currently participate in CSE. The survey responses indicate that 75 percent of this group would

27. Computed from information in Tables 1 and 2 of U.S. Department of Health and Human Services, Administration for Children and Families, Office of Child Support Enforcement, *Child Support Enforcement: Seventeenth Annual Report to Congress, for the Period Ending September 30, 1992, 1994.*

28. We considered an approach to CSE administrative costs that would differentiate among types of CSE cases, depending on their child support status at time of CSE entry or on their predicted status under a mandate. However, we ultimately rejected such approaches, having determined that the available CSE cost information would not support them. For example, although CSE administrative costs are separately reported for AFDC cases and non-AFDC cases, program staff at the Office of Child Support Enforcement cautioned that this allocation of costs is not always reliable. Alternatively, some have observed that the annual CSE administrative cost per case is higher for cases with collections than for cases without collections. The cost impact of a mandate or outreach should thus depend, in principle, on the predicted success of the new policy in obtaining collections. Once again, the state-reported CSE cost data do not allow such a detailed prediction of administrative costs.

comply with a mandate (including those with CSE needs and those without CSE needs). Expressed as a percentage of the total food stamp caseload, the food stamp-only custodial households newly participating in CSE thus comprise 2.4 percent.²⁹ Based on a fiscal year 1992 national food stamp caseload of 10.060 million households, this implies 240,000 new CSE participants. Based on our survey sample, each new CSE participant represents 1.3 new CSE cases. This implies 312,000 new CSE cases, or a 2.1 percent increase in the fiscal year 1992 national CSE caseload of 15.172 million.

For outreach, we compute the upper-bound proportional increase in CSE cases as 0.9 percent. An increase of 0.9 percent in national CSE administrative costs of \$1.995 billion amounts to \$18 million. The corresponding lower-bound estimate is half as large, \$9 million, as we assume a 50 percent response to outreach.

The basis for these calculations, as above for a mandate, is the population of food stamp-only custodial households not participating in CSE (as a percentage of total food stamp households, 0.46×0.07). The survey indicates that 88 percent of such households have needs for child support enforcement and that 37 percent of this group are candidates for outreach. (Refer to Exhibit 4.1.) The upper-bound outreach estimates assume that all of these households actually respond to outreach by entering the CSE Program. Expressed as a percentage of all food stamp cases, the number of households entering CSE in response to outreach is thus 1.0 percent.³⁰ This translates into 100,000 new CSE participants (based on a fiscal year 1992 national food stamp caseload of 10.060 million) and 130,000 new CSE cases (based on 1.3 cases per participant). This represents an upper-bound increase of 0.9 percent in the national CSE caseload of 15.172 million. The lower-bound increase is simply one-half as large.

Net Change in Government Expenditures

The last row of Exhibit 4.7 shows the net change in annual government expenditures, accounting for the effects on food stamp allotments and administrative costs in food stamps and CSE. For the mandate scenario, the net change is a cost reduction of between \$15 million and \$60 million. In short, the savings in food stamp allotments (plus a small net savings in food

29. Computed as $0.75 \times 0.46 \times 0.07$.

30. Computed as $0.37 \times 0.88 \times 0.46 \times 0.07$.

stamp administrative costs) exceed the increase in CSE administrative costs. One should note that the bulk of the savings in food stamp allotments comes not as a result of increased child support payments, but through the benefits forgone by eligible households who would either accept a sanction or leave the program altogether rather than comply with a mandate.

For outreach, the net change in annual government expenditures is an increase of \$9 million to \$10 million. The increase in administrative costs for food stamps and CSE is only partly offset by the savings in food stamp allotments. If one assumes that outreach involves a 25 percent increase in food stamp initial certification costs (i.e., the same as assumed above for a mandate), the increase in annual government expenditures becomes \$12 million to \$13 million.

As described in Section 1.1, the net change in government expenditures is divided between federal and state governments, reflecting the funding shares of food stamp allotments (100 percent federal), food stamp administrative costs (50 percent federal), and CSE administrative costs (66 percent federal). Exhibit 4.8 shows the federal-state decomposition of expenditures under the four different policy scenarios simulated here.

EXHIBIT 4.8
DECOMPOSITION OF BENEFITS AND COSTS

	Mandate		Outreach	
	Lower-Bound	Upper-Bound	Lower-Bound	Upper-Bound
	<i>Millions of 1992 Dollars</i>			
Net change in household incomes	9	126	15	36
Net change in government expenditures				
Federal	-28	-70	4	2
State	13	10	5	8
Total	-15	-60	9	10

Source: Abt Associates, see accompanying explanatory text.

Under a mandate, the federal government would realize an annual savings of between \$28 million and \$70 million. Under outreach, annual federal costs would increase minimally, by \$2 million to \$4 million. State costs would rise under all four scenarios, as states would realize no savings from reduced food stamp allotments and would incur a portion of the

increased administrative costs for both food stamps and CSE. Under a mandate, the estimated increase in annual state costs is \$10 million to \$13 million; under outreach, the estimated increase is \$5 million to \$8 million.

Finally, the net changes in government expenditures are more modest than described above if one adopts the alternative assumptions that food stamp-only custodial households account for 6 percent of total food stamp households (rather than 7 percent) and 7.5 percent of total food stamp allotments (rather than 8.5 percent). Under a mandate, the net government savings ranges from \$12 million to \$52 million (rather than \$15 million to \$60 million). Under outreach, the net costs are \$8 million for both the upper- and lower-bound scenarios (rather than \$9 million to \$10 million).

CHAPTER FIVE

POLICY IMPLICATIONS

This chapter discusses the policy implications of this research. We first examine whether the unmet needs for child support among food stamp-only custodial households are of sufficient magnitude to warrant any policy action. Second, we examine whether, in light of the estimated benefits and costs presented in Chapter Four, the Food and Nutrition Service should consider either of the two policy options evaluated in this study:

- a CSE mandate—requiring that food stamp-only custodial parents participate in the CSE Program or forfeit their own (not the rest of their household's) eligibility for food stamps; or
- improved CSE outreach—requiring that state food stamp agencies provide CSE information to food stamp-only custodial parents and facilitate their application to CSE at the time of initial food stamp certification.

5.1 ASSESSMENT OF THE PROBLEM

Are the unmet needs for child support among food stamp-only custodial households sufficient to warrant policy action? To address this question, we used the TRIM2 model to simulate a "perfect outcomes" scenario (shown as Alternative 4 in Appendix G) in which all food stamp-only custodial parents have child support orders and collect the full award amount. By comparing this scenario with the baseline simulation, one can estimate the extent of unmet child support needs in the food stamp-only caseload.

The TRIM2 simulations indicate that food stamp-only custodial parents now receive in the aggregate only about 27 percent of the potential child support payments implied by the perfect outcomes scenario. The remaining gap includes the shortfall in payments to those who currently have support orders as well as the potential payments to those currently without support orders.

A substantial improvement would occur if one could obtain full collection on all existing child support orders. This by itself would raise payments from their current 27 percent to 50 percent of potential support payments. Food stamp-only custodial parents with support orders currently receive only slightly more than one-half (54 percent) of their award amounts. This

estimated extent of collection on existing support orders is substantially below the 69 percent estimated nationally by the Census Bureau for all custodial parents who were due payments in 1989 on existing orders.¹

More importantly, the bulk of unmet needs for child support occur among those households that currently have no support orders. These households constitute more than half (54 percent) of food stamp-only custodial households. Once again, the simulations suggest that food stamp-only custodial parents fare worse than custodial parents nationally, of whom less than half (42 percent) had no support order.² The estimated potential payments to households without orders amount to 50 percent of all potential payments to food stamp-only custodial households.

By these estimates, food stamp-only custodial households have unmet child support needs more serious than those among the general population of custodial parents, in terms of both the lack of support orders and the payments that go uncollected on existing support orders. The extent of these needs appears even greater among the AFDC food stamp population, as indicated in the CPS and SIPP findings reported in Appendices A and B. Nonetheless, the TRIM2 estimates indicate that more than one-third of food stamp-only custodial households would no longer receive food stamps if their child support needs were fully met.³ Given this evidence, some consideration of policy options for this group is clearly warranted.

Of immediate relevance to this study is the universe of child support needs within our target population—the estimated 300,000 food stamp-only custodial households not participating in the CSE Program but with child support needs (that is, without a child support order or receiving less than full payment on their existing order). We estimate the aggregate needs for child support within the target population at \$900 million annually, in 1992 dollars. This represents the additional amount of support payments that would be collected annually if all 300,000 households in the target population had support orders and full payment on their orders

1. See U.S. Department of Commerce, Bureau of the Census, "Child Support and Alimony: 1989," *Current Population Reports: Consumer Income*, Series P-60, Number 173, September 1991, p. 8.

2. *Ibid.*, p. 6.

3. See Table 5 in Appendix G. The "perfect outcomes" scenario would reduce the number of food stamp-only custodial households from 366,000 to 232,000.

(if we assume, based on the TRIM2 simulations, an average annual award per household of \$3,000). The estimated gap is lower (\$800 million) if one assumes that food stamp-only custodial households comprise 6 percent of total food stamp households, instead of 7 percent.

5.2 MANDATE VERSUS OUTREACH

This study has evaluated two possible strategies to meet the child support needs of food stamp-only custodial households through increasing their participation in the CSE Program—a CSE mandate or improved outreach. These approaches focus specifically on the food stamp-only population. Not evaluated here are other broad-based policy reforms—such as a child support assurance system—that would more fundamentally alter the federal government’s role in meeting the child support needs of low-income custodial households, whether or not they receive food stamps.⁴

For a mandate and outreach, Chapter Four presented the estimated benefits and costs under assumptions that are deliberately pessimistic (lower-bound) or optimistic (upper-bound). These assumptions do not represent limiting cases at either extreme; one could posit a scenario even more pessimistic for the lower-bound or more optimistic for the upper-bound. For instance, welfare reform efforts may succeed in raising the likelihood of collections on child support orders through such mechanisms as stricter interstate enforcement. If so, the benefits associated with obtaining new orders under either a mandate or outreach strategy would be higher than estimated here, in terms of both household incomes and government savings.

To give additional perspective to the benefit-cost estimates in Chapter Four, we calculated the degree to which either a mandate or outreach would succeed in closing the nearly \$1 billion gap between current support payments received by food stamp-only custodial households in the target population and the estimated potential for payments. This measure would equal zero percent for an option that yielded no increase in support payments above current levels and 100 percent for an option that yielded support orders and full payment on the orders for all food stamp-only custodial households in the target population.

4. For a full discussion of the child support assurance concept, see Irwin Garfinkel, *et al.* (eds.), *Child Support Assurance: Design Issues, Expected Impacts, and Political Barriers as Seen from Wisconsin*, Urban Institute Press, Washington, D.C., 1992.

By this measure a mandate could eliminate between 7 and 24 percent of the \$900 million gap in aggregate support payments, while outreach could close between 2 and 5 percent of the gap.⁵ The limits of each of these ranges reflect the lower- and upper-bound estimates from the benefit-cost analysis. The estimated yield is limited under both options by the following factors:

- Only a portion of the CSE nonparticipants would enter CSE under either policy; even with a mandate, some clients would seek good cause exemptions and others would deliberately not comply.
- For those who would newly enter the CSE Program without a support order, we estimate that less than half would obtain an order through the program (as reflected in the observed experience of CSE participants).
- For those who would newly enter the CSE Program with a support order but without any payments, we estimate that only about 5 percent would collect any payments through the program.

Relative to the size of the underlying problem, then, the gains achievable through either a mandate or outreach are modest. However, with policy issues that are large and intractable, one should not dismiss progress of any magnitude. The question then becomes whether a change in policy produces enough gains to be worthwhile.

This brings us back to the benefit-cost calculations presented in Chapter Four. Our benefit-cost framework takes account of the net increase in household incomes (added child support partly offset by reduced food stamp allotments) to food stamp recipients and the net savings to taxpayers through lower government expenditures (reduced food stamp allotments and changes in administrative costs for both the Food Stamp and CSE Programs). A policy option is clearly desirable if the estimates show a combination of higher household incomes and lower government expenditures, as both program clients and taxpayers are better off. Conversely, an option is clearly undesirable if the estimates show lower household incomes and higher government expenditures. One faces a trade-off between the well-being of clients and taxpayers if a rise in household incomes requires increased government expenditures or if the government achieves savings but household incomes are reduced. The last scenario would be especially

5. These percentages are computed by dividing the estimated increase in child support payments (line 1 of Exhibit 4.7) by \$900 million.

problematic, as the primary motivation for either a mandate or outreach is to make clients better off, not to save taxpayers money.

As discussed in Chapter Four, the upper-bound estimates for a mandate strategy indicate net increases in household incomes (annually \$126 million, relative to the current policy baseline) and net savings in government expenditures (\$60 million). Under relatively optimistic assumptions, a mandate thus could make both clients and taxpayers better off. Under the lower-bound assumptions, however, there is a much smaller increase in household incomes (\$9 million); government savings still result, but a smaller amount (\$15 million). The small net increase in total household income under the lower-bound mandate scenario reflects the fact that the food stamp benefits forgone by those opting not to comply nearly offset the income gains to those food stamp households helped through additional support payments.

For the outreach strategy, there is less disparity between the lower-bound and upper-bound findings. Both sets of estimates show a modest increase in household incomes (\$15 million to \$36 million) and some increase in government expenditures (\$9 million to \$10 million). One's judgment about the merits of outreach (versus no change in current policy) thus rests on the question of whether the expected gains to clients justify the expected costs to taxpayers.

This discussion suggests a fundamental distinction between the mandate and outreach strategies—the combination of yield and risk that each option presents. A mandate offers the prospect of large gains to both clients and taxpayers. However, there is a substantial possibility that a mandate could leave clients (in the aggregate) only slightly better off. In contrast, outreach poses quite limited gains to clients and generates some additional costs for taxpayers.

One advantage offered by the outreach strategy is the flexibility of implementing the approach on a selective geographic basis. In contrast, a mandate would probably be adopted only as a matter of national food stamp policy. One possible approach to targeted outreach is an initiative in those states where food stamp-only households are concentrated. The state-by-state estimates shown in Exhibit 2.3 of this report suggest that the 13 states in FNS' Southeast and Southwest Regions account for more than 60 percent of all food stamp-only custodial

households.⁶ As a very rough approximation, outreach efforts targeted on these states would thus yield about 60 percent of the estimated national gains in income to food stamp households (with correspondingly about 60 percent of the nationally estimated costs to taxpayers). As a possible first step toward a national outreach policy, a regionally-focused initiative would enable FNS to focus its own staff and resources more effectively on the relevant segment of the national caseload.

Finally, in evaluating either a mandate or outreach, there are societal concerns that go beyond the scope of measurable benefits and costs. As a matter of social policy, it is important to reinforce the responsibilities parents have to provide for the well-being of their children. For this reason in particular, a mandate or outreach may deserve attention even if one cannot guarantee favorable short-term fiscal impacts.

6. The Southeast Region includes Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, and Tennessee. The Southwest Region includes Arkansas, Louisiana, New Mexico, Oklahoma, and Texas.

APPENDIX A

ANALYSIS OF CURRENT POPULATION SURVEY

**Characteristics of Non-AFDC Food Stamp
Participants Eligible for Child Support
Enforcement Services: Evidence from the
1990 Current Population Survey**

Final Draft

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Background

In recent years, the nation has moved away from simply offering welfare to mothers with children whose father is absent. Greater emphasis is now being placed on the responsibility of non-custodial parents to support their children. Child support enforcement has thus become a major part of America's effort to gain income security for children. Stricter enforcement of child support is viewed not only as a means of fostering responsibility on the part of the non-custodial parent and gaining income security for children, but also as a way to reduce the cost of public assistance and prevent welfare dependency.

In 1975, Congress enacted the Child Support Enforcement (CSE) program, which represented a major new commitment to address the problem of nonsupport of children. This legislation amended the Social Security Act by adding part D to title IV, which established the CSE program and authorized federal matching funds to be used for locating non-custodial parents, establishing paternity, and establishing and enforcing child support orders. In FY91, the CSE program established paternities for 462,000 children, located 2.5 million non-custodial parents, established support obligations for 820,000 families, and spent approximately \$1.8 billion to collect \$6.9 billion in support of 2.3 million cases (1992 Green Book).

Under the 1975 law, AFDC recipients and applicants must assign their rights to child support to the State in order to receive AFDC. In addition, each applicant or recipient must cooperate with the State if necessary to (1) establish paternity for children born outside of marriage, and (2) obtain child support payments. The CSE program collected \$2 billion on behalf of AFDC recipients, representing 10.5 percent of AFDC payments (1992 Green Book).

The CSE program is also authorized to provide services to non-AFDC families who request such services, and CSE collections on behalf of these families totalled \$5 billion in 1991.

The U.S. Department of Agriculture has proposed extending a CSE mandate to food stamp recipients and applicants. Under this proposal, families with non-custodial parents would be required to cooperate with the CSE authorities as a condition of food stamp eligibility. This proposal would only affect food stamp families who do not receive AFDC or Medicaid, referred to in this report as "food stamp only" families. Because a CSE mandate has already been extended to families who receive Medicaid without AFDC, these families already participate in the CSE program.¹

Research Objectives

The purpose of this research is to examine the effect of extending a CSE mandate to food stamp recipients using data from the 1990 Current Population Survey-Child Support Supplement (CPS-CSS). In particular, we:

- o Identify the target population of food stamp recipients who would be affected by an extension of a CSE mandate to food stamp recipients;
- o Estimate the potential for increased collections among the food stamp population through a CSE mandate;
- o Examine the demographic and economic characteristics of custodial mothers who receive food stamps only and compare these characteristics to custodial mothers receiving AFDC, Medicaid, or no aid;
- o Analyze the child support outcomes of custodial mothers receiving food stamps only and compare these with the child support outcomes of custodial mothers receiving AFDC, Medicaid, or no aid;
- o Determine the type of services custodial mothers receive from the CSE program;

- o Compare the demographic and economic characteristics of custodial mothers who report use of the CSE program with those who do not report use; and
- o Contrast the child support outcomes of custodial mothers who report use of the CSE program with those who do not report use.

As the 1990 CPS-CSS provides child support information for women only, this study refers only to custodial mothers and non-custodial fathers. Custodial fathers and non-custodial mothers are not identified. Our research findings are presented below.

The Food Stamp Population Affected by a CSE Mandate Extension

According to the 1990 CPS-CSS, about one-third of all food stamp families have a custodial mother, but 80 percent of these families also receive AFDC or Medicaid.² Since AFDC/Medicaid recipients already participate in CSE, only 524,197 additional food stamp families would be affected by policies to increase the CSE collections of food stamp recipients.³ Table 1 shows that food-stamp-only families who include a custodial mother represent 7 percent of all food stamp families.

Of the 524,197 custodial mothers who receive food stamps only, 163,744 (31 percent) have already voluntarily sought aid from the government in obtaining child support. Thus, extending a CSE mandate to these women is probably not going to increase their child support payments. This leaves 360,453 custodial mothers who receive food stamps only and did not contact the government for aid in obtaining child support, representing 5 percent of all food stamp families.

In sum, the number of food stamp families who would be affected by CSE policies is 360,453, or 5 percent of all food stamp families.

Potential for Increased Collections Among the Food Stamp Population

Of the 360,453 custodial mothers who received food stamps only and did not contact the government for aid in obtaining child support, 151,864 (42 percent) have child support orders, 208,589 (58 percent) are without orders (Table 1). Of those with child support orders, 82,659 (54 percent) receive full payments, 23,331 (15 percent) receive partial payments, and 45,874 (30 percent) receive no payments. Among those receiving partial payments, 68 percent of the child support order is received on average.

Thus, increasing child support collections among non-participating food-stamp-only families would mean:

- Establishing and collecting a child support order for those 208,589 families who do not currently have an order;
- Modifying awards for the 82,659 families who are already collecting full payment on their awards;
- Collecting the entire award for those 45,874 families who have child support orders but are currently receiving no payment; and
- Collecting the remaining 32 percent of the award for the 23,331 families who have awards but are currently receiving only 68 percent of their awards.

In sum, 254,463 food-stamp-only families have a custodial mother who has not contacted the government and does not receive child support payments. Another 23,331 food-stamp-only families have a custodial mother who has not contacted the government and only receives partial child support payments. Lastly, 82,659 food-stamp-only families have a custodial mother who has not contacted the government and receives full child support payments. These three groups represent 4.7 percent of all food stamp families. Given the relatively small number of non-

participating CSE-eligible food-stamp-only families, in terms of increased child support collections, the effects on the Food Stamp program of extending a CSE mandate to this population is likely to be small. The effects of increased child support collections on individual families, however, may be large.

Demographic and Economic Characteristics of Custodial Mothers

This section describes the demographic and economic characteristics of custodial mothers who receive food stamps only. We contrast these characteristics with those of custodial mothers who: (1) receive food stamps in conjunction with AFDC or Medicaid; (2) receive AFDC or Medicaid, but not food stamps; and (3) do not receive food stamps, AFDC, or Medicaid. These comparisons across groups are purely descriptive. The results are presented in Table 2.

In general, the food-stamp-only and no-aid custodial mothers are older than the AFDC/Medicaid and AFDC/Medicaid/food stamp custodial mothers. A much larger proportion of the food-stamp-only and no-aid custodial mothers are employed, while the largest proportion of the AFDC/Medicaid and AFDC/Medicaid/food stamp custodial mothers are not in the labor force. All four groups have high school graduates as a majority of their populations, and all groups except the no aid population tend to be in the two lowest family income categories (\$15,000 or less a year). The food-stamp-only and no-aid custodial mothers are more likely to be ever-married, and the AFDC/Medicaid and AFDC/Medicaid/food stamp custodial mothers are more likely to be never-married. All groups except the no-aid population are mostly white or black; the no aid population is concentrated among whites. The food-stamp-only custodial mothers are heavily concentrated in the South, while the other three groups are more evenly distributed over the four regions of the country.

Custodial Mothers Receiving Food Stamps Only. Most custodial mothers who receive food stamps only are 30 years old or over (65 percent). They are evenly distributed between white (45 percent) and black (43 percent); relatively few are Hispanic (10 percent) or members of other minority groups (2 percent). Most are currently married or have been married (69 percent). About one-third are divorced (32 percent), 16 percent are currently married to men who are not the father of the children in question, and one-fifth are separated from their husbands. Most of these women have either completed high school (41 percent) or have undertaken additional schooling beyond high school (21 percent). Almost 60 percent are currently employed. Despite this high employment rate, custodial mothers on food stamps have very little family income. In 1989 one-third of these women had annual family incomes of \$5,000 or less. Over half of custodial mothers receiving food stamps only live in the South (57 percent) and almost three-quarters live in metropolitan areas (74 percent).

Custodial Mothers Receiving Food Stamps and AFDC or Medicaid. Custodial mothers who receive food stamps and AFDC or Medicaid are much younger than the custodial mothers who receive food stamps only. The majority of these women are under 30 years old (54 percent). They are also more likely to be black (44 percent), Hispanic (17 percent), or members of other minority groups (4 percent) than custodial mothers who receive food stamps only. More than half of these women have never been married (56 percent). Their education levels are lower than custodial mothers on food stamps only, with almost half (46 percent) having never completed high school. They are considerably less likely to be employed than custodial mothers receiving food stamps only; only 20 percent of these custodial mothers are employed. Their family income distribution is much lower than that of custodial mothers on

food stamps only, with 46 percent in the lowest income bracket (\$5,000 or less). These custodial mothers are fairly evenly divided among the four regions of the country and most (82 percent) live in urban areas.

Custodial Mothers Receiving AFDC or Medicaid Only. Custodial mothers who receive AFDC or Medicaid but not food stamps have similar characteristics to those who receive food stamps and AFDC or Medicaid. Most (52 percent) are under 30 years old, and 10 percent are under 20 years old. Many of these custodial mothers may live with their parents who do not qualify for food stamps. A slightly larger proportion of these custodial mothers (45 percent) are white compared to custodial mothers receiving food stamps and AFDC or Medicaid (35 percent). Half of these women have never been married. Their educational distribution is more like that of custodial mothers receiving food stamps only, with 47 percent having completed high school and 16 percent having completed more than high school. Almost one-third of these women are employed, but in 1989 more than one-third (39 percent) still had annual family incomes of \$5,000 or less. These custodial mothers are more likely to live in the west (32 percent) than other parts of the country, and most (80 percent) live in metropolitan areas.

Custodial Mothers Receiving No Aid. Custodial mothers receiving no public assistance are older than custodial mothers receiving food stamps only. Three-fourths of these women are 30 years old or over. They are also considerably more likely to be white (70 percent) than custodial mothers receiving food stamps only. As with custodial mothers receiving food stamps only, most of these women are currently married or have been married. However, more than twice as many of these women are currently married with their spouse present (35 percent)

relative to custodial mothers receiving food stamps only (16 percent). More of these women have attended college or graduate school (36 percent) than custodial mothers receiving food stamps only (21 percent). Over 80 percent are currently employed. Their annual family income is much more evenly distributed across the income brackets, with only 9 percent receiving \$5,000 or less in 1989. They are also more evenly distributed across the four regions of the country, and most (79 percent) live in metropolitan areas.

Child Support Outcomes

In this section, we examine the child support outcomes of custodial mothers receiving food stamps only and contrast these with the child support outcomes of other custodial mothers who either receive AFDC, Medicaid or no public assistance. Table 3 presents these results.

Overall, almost two-thirds of food-stamp-only custodial mothers receive no child support. One-fourth of these families have an award, but still receive no child support. Another 13 percent of custodial mothers on food stamps only collect part of their child support award. Thus, 79 percent of food-stamp-only custodial mothers could benefit from CSE services. In addition, the remaining 21 percent of food-stamp-only custodial mothers — those who are collecting full payment of their child support awards — could conceivably benefit from CSE services through periodic modification of award amounts.

Child Support Orders. Only 50 percent of custodial mothers who receive food stamps have a child support order. Custodial mothers receiving food stamps and AFDC or Medicaid are even less likely to have a support order (40 percent). Similarly, only 46 percent of those receiving AFDC or Medicaid but not food stamps have a support order. These figures contrast

sharply with custodial mothers who do not receive public assistance, two-thirds of whom have a child support order.

Percent of Families Receiving No Child Support. Among custodial mothers who receive food stamps only, 66 percent received no child support. This figure is slightly lower than that for custodial mothers receiving food stamps and AFDC or Medicaid, three-fourths of whom received no child support. Of custodial mothers who receive no public assistance, 54 percent collected no child support.

Amount of Child Support Received. Only 34 percent of custodial mothers on food stamps only receive child support. Among those receiving support, 63 percent received the full amount of their award. This suggests that most food-stamp-only families (66 percent) do not collect child support, but among those who do collect, the full amount of the award is generally received. This high proportion of full payments is reflected in the high percentage of the child support order received. Food-stamp-only families receiving child support, collected, on average, 83 percent of their award. But, in 1989 the average annual payment received by food-stamp-only families was \$1,662 per child.

About one-fourth of custodial mothers receiving food stamps and AFDC or Medicaid collect child support, but only 52 percent of these families receive full payments. For families receiving child support, the percent of the award received is lower (68 percent) than for food-stamp-only families (83 percent). In 1989, these families only received \$909 per child in support payments.

The average amount of child support received by AFDC recipients may be lower, however, than the non-custodial fathers are actually paying. If the custodial mother is receiving

AFDC, the non-custodial father is supposed to pay child support directly to the CSE agency. The custodial mother receives her full monthly AFDC grant plus the first \$50 of the child support payment. The CPS-CSS, on the other hand, asks custodial mothers how much child support they received. An AFDC recipient may only report the child support monies that she receives on the CPS-CSS survey, not the actual amount paid by the non-custodial father. Thus, the amount of child support paid by the non-custodial father is likely to be under-reported in the CPS-CSS by AFDC recipients.

In contrast, almost half (46 percent) of the custodial mothers who receive no public assistance receive child support, and 72 percent of those receiving child support received full payments. Among no aid families receiving child support, the percent of the award collected is slightly higher (85 percent) than that of food-stamp-only families (83 percent), and the average amount received, in 1989, was \$2,090 per child.

Frequency of Child Support Payments. The majority of families receiving child support payments receive these payments regularly. Two-thirds of food-stamp-only families who receive child support state that they receive support payments regularly. Custodial mothers on food stamps and AFDC or Medicaid who also receive child support are somewhat less likely to receive child support regularly (54 percent). Custodial mothers who collect child support and are not receiving public assistance show the largest proportion receiving child support on a regular basis (75 percent).

Method of Receiving Child Support. The method of receiving child support is very different for custodial mothers receiving food stamps only or no aid than for custodial mothers receiving AFDC/Medicaid and AFDC/Medicaid/Food Stamps. No-aid and food-stamp-only

families are more likely to receive payments directly from the non-custodial father than through the courts or public agencies, while a very large proportion of the AFDC/Medicaid and AFDC/Medicaid/Food Stamp populations receive payments through the courts or government agencies.

Participation in the Child Support Enforcement Program

This section examines the participation in the child support enforcement program by custodial mothers receiving: food stamps only, food stamps and AFDC/Medicaid, AFDC or Medicaid, or none of these aid sources.

In general, about 30 percent of all custodial mothers participate in the CSE program. Of those who participate, 42 percent said that the government did not provide help in obtaining child support, suggesting that the CSE program has not been able to successfully help a large proportion of its clients. Over 70 percent of those that asked for but did not get CSE help received no child support. In contrast, among those that got CSE help, 50 percent received child support.

Among food-stamp-only families, the type of service received was often listed under "other." It may be useful to determine what these "other" services consist of since they appear to be disproportionately reported by food-stamp-only families. Among all custodial mothers, the most common service received was enforcement of a support order.

Reported CSE Use. Over 30 percent of custodial mothers who receive food stamps only reported that they have sought aid from the government in obtaining child support. This figure is slightly lower than that reported for custodial mothers receiving food stamps and

AFDC or Medicaid (39 percent) and slightly higher than that reported for custodial mothers who receive no aid (27 percent).

Only 39 percent of custodial mothers receiving food stamps and AFDC or Medicaid report that they have contacted a public agency for aid in obtaining child support. Since all custodial mothers receiving AFDC or Medicaid are required to participate in the CSE program, it is not unreasonable to expect their participation rates to be close to 100.

The discrepancy between the expected rate and the reported rate of CSE participation among AFDC/Medicaid recipients could be the result of a number of factors. It is possible that the custodial mothers receiving AFDC/Medicaid are unaware of the CSE requirements of these programs. Application procedures for AFDC and Medicaid vary among states, but typically the AFDC or Medicaid office takes the necessary child support information from the custodial mother and turns this information over to the CSE agency. The custodial mother is not generally required to visit the CSE agency before she receives AFDC or Medicaid. These mothers may be unaware that they are participating in the CSE program, and thus report themselves as non-participants.

The custodial mothers receiving AFDC or Medicaid who state that they have contacted a government agency for aid in obtaining child support are probably those who voluntarily contacted the CSE program. The question in the CPS-CSS supplement reads: "Have you ever contacted any government agency for aid in obtaining child support?" One could interpret this as pertaining only to voluntary, as opposed to required, participation, and thus only those AFDC/Medicaid families who sought help voluntarily would respond positively to the question.

CSE Services. The CPS-CSS lists the following types of services that the government office could have provided: (1) locating the non-custodial father, (2) establishing paternity, (3) establishing a support obligation, (4) enforcing a support order, (5) obtaining collections, (6) other services, and (7) no help. Table 4 lists the percentage of custodial mothers who indicated they received these services. Respondents were allowed to check any number of services received. In fact, 4.3 percent of the respondents said they received a specific service and checked "no help." Thus, these categories of service (and non-service) are not mutually exclusive and the percentages total more than 100.

Among food-stamp-only families, the most frequently cited category of service is "other." Over 20 percent of food-stamp-only families list "other" services received from the CSE program. In contrast, only 12 percent of custodial mothers on food stamps and AFDC or Medicaid (and 14 percent of those receiving no aid) listed "other" services received from the government. Since the food stamp only population is the target group for potential increase in CSE participation, it would be advantageous to identify these "other services." They seem to be one of the largest factors attracting voluntary food-stamp-only participation. Another 22 percent of food-stamp-only families received help in: enforcing (15 percent) and collecting (7 percent) a support order. Fifteen percent received help locating the father and 12 percent received aid in: establishing paternity (1 percent) and establishing a support order (11 percent).

Over 40 percent of food-stamp-only families who contacted the CSE program said "no help" was provided. A similar percentage exists for other CSE-participant families. These figures indicate that a large proportion of custodial mothers who seek aid from the CSE

program feel that their needs are not being met, suggesting that the CSE program is ineffective for a large percentage of its clientele.

Demographic and Economic Characteristics of Reported CSE Users and Non-CSE Users

Table 5 divides the four family types used in this study according to their use of CSE services. In general, this table shows that those who reported CSE use are more likely to be ever-married and white; those who did not report CSE use are more likely to be never-married and members of a racial/ethnic minority. Beyond these differences, however, there are only minor, if any, differences between those who reported CSE use and those who did not report CSE use as measured by the other demographic and economic characteristics in this study.

Among food-stamp-only families, those who reported CSE use are more likely to be divorced and those who do not report CSE use are more likely to be never-married. Those reporting CSE use are also more likely to be white; those not reporting CSE use are more likely to be black, Hispanic or members of other minority groups. The age distribution of those reporting CSE use is slightly younger than those not reporting CSE use. But those reporting CSE use those not reporting CSE use are quite similar in terms of other measured characteristics, such as educational attainment, employment rates, and income distributions. Most reported CSE users and non-users are high school graduates, employed, and more than 80 percent have annual family incomes of \$15,000 or less.

As stated earlier, less than 40 percent of custodial mothers receiving food stamps and AFDC or Medicaid said they had contacted the government for aid in obtaining child support, which was only slightly higher than the percentage of food stamp only custodial mothers who said they contacted the government (31 percent). We believe that the overwhelming majority

of custodial mothers on AFDC or Medicaid thought this question was asking about voluntary

demographic and economic characteristics of "voluntary users" and "involuntary users" of CSE services among the AFDC/Medicaid/Food Stamp population.

The demographic and economic characteristics of voluntary and involuntary CSE users among custodial mothers receiving food stamps and AFDC or Medicaid are similar to those receiving food stamps only. The voluntary users among AFDC/Medicaid/Food Stamp families are more likely to be divorced and white, while involuntary users are more likely to be never-married and a member of a racial/ethnic minority. The age distributions between these two groups are similar, however, which contrasts with food-stamp-only families who tended to be younger if they participated in CSE. Another difference is in the educational attainment of

divorced or married (with their spouse present), but a larger percentage are separated (13 percent). Custodial mothers who reported CSE use are more likely to live in the Northeast and less likely to live in the South than those who do not report CSE use. Based on other characteristics, however, these two groups are quite similar. For example, their age, education, and income distributions, and employment rates are all quite similar.

Child Support Outcomes of Reported CSE Users and non-CSE Users

Table 6 reports the child support outcomes of those who reported CSE use and those who did not report CSE use for the four types of families under review in this study. Overall, 70 percent of reported CSE users have an order, suggesting that most custodial mothers who seek aid from the CSE program have a support order in place, but need help in collecting the order. Thirty percent of all reported CSE users do not have an order and collect no child support. These custodial mothers need aid in establishing a support order.

Most of those who did not report CSE use, on the other hand, fall into two disparate groups. About 45 percent of those who did not report CSE use do not have an award. Another 30 percent have an award and collect full payment. The remaining 25 percent have an award and collect none (14 percent) or part (9 percent) of their award.

Among food-stamp-only families, those who report CSE use are much more likely than those who do not to have a child support order. Two-thirds of food-stamp-only custodial mothers who reported CSE use have a support order, but only 42 percent of food-stamp-only custodial mothers who did not report CSE use have an order. On the other hand, among those food-stamp-only families who have an order, only one-fourth of CSE participants received full payments, while over half of non-participants received full payments.

These same characteristics — high percentage with an order, but low percentage of the orders being fully collected — exist among reported CSE users whether they receive no aid or they receive AFDC or Medicaid. Among custodial mothers on food stamps and AFDC or Medicaid, 55 percent of voluntary CSE users have a support order whereas 30 percent of involuntary users have a support order. Among those who have an order, however, only 19 percent of voluntary CSE users collect full payments and 45 percent of involuntary users collect full payments. Among custodial mothers who have no aid, 78 percent of CSE participants have an order, but only 61 percent of non-participants have an order. Among those who have an order, however, only 33 percent of CSE participants receive full payment, but 59 percent of non-participants receive full payment.

Similarly, among food-stamp-only families who collect child support, reported CSE users are more likely to report that they seldom or occasionally receive their support (58 percent), whereas the overwhelming majority of those who report no contact with CSE (85 percent) state that they receive their payments regularly. This same patterns exists among all of the family types examined here.

Furthermore, 74 percent of food-stamp-only custodial mothers who reported CSE contact receive their payments through a court or public agency. In contrast, most food-stamp-only custodial mothers who did not report CSE contact receive their support payments directly from the non-custodial father (68 percent). Among AFDC/Medicaid recipients, most custodial mothers receive their child support through a court or public agency regardless of their reported CSE status.

Summary

This report uses data from the 1990 CPS-CSS to examine the impact of extending a Child Support Enforcement (CSE) mandate to food stamp recipients. AFDC recipients are already required to assign their support rights to the State and cooperate with CSE authorities as a condition of receiving AFDC (families receiving Medicaid without AFDC are under a similar requirement). The U.S. Department of Agriculture has proposed mandating CSE cooperation for food stamp recipients.

Our research reveals that 34 percent of all food stamp families have children with a non-custodial father, but only 7 percent of food stamp families will be affected by mandatory participation in the CSE program. This is because the remaining 27 percent of families are already covered by CSE mandates through AFDC or Medicaid. Of the 524,197 custodial mothers who receive food stamps only, 163,744 have voluntarily contacted the CSE program requesting aid in obtaining child support. This leaves 360,453 families on food stamps that would be added to the CSE program because of a CSE mandate, representing 4.6 percent of all food stamp families. Almost one-fourth of these 360,453 families already receive their full child support payment from the non-custodial father. Thus, the CSE program would only result in increased child support payments for these families through modification of current award amounts. For the remaining 277,794 food stamp families, the CSE program could potentially increase child support through establishing and enforcing child support orders.

Although relatively few food-stamp-only participants would be affected by a CSE mandate, most custodial mothers on food stamps only could benefit from these services. Almost two-thirds of custodial mothers receiving food stamps only collected no child support

in 1989. Only half of the custodial mothers who receive food stamps only have a support order and 21 percent collected the full amount of their award in 1989. This leaves 79 percent of food-stamp-only families eligible for child support who received no (66 percent) or partial (13 percent) support payments.

Thirty-one percent of custodial mothers receiving food stamps only reported that they had contacted the CSE program. Among those food-stamp-only families who reported CSE use, over 40 percent said the government provided no help in obtaining child support. This suggests that the CSE program is unable to obtain child support for a large proportion of women on food stamps only who seek its help. Among food-stamp-only families who received help, a large proportion said they received services other than establishing and collecting child support orders. It would be useful to know what services this group received, since they may be the kinds of services that other food-stamp-only families need.

Footnotes

1. Medicaid recipients are required to assign their medical support rights to the state and cooperate with the CSE program in establishing paternity and obtaining medical support. CSE offices pursue both cash and medical support for the family unless specifically requested not to by the family. (Linda Mellgren, Division of Income Security Policy, Department of Health and Human Services, telephone conversation, September 1992.)

2. Throughout this report we use families as our unit of analysis rather than households. The CPS allows researchers to use households, families, or individuals as units of analysis. We selected families as our unit of analysis because households could include more than one custodial mother. Since most of our analysis focuses on custodial mothers, we wanted each custodial mother to represent a different unit. This is possible if we use families as our unit of analysis. Since most published data on food stamp recipients uses either households or persons as the unit of analysis, we used the March/April 1990 CPS-CSS to count the number of persons, families and households on food stamps. We found 21.5 million individuals, 6.6 million households, and 7.8 million families receiving food stamps. We define food stamp families as those families who have at least one member who received food stamps in 1989. A family is defined as an AFDC (Medicaid) family if the custodial mother or the family reference person (if there is no custodial mother) received AFDC (Medicaid) in 1989.

3. Our estimate of 524,197 custodial mothers receiving food stamps only is based on the 1990 CPS-CSS, which undercounts the number of custodial mothers. It is well-known that the CPS-CSS does not count the following custodial mothers: (1) ever-married mothers who had children out of wedlock with other partners; (2) ever-married mothers who had children in marriages prior to the most recent divorce or separation. Thus, our estimate of 524,197 custodial mothers on food stamps is a lower bound estimate of the target population.

Others have noted that the CPS-CSS overcounts custodial mothers as well. The survey includes custodial mothers, regardless of the age of their children who have an non-custodial father, as long as there are household members under 21. Thus, women who are custodial mothers of grown children but live with children under 21 are identified as custodial mothers. We have eliminated this overcount by restricting our sample of custodial mothers to mothers living with their own children under 21 whose father was absent from the home.

Table 1

Child Support Status of the Target Population

	<i>Total Number</i>	<i>As a Percentage of all Food Stamp Families</i>
All families on food stamps	7,821,141	100.0
Families with a custodial mother on food stamps	2,628,201	33.6
Families with a custodial mother on food stamps only	524,197	6.7
Who has contacted the government for aid in obtaining child support	163,744	2.1
Who has <u>not</u> contacted the government for such aid	360,453	4.6
Among custodial mothers on food stamps only who have <u>not</u> contacted the government		
Already have an order	151,864	1.9
collect full payment	82,659	1.1
collect partial payment	23,331	0.3
no collections	45,874	0.5
Do not have an order	208,589	2.7
Those most likely to benefit from mandatory Child Support Enforcement services (i.e. do not receive full payment or have no award)	277,794	3.5

Source: Authors' tabulations from March/April 1990 Current Population Survey-Child Support Supplement

Table 2

*Demographic and Economic Characteristics
of Custodial Mothers by Type of Public Assistance Received*

CHARACTERISTICS	TYPE OF PUBLIC ASSISTANCE RECEIVED			
	<i>AFDC/MA Only (%)</i>	<i>AFDC/MA Food Stamp (%)</i>	<i>Food Stamp Only (%)</i>	<i>No Aid (%)</i>
AGE				
15-19	10.31 (2.15)	6.07 (0.80)	3.60 (1.35)	2.60 (0.30)
20-24	20.07 (2.83)	21.94 (1.38)	10.47 (2.23)	7.17 (0.49)
25-29	21.02 (2.88)	26.04 (1.47)	21.11 (2.97)	15.45 (0.69)
30-34	26.42 (3.12)	22.77 (1.40)	23.33 (3.07)	22.02 (0.79)
35+	22.18 (2.94)	23.17 (1.41)	41.48 (3.58)	52.76 (0.95)
RACE/ETHNICITY				
Hispanic	9.78 (2.10)	17.31 (1.26)	9.86 (2.17)	8.96 (0.54)
White	44.98 (3.52)	34.86 (1.59)	44.92 (3.62)	69.77 (0.87)
Black	40.38 (3.47)	44.02 (1.66)	43.08 (3.60)	19.30 (0.75)
Other	4.85 (1.52)	3.81 (0.64)	2.14 (1.05)	1.97 (0.26)
ANNUAL FAMILY INCOME				
< 0-\$5,000	39.12 (3.45)	46.35 (1.67)	32.65 (3.41)	8.74 (0.54)
\$5,001-\$15,000	45.88 (3.52)	49.05 (1.67)	49.24 (3.63)	19.48 (0.75)
\$15,001 - \$30,000	11.79 (2.28)	4.21 (0.67)	15.65 (2.64)	32.19 (0.89)
\$30,001 +	3.20 (1.25)	0.39 (0.21)	2.46 (1.13)	39.58 (0.93)

Table 2 continues

Table 2
(continued)

*Demographic and Economic Characteristics
of Custodial Mothers by Type of Public Assistance Received*

CHARACTERISTICS	TYPE OF PUBLIC ASSISTANCE RECEIVED			
	AFDC/MA Only (%)	AFDC/MA Food Stamp (%)	Food Stamp Only (%)	No Aid (%)
MARITAL STATUS				
Married	6.14 (1.70)	4.20 (0.67)	15.87 (2.66)	34.91 (0.90)
Widowed	0.68 (0.58)	0.27 (0.17)	0.51 (0.52)	0.47 (0.13)
Divorced	28.54 (3.19)	21.66 (1.38)	32.16 (3.40)	33.69 (0.90)
Separated	14.71 (2.50)	17.80 (1.28)	20.15 (2.92)	11.71 (0.61)
Never Married	49.93 (3.54)	56.07 (1.66)	31.32 (3.37)	19.21 (0.75)
REGION				
Northeast	17.32 (2.68)	21.13 (1.36)	12.44 (2.40)	17.71 (0.72)
Midwest	17.75 (2.70)	29.15 (1.52)	20.33 (2.93)	22.16 (0.79)
South	32.46 (3.31)	29.46 (1.52)	56.72 (3.60)	38.16 (0.92)
West	32.47 (3.31)	20.26 (1.34)	10.52 (2.23)	21.97 (0.79)
METROPOLITAN STATUS				
Urban	79.72 (2.84)	81.93 (1.30)	73.77 (3.22)	78.52 (0.79)
Rural	20.28 (2.84)	18.07 (1.30)	26.23 (3.22)	21.48 (0.79)

Table 2 continues

Table 2
(continued)

*Demographic and Economic Characteristics
of Custodial Mothers by Type of Public Assistance Received*

CHARACTERISTICS	TYPE OF PUBLIC ASSISTANCE RECEIVED			
	<i>AFDC/MA Only</i> (%)	<i>AFDC/MA Food Stamp</i> (%)	<i>Food Stamp Only</i> (%)	<i>No Aid</i> (%)
EDUCATION				
Less than high school	13.65 (2.43)	11.54 (1.07)	11.74 (2.34)	3.51 (0.35)
Some high school	22.81 (2.97)	33.96 (1.58)	26.32 (3.20)	10.10 (0.57)
High school graduate	47.38 (3.53)	39.85 (1.64)	41.23 (3.58)	49.99 (0.95)
Some college	15.05 (2.53)	13.68 (1.15)	17.51 (2.76)	23.46 (0.80)
College graduate	1.10 (0.74)	0.60 (0.26)	2.46 (1.13)	7.78 (0.51)
Graduate school	0	0.37 (0.20)	0.73 (0.62)	5.15 (0.42)
EMPLOYMENT STATUS				
Employed	32.25 (3.31)	19.73 (1.33)	58.62 (3.58)	80.52 (0.75)
Unemployed	7.53 (1.87)	13.84 (1.15)	13.60 (2.49)	4.26 (0.38)
Not in labor force	60.22 (3.46)	66.43 (1.58)	27.78 (3.26)	15.22 (0.68)
SAMPLE SIZE				
Unweighted total	209	909	209	2737
Weighted total	496,187	2,104,004	524,197	6,151,057

AFDC/MA Only includes families receiving AFDC or Medicaid but not food stamps.

AFDC/MA Food Stamp includes families receiving AFDC or Medicaid and food stamps.

Food Stamp Only includes families on food stamps but not AFDC or Medicaid.

No Aid includes families not receiving AFDC, Medicaid or food stamps.

Note: Standard errors are in parentheses.

Source: Authors' tabulations from March/April 1990 current Population Survey-Child Support Supplement.

Table 3

*Child Support Status of Families
Potentially Eligible for Child Support Services
by Type of Public Assistance Received*

CHARACTERISTICS	TYPE OF PUBLIC ASSISTANCE RECEIVED			
	AFDC/MA Only	AFDC/MA Food Stamp	Food Stamp Only	No Aid
Percent of families with a child support award	45.84 (3.52)	39.82 (1.64)	50.11 (3.63)	65.62 (0.90)
PERCENT OF FAMILIES RECEIVING:				
Full payment	17.68 (2.70)	12.36 (1.10)	21.32 (2.98)	33.40 (0.89)
Partial payment	11.49 (2.26)	11.57 (1.07)	12.53 (2.41)	12.94 (0.64)
No payment, have award	16.67 (2.64)	15.89 (1.22)	16.26 (2.68)	19.28 (0.75)
No payment, have no award	54.16 (3.52)	60.18 (1.64)	49.89 (3.63)	34.38 (0.90)
FOR FAMILIES RECEIVING CHILD SUPPORT:				
Average amount of child support received per child over the past 12 months (\$)	1223	909	1662	2090
Percent of child support order received	74.10 (4.96)	68.48 (2.43)	83.26 (3.31)	85.47 (0.77)
PERCENT OF FAMILIES RECEIVING PAYMENTS:				
Regularly	67.23 (6.62)	53.78 (3.24)	67.42 (5.70)	75.06 (1.19)
Occasionally	16.55 (5.24)	22.08 (2.70)	18.48 (4.72)	14.89 (0.98)
Seldom	16.22 (5.20)	24.14 (2.78)	14.10 (4.23)	10.05 (0.83)
PERCENT OF FAMILIES RECEIVING PAYMENTS:				
Directly from the non-custodial father	29.59 (6.43)	22.05 (2.70)	49.32 (6.08)	52.44 (1.38)
Through a court or public agency*	66.39 (6.66)	74.19 (2.84)	46.20 (6.06)	45.09 (1.37)
By some other method	4.02 (2.77)	3.76 (1.24)	4.48 (2.52)	2.47 (0.43)

Table 3 continues

Table 3
(continued)

*Child Support Status of Families
Potentially Eligible for Child Support Services
by Type of Public Assistance Received*

CHARACTERISTICS	TYPE OF PUBLIC ASSISTANCE RECEIVED			
	AFDC/MA Only	AFDC/MA Food Stamp	Food Stamp Only	No Aid
SAMPLE SIZE:				
UNWEIGHTED:				
Total	209	909	209	2737
Families with child support awards	93	373	107	1826
Families receiving child support	57	229	73	1281
Families with no child support awards	116	536	102	911
WEIGHTED:				
Total	496,187	2,104,004	524,197	6,151,057
Families with child support awards	227,436	837,893	262,671	4,036,344
Families receiving child support	144,743	503,599	177,420	2,850,332
Families with no child support awards	268,750	1,266,111	261,527	2,114,713

*CPS data combines those individuals receiving child support payments through the courts with those receiving child support through public agencies.

Note: Standard errors are in parentheses.

Source: Authors' tabulations from March/April 1990 Current Population Survey-Child Support Supplement

Table 4

*Participation of Families in Child Support Enforcement
by Type of Public Assistance Received*

CHARACTERISTICS	TYPE OF PUBLIC ASSISTANCE RECEIVED			
	<i>AFDC/MA Only</i>	<i>AFDC/MA Food Stamp</i>	<i>Food Stamp Only</i>	<i>No Aid</i>
Percent of families that have ever contacted a public agency for aid in obtaining child support	37.97 (3.43)	38.59 (1.63)	31.24 (3.37)	26.83 (0.84)
FOR FAMILIES THAT HAVE EVER CONTACTED AN AGENCY:				
Percent of households receiving no help from the agency	41.19 (5.85)	42.00 (2.66)	40.63 (6.88)	42.22 (1.76)
PERCENT OF FAMILIES RECEIVING HELP WITH:				
Locating the non-custodial father	17.55 (4.52)	17.07 (2.02)	15.12 (5.02)	10.68 (1.10)
Establishing paternity	1.73 (1.55)	5.47 (1.22)	1.28 (1.58)	2.09 (0.51)
Establishing a support order	19.68 (4.72)	19.45 (2.13)	10.52 (4.30)	17.54 (1.35)
Enforcing a support order	20.17 (4.77)	16.99 (2.02)	14.51 (4.93)	25.50 (1.55)
Collecting an established award	15.66 (4.32)	14.96 (1.92)	7.45 (3.68)	15.54 (1.29)
Other Services	6.73 (2.98)	11.55 (1.72)	21.47 (5.75)	13.50 (1.22)
SAMPLE SIZE:				
UNWEIGHTED				
Total	209	909	209	2737
Families that have contacted an agency	77	351	61	756
WEIGHTED				
Total	496,187	2,104,004	524,197	6,151,057
Families that have contacted an agency	188,380	811,987	163,744	1,650,392

Note: Standard errors in parentheses.

Source: Authors' tabulations from March/April 1990 Current Population Survey-Child Support Supplement

Table 5

*Demographic and Economic Characteristics of Custodial Mothers
by Type of Public Assistance Received and Reported Participation
in Child Support Enforcement (CSE)*

CHARACTERISTICS	TYPE OF PUBLIC ASSISTANCE RECEIVED							
	AFDC/MA Only (%)		AFDC/MA Food Stamp (%)		Food Stamp Only (%)		No Aid (%)	
	REPORT CSE	DO NOT REPORT CSE	REPORT CSE	DO NOT REPORT CSE	REPORT CSE	DO NOT REPORT CSE	REPORT CSE	DO NOT REPORT CSE
AGE								
15-19	7.17 (3.06)	12.23 (2.89)	5.42 (1.22)	6.48 (1.05)	5.44 (3.17)	2.76 (1.40)	2.01 (0.50)	2.82 (0.37)

Table 5
(continued)

*Demographic and Economic Characteristics of Custodial Mothers
by Type of Public Assistance Received and Reported Participation
in Child Support Enforcement (CSE)*

CHARACTERISTICS	TYPE OF PUBLIC ASSISTANCE RECEIVED							
	AFDC/MA Only (%)		AFDC/MA Food Stamp (%)		Food Stamp Only (%)		No Aid (%)	
	REPORT CSE	DO NOT REPORT CSE	REPORT CSE	DO NOT REPORT CSE	REPORT CSE	DO NOT REPORT CSE	REPORT CSE	DO NOT REPORT CSE
MARITAL STATUS								
Married	3.63 (2.22)	7.68 (2.35)	5.84 (1.26)	3.17 (0.75)	14.06 (4.87)	16.69 (3.18)	36.57 (1.71)	34.30 (1.06)
Widowed	0	1.09 (0.92)	0.69 (0.45)	0	1.62 (1.77)	0	0.70 (0.30)	0.39 (0.14)
Divorced	33.21 (5.59)	25.68 (3.86)	29.78 (2.46)	16.55 (1.59)	43.12 (6.93)	27.18 (3.79)	35.39 (1.70)	33.07 (1.05)
Separated	20.46 (4.79)	11.18 (2.78)	15.51 (1.95)	19.24 (1.68)	20.41 (5.64)	20.03 (3.41)	8.57 (1.00)	12.87 (0.75)
Never Married	42.69 (5.87)	54.36 (4.40)	48.17 (2.69)	61.04 (2.08)	20.80 (5.68)	36.11 (4.09)	18.78 (1.39)	19.37 (0.89)
REGION								
Northeast	19.74 (4.73)	15.83 (3.22)	18.12 (2.07)	23.02 (1.80)	8.65 (3.93)	14.16 (2.97)	19.67 (1.41)	16.99 (0.84)
Midwest	21.05 (4.84)	15.74 (3.21)	25.87 (2.36)	31.21 (1.98)	26.80 (6.20)	17.39 (3.23)	22.03 (1.48)	22.21 (0.93)
South	37.55 (5.75)	29.34 (4.02)	29.31 (2.45)	29.55 (1.95)	55.47 (6.96)	57.29 (4.21)	36.42 (1.71)	38.79 (1.09)
West	21.66 (4.89)	39.09 (4.31)	26.69 (2.38)	16.22 (1.57)	9.09 (4.03)	11.16 (2.68)	21.88 (1.47)	22.01 (0.93)
METROPOLITAN STATUS								
Urban	75.54 (5.10)	82.27 (3.37)	79.24 (2.20)	83.61 (1.60)	77.03 (5.97)	72.30 (3.84)	77.31 (1.52)	78.97 (0.92)
Rural	24.46 (5.10)	17.73 (3.37)	20.76 (2.20)	16.39 (1.60)	22.97 (5.97)	27.70 (3.84)	22.69 (1.52)	21.03 (0.92)

Table 5 continues

Table 5
(continued)

*Demographic and Economic Characteristics of Custodial Mothers
by Type of Public Assistance Received and Reported Participation
in Child Support Enforcement (CSE)*

CHARACTERISTICS	TYPE OF PUBLIC ASSISTANCE RECEIVED							
	AFDC/MA Only		AFDC/MA Food Stamp		Food Stamp Only		No Aid	
	(%)		(%)		(%)		(%)	
	REPORT CSE	DO NOT REPORT CSE	REPORT CSE	DO NOT REPORT CSE	REPORT CSE	DO NOT REPORT CSE	REPORT CSE	DO NOT REPORT CSE
EDUCATION								
Less than high school	7.93 (3.21)	17.16 (3.33)	9.61 (1.59)	12.75 (1.42)	12.03 (4.56)	11.60 (2.73)	3.12 (0.62)	3.65 (0.42)
Some high school	29.00 (58.39)	19.02 (3.47)	28.39 (2.43)	37.47 (2.07)	24.95 (6.06)	26.95 (3.78)	8.44 (0.99)	10.71 (0.69)
High school graduate	44.41 (5.90)	49.20 (4.42)	43.25 (2.67)	37.71 (2.07)	41.38 (6.90)	41.17 (4.19)	49.76 (1.78)	50.08 (1.12)
Some college	18.66 (4.63)	12.84 (2.95)	17.25 (2.03)	11.43 (11.36)	18.62 (5.45)	17.01 (3.20)	29.11 (1.62)	21.39 (0.92)
College graduate	0	1.77 (1.17)	0.88 (0.50)	0.42 (0.28)	3.02 (2.39)	2.21 (1.25)	5.99 (0.84)	8.43 (0.62)
Graduate school	0	0	0.63 (0.42)	0.21 (0.20)	0	1.06 (0.87)	3.59 (0.67)	5.73 (0.52)
EMPLOYMENT STATUS								
Employed	37.89 (5.76)	28.80 (4.00)	19.82 (2.15)	19.67 (1.70)	57.67 (6.92)	59.06 (4.19)	78.09 (1.47)	81.42 (0.87)
Unemployed	7.85 (3.19)	7.33 (2.30)	12.70 (1.79)	14.56 (1.51)	13.03 (4.71)	13.86 (2.94)	5.50 (0.81)	3.80 (0.43)
Not in labor force	54.27 (5.92)	63.87 (4.24)	67.48 (2.52)	65.76 (2.03)	29.30 (6.37)	27.08 (3.79)	16.41 (1.32)	14.78 (0.80)
SAMPLE SIZE:								
Unweighted total	77	132	351	558	61	148	756	1981
Weighted total	188,380	307,807	811,987	1,292,017	163,744	360,453	1,650,392	4,500,665

Note: Standard errors in parentheses.

Source: Authors' tabulations from March/April 1990 Current Population Survey-Child Support Supplement.

Table 6

*Child Support Characteristics of Families
Potentially Eligible for Child Support Services
by Type of Public Assistance Received and Reported Participation
in Child Support Enforcement (CSE)*

CHARACTERISTICS	TYPE OF PUBLIC ASSISTANCE RECEIVED							
	AFDC/MA Only		AFDC/MA Food Stamp		Food Stamp Only		No Aid	
	REPORT CSE	DO NOT REPORT CSE	REPORT CSE	DO NOT REPORT CSE	REPORT CSE	DO NOT REPORT CSE	REPORT CSE	DO NOT REPORT CSE
Percent of families with a child support award	60.48 (5.81)	36.88 (4.26)	55.33 (2.68)	30.08 (1.96)	67.67 (6.55)	42.13 (4.21)	77.91 (1.48)	61.11 (1.09)
PERCENT OF FAMILIES RECEIVING:								
Full payment	16.27 (4.38)	18.55 (3.43)	10.28 (1.63)	13.66 (1.47)	17.77 (5.35)	22.93 (3.58)	26.06 (1.56)	36.08 (1.08)
Partial payment	18.78 (4.64)	7.03 (2.26)	18.09 (2.07)	7.48 (1.12)	25.86 (6.13)	6.47 (2.10)	21.65 (1.47)	9.75 (0.67)
No payment, have award	25.43 (5.17)	11.30 (2.80)	26.96 (2.39)	8.93 (1.22)	24.05 (5.98)	12.73 (2.84)	30.21 (1.63)	15.28 (0.81)
No payment, have no award	39.52 (5.81)	63.12 (4.26)	44.67 (2.68)	69.92 (1.96)	32.33 (6.55)	57.87 (4.21)	22.09 (1.48)	38.89 (1.09)
FOR FAMILIES RECEIVING CHILD SUPPORT:								
Average amount of child support received per child over the past 12 months (\$)	1250	1201	725	1065	1472	1789	1610	2273
Percent of child support order received	66.34 (7.77)	80.61 (6.29)	54.86 (3.77)	79.97 (2.78)	68.72 (7.57)	93.06 (2.32)	75.50 (1.67)	89.28 (0.81)
PERCENT OF FAMILIES RECEIVING PAYMENTS:								
Regularly	46.41 (10.95)	84.69 (6.71)	28.86 (4.36)	74.80 (3.85)	41.84 (11.27)	84.66 (5.17)	55.35 (2.54)	82.59 (1.24)
Occasionally	29.85 (10.05)	5.40 (4.22)	32.23 (4.49)	13.52 (3.03)	26.89 (10.13)	12.81 (4.80)	23.47 (2.17)	11.61 (1.05)
Seldom	23.74 (9.34)	9.91 (5.57)	38.91 (4.69)	11.69 (2.85)	31.27 (10.59)	2.53 (2.25)	21.18 (2.08)	5.80 (0.77)
PERCENT OF FAMILIES RECEIVING PAYMENTS:								
Directly from the non-custodial father	8.63 (6.17)	47.17 (9.31)	15.62 (3.49)	27.48 (3.95)	22.33 (9.51)	67.51 (6.72)	22.90 (2.15)	63.72 (1.58)
Through a court or public agency*	86.62 (7.47)	49.42 (9.32)	82.13 (3.68)	67.49 (4.15)	73.69 (10.06)	27.67 (6.42)	75.32 (2.20)	33.55 (1.55)
By some other method	4.75 (4.67)	3.41 (3.39)	2.25 (1.43)	5.02 (1.94)	3.98 (4.46)	4.82 (3.07)	1.78 (0.68)	2.73 (0.53)

Table 6 continues

Table 6
(continued)

*Child Support Characteristics of Families
Potentially Eligible for Child Support Services
by Type of Public Assistance Received and Reported Participation
in Child Support Enforcement (CSE)*

CHARACTERISTICS	TYPE OF PUBLIC ASSISTANCE RECEIVED							
	<i>AFDC/MA Only</i>		<i>AFDC/MA Food Stamp</i>		<i>Food Stamp Only</i>		<i>No Aid</i>	
	REPORT CSE	DO NOT REPORT CSE	REPORT CSE	DO NOT REPORT CSE	REPORT CSE	DO NOT REPORT CSE	REPORT CSE	DO NOT REPORT CSE
SAMPLE SIZE:								
UNWEIGHTED								
Total	77	132	351	558	61	148	756	1981
Families with child support awards	45	48	198	175	41	66	598	1228
Families receiving child support	25	32	105	124	25	48	364	917
Families with no child support awards	32	84	153	383	20	82	158	753
WEIGHTED								
Total	188,380	307,807	811,987	1,292,017	163,744	360,453	1,650,392	4,500,665
Families with child support awards	113,929	113,507	449,294	388,599	110,806	151,865	1,285,902	2,750,442
Families receiving child support	66,019	78,725	230,412	273,187	71,430	105,990	787,381	2,062,951
Families with no child support awards	74,451	194,299	362,693	903,419	52,938	208,589	364,490	1,750,223

*CPS data combines those individuals receiving child support payments through the courts with those receiving child support through public agencies.

Note: Standard errors in parentheses.

Source: Authors' tabulations from March/April 1990 Current Population Survey-Child Support Supplement.

APPENDIX B

ANALYSIS OF SURVEY OF INCOME AND PROGRAM PARTICIPATION

**Characteristics of Non-AFDC Food Stamp
Participants Eligible for Child Support
Enforcement Services: Evidence from the
1990 Survey of Income and Program Participation**

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The opinions expressed in this paper are those of the authors and do not necessarily represent the positions of The Urban Institute or its sponsors.

Research Objectives

The purpose of this research is to examine the effect of extending a CSE mandate to food stamp recipients using data from the 1990 Survey of Income and Program Participation (SIPP). In particular, we:

- o Compare the information on custodial parents produced from the SIPP to the results previously obtained from the 1990 Current Population Survey-Child Support Supplement (CPS-CSS);
- o Analyze the child support outcomes of custodial parents receiving food stamps only and compare these with the child support outcomes of custodial parents receiving AFDC, Medicaid, or no aid;
- o Determine the type of services custodial parents request and receive from the CSE program;
- o Compare the child support outcomes of custodial parents who report use of the CSE program with those who do not report use;
- o Determine the extent to which the non-AFDC food stamp households were participating in AFDC in the past;
- o Identify the target population of food stamp recipients who would be affected by an extension of a CSE mandate to food stamp recipients;
- o Estimate the potential for increased collections among the food stamp population through a CSE mandate; and
- o Compare the demographic and economic characteristics and child support outcomes of custodial parents who receive food stamps and are long-term AFDC recipients with those who are not current or long-term AFDC recipients and have not voluntarily contacted CSE agencies for help in obtaining child support.

Our research findings are presented below.

Data File Construction

This study uses the 1990 Survey of Income and Program Participation (SIPP). The file consists of child support information from the Wave 3 Topical Module, past public assistance reciprocity information from the Wave 2 Topical Module, public assistance reciprocity information for the previous 12 months from the longitudinally edited core file, and family information from the cross-sectionally edited core file.

The Wave 3 Topical Module was used as the base for the file. We selected all individuals who indicated that they had children in the household under 21 years of age who had a parent living elsewhere. The number of individuals satisfying this condition was 3124. We then merged reciprocity information from Wave 2 and the longitudinally edited core files onto this file; about 3 percent (95 observations) of the 3124 had no information from the Wave 2 file, but all of the 3124 had information from the longitudinal file. Lastly, we merged additional family information from the cross-sectionally edited core onto the file; 64 of the 3124 had no information from the cross-sectionally edited core.

Of the 3124 individuals on the file, 227 gave information indicating that they had no children covered by a child support award and they had no children not covered by a child support award. Since they had previously responded that they had children under the age of 21 living with them who had a parent living elsewhere, these children must either be covered by an agreement or not covered by an agreement, and thus the information given by these 227 individuals is inconsistent. After examining the two questions involved we determined that the question concerning the number of children not covered by an agreement was unclear, and thus the number of children not covered by an award was unreliable.

Not all of the 3124 individuals are considered to be custodial parents. For an individual to be considered a custodial parent, the following criteria must be met: (1) the individual must be 15 to 65 years of age; (2) the non-custodial parent must still be alive; and (3) the children cannot be too old to receive child support. These conditions eliminated 39 individuals, leaving 3085 custodial parents on the data file.

Four mutually exclusive public assistance categories — AFDC/Medicaid only, AFDC/Medicaid and food stamps, food stamps only, and no aid — were constructed using reported receipt of AFDC, General Assistance, Medicaid, and food stamps in month 12 of the survey year as reported in the longitudinally edited core data file. Of the 3085 observations on the file, 16 were not in the sample in month 12 of the survey year. The public assistance category for each of these 16 individuals was coded as missing, and thus there are 3069 (unweighted) individuals in this analysis.

Similarities Between the CPS-CSS and the SIPP

Much of the information on custodial parents produced from the SIPP is similar to the information produced from the 1990 Current Population Survey — Child Support Supplement (CPS-CSS). This section describes those similarities.

First, the distributions of custodial parents by marital status, age, metropolitan/rural location, and employment status are approximately the same as those produced from the CPS. Food-stamp-only custodial parents and those receiving no public assistance are older and more likely to be employed than custodial parents who receive AFDC/Medicaid or AFDC/Medicaid and food stamps. Food-stamp-only custodial parents and those who receive no public assistance are more likely to be ever-married, while custodial parents who receive AFDC/Medicaid or

AFDC/Medicaid and food stamps are more likely to be never-married. Three-fourths of each group live in urban areas.

Secondly, much of the child support information produced by the SIPP — specifically the distributions of custodial parents by award status and receipt of payment — is also similar to that generated from the CPS. Almost two-thirds of food-stamp-only custodial parents receive no child support, and only 42 percent of food-stamp-only custodial parents have child support orders. Custodial parents receiving AFDC/Medicaid or AFDC/Medicaid and food stamps are slightly less likely to have child support awards, and, by contrast, over half of custodial parents who receive no public assistance have child support awards. For those who receive child support payments in each of the four aid groups, more than three-fourths of the award is received, on average, and more than half of those receiving child support report receiving payments on a regular basis.

Lastly, the distribution of custodial parents among the four aid categories in the SIPP is approximately the same as that in the CPS. About 5 percent of custodial parents receive AFDC/Medicaid only, another 5 percent receive food stamps only, slightly over one-fifth receive AFDC/Medicaid and food stamps, and two-thirds receive no public assistance.

Variation Between the CPS-CSS and the SIPP

While the distributions produced by the SIPP are, in general, similar to those produced by the CPS, some differences do exist. This section describes those differences.

Number of Custodial Parents. According to the 1990 SIPP, there are 12,220,609 custodial parents, while the 1990 CPS counts 9,275,445 custodial parents. The number of custodial parents counted by SIPP is greater than the number of custodial parents counted by the

CPS for two reasons. First, SIPP considers both men and women to be custodial parents, while the CPS examines only custodial mothers. There are 1,470,771 male custodial parents in the SIPP, accounting for half of the discrepancy with the CPS. Secondly, the CPS undercounts the number of custodial mothers, as it does not count: (1) ever-married women who had children out of wedlock with another partner or (2) ever-married women with children from marriages prior to the most recent divorce or separation.

Total Food Stamp Population. As shown in Table 1, the total number of food stamp families identified in the SIPP is 6,918,264. The CPS, however, counts 7,821,141 food stamp families. The higher number produced by the CPS is most likely the result of differences in the definition of food stamp families and the length of time on food stamps used by the two datasets. Food stamp receipt as determined by the CPS is based on household-level information, as there is no person-level food stamp information available. If any individual in any family in a CPS household is receiving food stamps, then every individual in every family in that household is considered to be a food stamp recipient. By contrast, food stamp receipt as determined by the SIPP is based on person-level information, and food stamp receipt by other household members has no bearing on the reciprocity status of a particular individual in the household. In addition, food stamp receipt as reported in the CPS is based on receipt over the previous year, while food stamp receipt in the SIPP is based on receipt in the previous month only. Thus, estimates of the number of food stamp families are higher in the CPS than in the SIPP.

The number of food stamp families with a custodial parent is, however, higher in the SIPP than in the CPS. The SIPP identifies 3,024,814 food stamp families with a custodial

parent, while the CPS counts 2,628,201 families. As was previously discussed, the CPS undercounts the number of custodial mothers, and does not include men in its count of custodial parents. There are 98,505 male custodial parents receiving food stamps in the SIPP.

Though the SIPP count of food stamp families with a custodial parent is higher than that produced by the CPS, the number of families with a custodial parent that receive food stamps only is higher in the CPS than in the SIPP. Of the 3,024,814 food stamp families with a custodial parent that are identified by the SIPP, 440,564 (15 percent) do not receive AFDC or Medicaid. By contrast, 20 percent of the food stamp families with a custodial mother that are identified by the CPS do not receive AFDC or Medicaid. The SIPP is considered to be less affected by underreporting of aid reciprocity than the CPS, and thus should produce higher estimates of a given population receiving some type of public assistance. While this difference in the level of underreporting does not have a large effect on the number of food stamp families identified — due to the difference in defining food stamp families — it does affect the proportion of those families that receive other types of aid. Thus the proportion of food stamp families that also receive AFDC or Medicaid is higher in the SIPP than in the CPS.

Child Support Enforcement (CSE) Services. Although the distribution of custodial parents receiving AFDC/Medicaid or no public assistance by CSE status is similar to the distribution generated from the CPS, there are differences between the two datasets in the proportion of custodial parents reporting CSE contact and receiving either AFDC/Medicaid/food stamps or food stamps only. Among those receiving AFDC/Medicaid/food stamps in the SIPP, 47 percent report CSE contact, while only 39 percent of these custodial parents reported CSE

the last CSE contact, and not to CSE service generally, which could be seen as the intent of the CPS question.

In general, the percentage of custodial parents reporting receipt of each CSE service is higher in the CPS than the corresponding percentage in the SIPP. Again, a difference in the structure of the relevant questions is a likely source for this discrepancy. Although the SIPP questions on CSE service distinguish between the service requested by a custodial parent and the service he/she actually received, the CPS asks only for the service provided by CSE agencies, and it is possible that some custodial mothers in the CPS answered this question not only for service provided, but also for service desired.

In the CPS, "other" services are reported as received by 21 percent of food-stamp-only custodial mothers, while only 6 to 13 percent of the other aid groups reported receiving these services. This disproportionate reporting of "other" services by food-stamp-only custodial parents could be construed as evidence that "other" services are attracting food-stamp-only custodial parents to CSE participation. Upon examination of the SIPP, however, it is clear that this is not likely. The distinction made by SIPP between CSE services received and services requested indicates that food-stamp-only custodial parents do not request these services disproportionately. Only 5 percent of food-stamp-only custodial parents requested "other" CSE services, and this percentage is approximately the same for each aid group. The percentage of food-stamp-only custodial parents in the SIPP who report receiving "other" services is slightly higher than the same percentage for other aid groups, but this difference is not large.

Demographic and Economic Characteristics. While the distributions generated by the SIPP and the CPS are similar for most demographic characteristics, differences in the definition

of "family" used when calculating family income cause variation between the two datasets. The family income variable in the SIPP includes the income of all related individuals in a family, while the family income calculated from the CPS excludes the income of related subfamily members. This difference results in substantially higher family income in the SIPP.

In addition, Table 5, which displays demographic characteristics by reported CSE participation, shows some variation in race, region, and level of education between the CPS and the SIPP. In the SIPP, custodial parents who receive AFDC/Medicaid and do not report CSE contact are more likely to be white, live in the Midwest, and have a lower level of education than the same aid reciprocity group in the CPS. The proportion of food-stamp-only CSE participants in the SIPP who are black is lower than the same proportion in the CPS, and the proportion of food-stamp-only non-CSE custodial parents who live in the South is higher in the SIPP than in the CPS. These variations in race, region, and education between the CPS and the SIPP are most likely due to small sample sizes.

The Child Support Status of the Food Stamp Population

Table 1 presents a summary of the child support status of the food stamp population. Of the 6,918,264 food stamp families identified by the 1990 SIPP, 44 percent are eligible for child support enforcement (CSE) services. A large proportion of these eligible families, however, are receiving AFDC or Medicaid and are already required to participate in CSE services. Thus only 440,564 families would be affected by an extension of the CSE mandate to food stamp recipients.

Of the 440,564 eligible families receiving food stamps only, one-fourth have voluntarily contacted the government for help in obtaining child support. This leaves 329,772 food stamp

families eligible for CSE who did not receive AFDC or Medicaid and who did not voluntarily contact the government for help. These 329,772 families represent 5 percent of all food stamp families.

Slightly over one-third of the 329,772 families who received food stamps only and did not contact CSE already have written child support agreements. Of these 115,225 families with written child support orders, 62,408 received full payments, 20,516 received partial payments, and 32,300 received no payments. For those receiving partial payments, 50 percent of the award, on average, was received.

Additional Information Available from the SIPP

This section describes additional information on both child support and child support enforcement services that is available in the SIPP.

Definition of Custodial Parents. Both men and women are regarded as custodial parents in the SIPP. Overall, 12 percent of custodial parents are men. They constitute 4 percent of custodial parents receiving AFDC/Medicaid, 3 percent of custodial parents receiving AFDC/Medicaid/food stamps, 6 percent of those receiving food stamps only, and 16 percent of those receiving no public assistance. Not surprisingly, the overwhelming majority of custodial fathers (92 percent) do not receive any public assistance. This contrasts sharply with custodial mothers, only 67 percent of whom do not receive public assistance.

Child Support Outcomes. The child support information provided by the SIPP is more detailed than the information available from the CPS. This additional information includes the number of child support awards held by a custodial parent, receipt of child support without a written child support award, the dollar amount of child support awards, and the dollar amount

of any modifications to child support awards. There is an emphasis on written, as opposed to informal, child support agreements, and thus any custodial parent whose only child support agreement is a non-written agreement is regarded as not having a child support award in this analysis. This information is presented in Table 3.

Child Support Orders. In general, 49.4 percent of all custodial parents have at least one child support award. Of all custodial parents, 47.6 percent have one award, 1.7 percent have two awards, and 0.04 percent have three awards. Only 42 percent of custodial parents receiving food stamps only have child support awards, and this percentage is similar for custodial parents who receive AFDC/Medicaid (40 percent) and those who receive AFDC/Medicaid/food stamps (38 percent). By contrast, over half (54 percent) of custodial parents receiving no public assistance have at least one child support award.

Percent of Families Receiving Child Support Without Awards. Although half of all custodial parents have no child support awards, 4.6 percent of those without awards still receive some child support payments. The mean payment received by these custodial parents is \$2,152. Food-stamp-only custodial parents have the highest percentage receiving child support without child support awards (7 percent), while 5 percent of custodial parents receiving no public assistance report this type of receipt. Only 2 percent of custodial parents receiving AFDC/Medicaid and 3 percent of custodial parents receiving AFDC/Medicaid and food stamps report receiving child support without a written award.

The mean amount of child support received without a written award was not calculated for each aid group due to small sample sizes.

Dollar Amount of Awards and Modifications to Awards. Several questions are asked about the most recent written child support award, including the dollar amount of the award and the amount of any modifications to the award. Among those with awards, custodial parents receiving no public assistance have the highest mean award amount (\$3,649), while custodial parents receiving AFDC/Medicaid/food stamps have the lowest mean award amount (\$2,269). Food-stamp-only custodial parents who have awards are the least likely of the four aid groups to modify their awards, as only 15 percent of these parents report having award modifications. A very high percentage — over 90 percent — of those with awards in each aid group were due child support from their awards in the previous year.

Method of Receiving Child Support. The SIPP question concerning method of child support receipt differs slightly from the CPS question on this topic. In response to the question "How are the payments now received?", the SIPP offers the following payment receipt options: (1) directly from the other parent, (2) through a court, (3) through the welfare or child support agency, (4) by some other method, and (5) don't know (the payment method). By contrast, the CPS question concerning method of payment receipt combines the "court" and "welfare agency" options into one possible response. As a result, the distribution of payment receipt for custodial parents who receive child support payments differs between the CPS and the SIPP.

In the SIPP, over 60 percent of custodial parents receiving either AFDC/Medicaid only or AFDC/Medicaid/food stamps collect child support through welfare or child support agencies. This is most likely the result of the requirement that AFDC/Medicaid recipients participate in the CSE program. By comparison, almost half (47 percent) of food-stamp-only parents receive

child support payments through the courts, while the largest proportion (41 percent) of custodial parents receiving no public assistance collect payments directly from the non-custodial parent.

Child Support Enforcement (CSE) Services

The information on CSE services provided by the SIPP separates services that are requested by custodial parents from the services they actually receive. This information is presented in Table 4.

CSE Services Requested. In general, establishing a support order and enforcing an award are the services requested most frequently by custodial parents. Over half of custodial parents receiving AFDC/Medicaid/food stamps request CSE help in establishing a support order, while both food-stamp-only custodial parents and custodial parents who do not receive aid are most likely to request help in enforcing an order. For all four groups, locating the non-custodial parent is also an important service. Almost one-quarter (24.2 percent) of custodial parents who receive AFDC/Medicaid/food stamps request help in locating the non-custodial parent, while 20.5 percent of food-stamp-only custodial parents request this service. Establishing paternity is not an important service for any group, as the proportion of each group requesting this service ranges from 1.4 percent for those receiving no aid to 6.6 percent for those receiving AFDC/Medicaid and food stamps. Lastly, two services that are not offered as responses in the CPS — establishing medical support and modifying an existing order — do not attract a large response in the SIPP, as less than 10 percent of all custodial parents requested either of these two services.

CSE Services Received. The proportion of each aid group actually receiving a particular CSE service is much lower than the corresponding proportion requesting that service.

For example, although 20.5 percent of food-stamp-only custodial parents requested help in locating the non-custodial parent, only 1 percent of food-stamp-only custodial parents reported receiving this service. As with services requested, establishing an order and enforcing an award are the most frequent responses, but, for each aid group, the proportion receiving these services is much lower than the proportion requesting them. "Other" services are an exception to this trend, as the proportion of custodial parents receiving these services is higher than the proportion requesting them. For example, only 5.3 percent of custodial parents receiving food stamps only requested "other" CSE services, but 14.1 percent of food-stamp-only custodial parents reported receiving these "other" services.

Child Support Outcomes of Reported CSE Users and non-CSE Users

Table 6 reports the child support outcomes of those who report CSE use and those who do not report CSE use for each of the four aid reciprocity groups.

Child Support Orders. Overall, custodial parents who report CSE use are more likely to have an award than are those who do not report CSE use. Of all CSE participants, 65 percent have child support awards, while only 43 percent of all non-participants have awards. CSE participants are also more likely to have a child support award regardless of aid reciprocity status. For example, 59 percent of custodial parents who receive AFDC/Medicaid and report CSE use have child support awards, while only 29 percent of AFDC/Medicaid recipients who do not report CSE use have awards.

Percent of Families Receiving Child Support Without Awards. For custodial parents receiving AFDC/Medicaid and food stamps and those receiving food stamps only, CSE use appears to have little effect on the receipt of child support without an award. However, CSE

participants who receive AFDC/Medicaid or no aid are slightly less likely to receive child support without an award than their counterparts who do not report CSE use. For example, among custodial parents who receive no public assistance, only 2 percent of CSE participants receive child support without an award, while 6 percent of non-participants receive child support without an award. Among food-stamp-only custodial parents, 8 percent of CSE participants received child support without an award, while 7 percent of non-participants received child support without an award.

Dollar Amount of Awards and Modifications to Awards. For custodial parents receiving AFDC/Medicaid, AFDC/Medicaid and food stamps, or food stamps only, no real difference in award amount exists between those who report CSE contact and those who do not report contact. For custodial parents receiving no public assistance, however, those who do not report CSE contact have substantially higher award amounts (\$3,956) than do those who report CSE contact (\$3,052).

For three of the four aid groups — those who receive AFDC/Medicaid, AFDC/Medicaid/food stamps, and no aid — CSE participation appears to have little effect on the likelihood of modifying an award. For example, among custodial parents receiving AFDC/Medicaid and food stamps, 17.2 percent of those reporting CSE contact had award modifications, and 17.6 percent of those who do not report CSE contact had modifications to awards. Among custodial parents who receive food stamps only, however, CSE participants are more likely to have awards modified than are non-participants. One-fourth of food-stamp-only custodial parents who participate in CSE had award modifications, while only 9 percent of non-participants had awards modified.

Method of Receiving Child Support. In general, custodial parents receiving AFDC/Medicaid or AFDC/Medicaid and food stamps are most likely to be receiving child support payments through the public agencies regardless of reported CSE status. Custodial parents in these two aid groups who report CSE use also have a high proportion receiving payment through the courts. Over half of food-stamp-only custodial parents who participate in CSE receive child support payments through public agencies, while more than half of food-stamp-only custodial parents who do not participate in CSE receive child support payments through the courts. By contrast, among custodial parents receiving no public assistance, 53 percent of those who do not participate in CSE receive child support payments directly from the non-custodial parent.

Retrospective Analysis

Given that there is considerable movement onto and off of AFDC and food stamps from month-to-month, reciprocity information from one month alone may not be adequate to identify those food stamp recipients who have not yet had contact with CSE agencies. This portion of the SIPP analysis uses the longitudinal information provided by the SIPP to more precisely identify this subgroup of food stamp families most likely to be affected by an extension of a CSE mandate to food stamp recipients. The results of this retrospective analysis are found in Tables 7, 8, and 9.

Definition of the Target Group. Data on program participation from the Wave 2 file and the longitudinally edited core file were merged onto the Wave 3 data to provide information on participation in AFDC, Medicaid, General Assistance, and food stamps over a twelve-month period. Custodial parents receiving food stamps in month 12 were divided into three groups.

Those who also received AFDC/Medicaid in month 12 were considered "current AFDC/Medicaid recipients." Those who did not receive AFDC/Medicaid in month 12 but had received AFDC/Medicaid at any time after January 1, 1985 were considered to be AFDC/Medicaid recipients. The remainder — those who had never received AFDC/Medicaid and those who had only received AFDC/Medicaid prior to January 1, 1985 — were considered to be "never on AFDC/Medicaid", as receipt prior to January 1, 1985 probably had not generated CSE contact. This latter group was further divided into those who contacted a CSE agency and those who did not. Those who were receiving food stamps in month 12, but were "never on AFDC/Medicaid" and did not voluntarily contact a CSE agency are the target group for this analysis.

Due to non-matches with the Wave 2 file and/or non-interview status for one or more months in the longitudinally edited core file, 55 unweighted observations (158,908 custodial parents) were eliminated from the retrospective analysis. This reduced the sample of custodial parents receiving food stamps in month 12 from 782 to 727 unweighted observations.

The Potential for Increased Child Support Collections. Table 7 presents the child support status of the food stamp population. It is important to note that, due to the elimination of the 55 observations noted above, the total number of food stamp families and the number of food stamp families with a custodial parent in this table are lower than the figures given in Table 1.

Of the 2,865,906 families with a custodial parent on food stamps, 86.6 percent (2,482,890 families) were also AFDC/Medicaid recipients. Another 84,775 food stamp families were not currently receiving AFDC/Medicaid in the past five years. The remaining 298,241 families were considered to be "never on AFDC/Medicaid". Of these, 64,849 families had

contacted CSE agencies for help in obtaining child support, while 233,392 families had not contacted CSE. These 233,392 families represent 8.1 percent of all CSE-eligible families that receive food stamps.

One-third (78,021 families) of these non-AFDC, non-CSE food stamp families have a written child support order. Among those with an order, 66 percent receive full payment on their orders, 13 percent receive partial payment, and 21 percent receive no payment. The remaining 155,371 of the non-AFDC, non-CSE food stamp families have no child support awards. Thus, of the 233,392 non-AFDC, non-CSE food stamp families identified in this analysis, 78 percent do not receive full payment on their child support awards or have no award.

Demographic and Economic Characteristics of Custodial Parents. Table 8 compares the demographic and economic characteristics of the "target group" — the 233,392 CSE-eligible food stamp families who have never received AFDC/Medicaid and have never contacted CSE agencies — with those of CSE-eligible food stamp families who are also either current or previous AFDC/Medicaid recipients.

The non-AFDC, non-CSE custodial parents are older than the AFDC custodial parents, and are slightly more likely to be white. They are also wealthier than the AFDC recipients, as 28 percent have family incomes over \$15,000. Half of the AFDC recipients are never-married, while only 23 percent of the non-AFDC, non-CSE group have never been married. Almost four-fifths (78 percent) of the non-AFDC, non-CSE custodial parents live in the South, while the AFDC recipients are more evenly distributed over the four geographical regions. This is most likely attributable to the lower AFDC benefit levels that exist in many of the Southern

states. Lastly, the non-AFDC, non-CSE custodial parents are slightly better educated than the AFDC custodial parents, and are much more likely to be employed.

Child Support Outcomes. Table 9 contrasts the child support outcomes of the target group with those of the CSE-eligible food stamp families who are also AFDC/Medicaid recipients.

Non-AFDC, non-CSE custodial parents are slightly less likely to have a child support award than are the AFDC custodial parents. More than two-thirds (67 percent) of the non-AFDC, non-CSE group have no awards, while 62 percent of the AFDC group have no awards. The non-AFDC, non-CSE custodial parents are, however, more likely to be receiving full payment on their awards and less likely to be receiving no payment than are the AFDC custodial parents. Only 13 percent of the AFDC recipients received full payment on child support awards, while 22 percent of the non-AFDC, non-CSE custodial parents received full payment.

Summary

This report uses the 1990 Survey of Income and Program Participation (SIPP) to examine the effects of extending a CSE mandate to food stamp recipients. The longitudinal information provided in the SIPP aids in the identification of those food stamp families eligible for CSE services who have had no CSE contact, either voluntarily or through current or past AFDC/Medicaid receipt.

The distributions produced by the 1990 SIPP are, in general, very similar to those previously generated from the 1990 Current Population Survey (CPS). The variations that are

observed are most often due to differences in the universe responding to a particular question, the time period covered by the question, or the phrasing of the question itself.

Overall, 44 percent of all food stamp families are eligible for CSE services, but only 233,392 families (approximately 3.6 percent of all food stamp families) have had no CSE contact, either voluntarily or through current or past AFDC/Medicaid receipt. An extension of the CSE mandate to these families would mean:

- Modifying awards for the 51,797 families who already have an award and are receiving full payment;
- Collecting the remaining 27 percent of the award for the 10,202 families who have awards but are currently receiving 73 percent of the award;
- Collecting the entire award for the 16,022 families who have awards but are currently receiving no payment; and
- Establishing and collecting awards for the 155,371 families who currently have no awards.

Thus, while the number of families that would be affected by an extension of the CSE mandate is not large, the proportion of these families that need CSE services is considerable. Of the 233,392 non-CSE, non-AFDC/Medicaid food stamp families, 78 percent receive partial (4 percent) or no (74 percent) child support payments.

Among custodial parents who receive food stamps, those who have had no CSE contact - either voluntarily or through AFDC/Medicaid receipt - are less likely to have a child support award than are those who are also AFDC/Medicaid recipients. Those with no CSE contact are, however, more likely to receive full payment on their awards and less likely to be receiving no payment than are the AFDC/Medicaid group.

Although many could benefit from CSE services, only a small proportion — 25 percent — of all food-stamp-only custodial parents report ever contacting a CSE agency for help in obtaining child support. Among those requesting help, enforcing a child support order and establishing an order are the most frequently requested services, and a large proportion also requested help in locating the non-custodial parent. While establishing an order and enforcing an order are also the services most frequently received by food-stamp-only custodial parents, the proportion of individuals actually receiving these services is much lower than the proportion requesting them. In addition, of all food-stamp-only custodial parents who report contacting CSE agencies, over half indicated that they received no help from the agency. These two facts indicate that the CSE program is unable to successfully help a large proportion of the families receiving food stamps only who have contacted them for aid.

Table 1

**1990 SIPP Results:
Child Support Status of the Target Population**

	<i>Total Number</i>	<i>As a Percentage of all Food Stamp Families</i>	<i>As a Percentag e of Food Stamp Only Custodial Parents Who Have Not Contacted CSE Services</i>
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Table 2

**1990 SIPP Results:
Demographic and Economic Characteristics of
Custodial Parents by Type of Public Assistance Received**

<i>Characteristics</i>	<i>AFDC/MA Only (%)</i>	<i>AFDC/MA Food Stamp (%)</i>	<i>Food Stamp Only (%)</i>	<i>No Aid (%)</i>
AGE				
15-19	6.06 (1.93)	4.80 (0.83)	3.95 (1.83)	1.32 (0.25)
20-24	19.43 (3.21)	20.36 (1.56)	15.93 (3.44)	5.34 (0.49)
25-29	25.82 (3.55)	24.62 (1.67)	12.51 (3.11)	14.93 (0.77)
30-34	23.10 (3.42)	24.55 (1.66)	31.40 (4.37)	20.56 (0.87)
35 +	25.59 (3.54)	25.67 (1.69)	36.21 (4.52)	57.82 (1.07)
RACE/ETHNICITY				
Hispanic	13.71 (2.79)	17.23 (1.46)	14.63 (3.32)	8.17 (0.59)
White	55.10 (4.03)	36.68 (1.86)	44.82 (4.68)	72.32 (0.97)
Black	29.62 (3.70)	42.84 (1.91)	36.76 (4.54)	17.18 (0.82)
Other	1.57 (1.01)	3.24 (0.68)	3.79 (1.80)	2.33 (0.33)
ANNUAL FAMILY INCOME				
<0-\$5,000	6.35 (2.08)	31.67 (1.85)	15.97 (3.74)	1.64 (0.28)
\$5,001-\$15,000	46.12 (4.26)	53.46 (1.98)	57.65 (5.04)	12.07 (0.73)
\$15,001-\$30,000	22.52 (3.57)	10.24 (1.21)	21.27 (4.18)	36.74 (1.08)
\$30,001 +	25.02 (3.70)	4.63 (0.84)	5.11 (2.25)	49.55 (1.12)

Table 2 continues

Table 2
(continued)

**1990 SIPP Results:
Demographic and Economic Characteristics of
Custodial Parents by Type of Public Assistance Received**

Characteristics	AFDC/MA Only (%)	AFDC/MA Food Stamp (%)	Food Stamp Only (%)	No Aid (%)
MARITAL STATUS				
Married	14.79 (2.88)	6.64 (0.96)	20.90 (3.82)	36.03 (1.04)
Widowed	0	0.71 (0.32)	1.19 (1.02)	0.71 (0.18)
Divorced	23.65 (3.45)	25.16 (1.68)	35.30 (4.50)	38.05 (1.05)
Separated	19.61 (3.22)	17.57 (1.47)	18.33 (3.64)	12.81 (0.72)
Never Married	41.96 (4.00)	49.92 (1.93)	24.28 (4.03)	12.41 (0.71)
REGION				
Northeast	18.98 (3.18)	22.20 (1.61)	5.66 (2.17)	15.57 (0.78)
Midwest	28.61 (3.67)	25.13 (1.68)	17.04 (3.54)	23.93 (0.92)
South	26.13 (3.56)	32.91 (1.82)	67.40 (4.41)	38.21 (1.05)
West	26.28 (3.57)	19.76 (1.54)	9.90 (2.81)	22.28 (0.90)
METROPOLITAN STATUS				
Urban	79.93 (3.33)	79.06 (1.59)	74.35 (4.16)	76.84 (0.92)
Rural	20.07 (3.33)	20.94 (1.59)	25.65 (4.16)	23.16 (0.92)

Table 2 continues

Table 2
(continued)

**1990 SIPP Results:
Demographic and Economic Characteristics of
Custodial Parents by Type of Public Assistance Received**

<i>Characteristics</i>	<i>AFDC/MA Only (%)</i>	<i>AFDC/MA Food Stamp (%)</i>	<i>Food Stamp Only (%)</i>	<i>No Aid (%)</i>
EDUCATION				
Less than high school	9.87 (2.42)	12.62 (1.28)	14.82 (3.34)	3.87 (0.42)
Some high school	30.71 (3.74)	30.51 (1.78)	21.69 (3.88)	10.75 (0.67)
High school graduate	40.06 (3.97)	42.95 (1.91)	46.92 (4.69)	45.59 (1.08)
Some college	16.69 (3.02)	13.24 (1.31)	14.75 (3.34)	25.64 (0.94)
College graduate	1.30 (0.92)	0.52 (0.28)	0.88 (0.88)	8.47 (0.60)
Graduate school	1.37 (0.94)	0.16 (0.16)	0.93 (0.90)	5.69 (0.50)
EMPLOYMENT STATUS				
Employed	37.66 (3.93)	15.26 (1.39)	58.15 (4.64)	84.78 (0.78)
Unemployed	10.40 (2.48)	10.57 (1.19)	13.86 (3.25)	2.82 (0.36)
Not in labor force	51.94 (4.05)	74.17 (1.69)	27.99 (4.22)	12.40 (0.71)
SEX				
Male	3.69 (1.53)	2.82 (0.64)	5.84 (2.21)	15.72 (0.79)
Female	96.31 (1.53)	97.18 (0.64)	94.16 (2.21)	84.28 (0.79)
SAMPLE SIZE:				
Unweighted	152	669	113	2,135
Weighted	607,374	2,584,250	440,564	8,588,421

See footnotes at the end of the tables.

Table 3

**1990 SIPP Results:
Child Support Status of Families Potentially
Eligible for Child Support Services by Type of Public Assistance Received**

<i>Characteristics</i>	<i>AFDC/MA Only</i>	<i>AFDC/MA Food Stamp</i>	<i>Food Stamp Only</i>	<i>No Aid</i>
PERCENT OF FAMILIES WITH:				
No written awards	59.95 (3.97)	62.44 (1.87)	58.00 (4.64)	46.02 (1.08)
1 written award	36.99 (3.92)	34.35 (1.84)	39.49 (4.60)	52.81 (1.08)
2 written awards	3.07 (1.40)	3.21 (0.68)	2.51 (1.47)	1.11 (0.23)
3 written awards	0	0	0	0.06 (0.05)
PERCENT OF FAMILIES WHO:				
Have a written award and receive:				
Full payment	18.64 (3.16)	12.75 (1.29)	18.72 (3.67)	26.35 (0.95)
Partial payment	12.32 (2.67)	11.71 (1.24)	9.85 (2.80)	14.11 (0.75)
No payment	9.10 (2.33)	13.10 (1.30)	13.42 (3.21)	13.52 (0.74)
Have no written award and receive:				
No payment	57.64 (4.01)	59.61 (1.90)	50.94 (4.70)	40.86 (1.06)
Some payment	2.31 (1.22)	2.83 (0.64)	7.06 (2.41)	5.16 (0.48)

Table 3 continues

Table 3
(continued)

1990 SIPP Results:
Child Support Status of Families Potentially
Eligible for Child Support Services by Type of Public Assistance Received

<i>Characteristics</i>	<i>AFDC/MA Only</i>	<i>AFDC/MA Food Stamp</i>	<i>Food Stamp Only</i>	<i>No Aid</i>
FOR FAMILIES WHOSE MOST RECENT AWARD IS A WRITTEN AWARD:				
Average amount of current award (\$)	3,074 (340)	2,269 (123)	2,770 (329)	3,649 (90)
Percent who had award modified	34.71 (6.31)	17.36 (2.42)	15.12 (5.40)	26.43 (1.31)
Percent due child support from current award in past 12 months	94.21 (3.09)	96.46 (1.18)	100.00 (0)	93.01 (0.76)
FOR FAMILIES WITH WRITTEN AWARDS WHO RECEIVE CHILD SUPPORT:				
Percent of child support award received	77.59 (5.01)	72.00 (2.82)	83.49 (4.57)	85.74 (0.95)
Percent of families receiving payments regularly:				
All of the time	50.70 (7.54)	53.35 (3.88)	65.53 (8.40)	62.20 (1.67)
Most of the time	18.18 (5.81)	13.88 (2.69)	9.56 (5.20)	17.30 (1.30)
Some of the time	28.60 (6.81)	23.78 (3.31)	20.05 (7.08)	13.39 (1.17)
None of the time	2.52 (2.36)	8.99 (2.23)	4.86 (3.80)	7.11 (0.89)
Percent of families receiving payments:				
Directly from the non-custodial parent	22.15 (6.26)	8.83 (2.21)	29.07 (8.03)	40.94 (1.70)
Through the courts	14.62 (5.33)	25.02 (3.37)	47.34 (8.83)	34.84 (1.64)
Through a public agency	60.94 (7.36)	60.93 (3.80)	20.53 (7.14)	19.02 (1.35)
By some other method	2.29 (2.25)	5.23 (1.73)	3.06 (3.04)	5.21 (0.76)

Table 3 continues

Table 3
(continued)

**1990 SIPP Results:
Child Support Status of Families Potentially
Eligible for Child Support Services by Type of Public Assistance Received**

<i>Characteristics</i>	<i>AFDC/MA Only</i>	<i>AFDC/MA Food Stamp</i>	<i>Food Stamp Only</i>	<i>No Aid</i>
SAMPLE SIZE:				
UNWEIGHTED:				
Total	152	669	113	2,133
Families whose most recent award is written	57	245	44	1,127
Families without recent written awards	95	424	69	1,006
Families with written awards who receive child support	44	165	32	841
Families without written awards who receive child support	3	19	8	118
WEIGHTED:				
Total	607,374	2,584,250	440,564	8,581,400
Families whose most recent award is written	243,278	967,012	185,025	4,625,067
Families without recent written awards	364,096	1,617,238	255,539	3,956,333
Families with written awards who receive child support	188,020	632,181	125,901	3,468,317
Families without written awards who receive child support	14,010	73,042	31,106	443,062

See footnotes at the end of the tables.

Table 4

**1990 SIPP Results:
Participation of Families in Child Support Enforcement
by Type of Public Assistance Received**

<i>Characteristics</i>	<i>AFDC/MA Only</i>	<i>AFDC/MA Food Stamp</i>	<i>Food Stamp Only</i>	<i>No Aid</i>
Percent of families that have ever contacted a public agency for aid in obtaining child support	36.56 (3.91)	47.15 (1.93)	25.15 (4.08)	23.91 (0.92)
FOR FAMILIES THAT HAVE EVER CONTACTED AN AGENCY:				
Percent of households receiving no help from the agency	69.52 (5.89)	61.46 (2.79)	55.93 (9.06)	42.96 (2.23)
PERCENT OF FAMILIES REQUESTING HELP WITH:				
Locating the absent parent	14.36 (4.49)	24.17 (2.45)	20.48 (7.37)	13.86 (1.56)
Establishing paternity	5.17 (2.83)	6.57 (1.42)	3.88 (3.53)	1.37 (0.52)
Establishing a support order	45.20 (6.37)	53.27 (2.86)	38.22 (8.87)	32.34 (2.11)
Enforcing a support order	44.90 (6.37)	31.61 (2.66)	49.05 (9.13)	56.86 (2.23)
Establishing medical support	7.47 (3.37)	4.24 (1.15)	2.85 (3.04)	5.64 (1.04)
Modifying an existing order	5.33 (2.88)	1.33 (0.65)	0	3.59 (0.84)
Other services	5.29 (2.87)	5.19 (1.27)	5.29 (4.09)	6.65 (1.12)
PERCENT OF FAMILIES RECEIVING HELP WITH:				
Locating the absent parent	0	4.38 (1.17)	0.81 (1.64)	4.75 (0.96)
Establishing paternity	1.92 (1.76)	2.38 (0.87)	0	0.17 (0.19)
Establishing a support order	9.41 (3.74)	15.37 (2.06)	14.08 (6.35)	13.24 (1.53)
Enforcing a support order	11.24 (4.04)	14.59 (2.02)	15.09 (6.54)	30.57 (2.07)
Establishing medical support	1.33 (1.47)	2.28 (0.85)	4.16 (3.65)	1.46 (0.54)
Modifying an existing order	5.33 (2.88)	0	0	2.28 (0.67)
Other services	6.25 (3.10)	9.91 (1.71)	14.09 (6.35)	10.84 (1.40)
SAMPLE SIZE:				
WEIGHTED:				
Total	607,374	2,584,250	440,564	8,581,400
Families that have contacted an agency	222,055	1,218,552	110,793	2,051,823
UNWEIGHTED:				
Total	152	669	113	2,135
Families that have contacted an agency	61	305	30	493

See footnotes at the end of the tables.

Table 5

1990 SIPP Results:

Demographic and Economic Characteristics of Custodial Parents by Type of Public Assistance Received and Reported Use of Child Support Enforcement (CSE) Services

Characteristics	AFDC/MA Only (%)		AFDC/MA Food Stamp (%)		Food Stamp Only (%)		No Aid (%)	
	Reported CSE	No Reported CSE	Reported CSE	No Reported CSE	Reported CSE	No Reported CSE	Reported CSE	No Reported CSE
AGE								
15-19	0.94 (1.23)	9.01 (3.00)	4.17 (1.14)	5.36 (1.18)	0	5.28 (2.45)	1.20 (0.49)	1.36 (0.29)
20-24	18.71 (4.99)	19.85 (4.18)	19.69 (2.28)	20.96 (2.13)	20.89 (7.42)	14.26 (3.84)	4.71 (0.95)	5.58 (0.57)
25-29	31.30 (5.94)	22.66 (4.39)	23.27 (2.42)	25.83 (2.29)	19.95 (7.30)	10.01 (3.29)	16.64 (1.68)	14.41 (0.87)
30-34	22.61 (5.36)	23.39 (4.44)	29.43 (2.61)	20.20 (2.10)	21.76 (7.53)	34.64 (5.22)	25.30 (1.96)	19.04 (0.97)
35+	26.44 (5.65)	25.10 (4.55)	23.45 (2.43)	27.65 (2.34)	37.41 (8.83)	35.80 (5.26)	52.14 (2.25)	59.61 (1.21)
RACE/ETHNICITY								
Hispanic	11.42 (4.07)	15.02 (3.75)	12.57 (1.90)	21.39 (2.15)	12.67 (6.07)	15.29 (3.95)	8.01 (1.22)	8.23 (0.68)
White	58.12 (6.32)	53.36 (5.23)	46.83 (2.86)	27.63 (2.34)	58.20 (9.01)	40.32 (5.38)	70.89 (2.05)	72.79 (1.10)
Black	28.71 (5.79)	30.15 (4.81)	38.57 (2.79)	46.66 (2.61)	22.46 (7.62)	41.56 (5.41)	19.30 (1.78)	16.48 (0.92)
Other	1.74 (1.67)	1.47 (1.26)	2.03 (0.81)	4.32 (1.07)	6.67 (4.55)	2.83 (1.82)	1.81 (0.60)	2.49 (0.38)
ANNUAL FAMILY INCOME								
<0-\$5,000	7.30 (3.61)	5.83 (2.54)	33.07 (2.74)	30.40 (2.50)	14.80 (0.72)	16.35 (4.36)	0.94 (0.45)	1.87 (0.35)
\$5,001-\$15,000	34.03 (6.57)	52.68 (5.42)	53.41 (2.91)	53.50 (2.71)	58.13 (10.07)	57.50 (5.83)	16.68 (1.73)	10.58 (0.79)
\$15,001-\$30,000	28.00 (6.23)	19.54 (4.30)	9.61 (1.72)	10.81 (1.69)	12.37 (6.72)	24.16 (5.04)	36.36 (2.24)	36.84 (1.23)
\$30,001+	30.67 (6.39)	21.95 (4.49)	3.91 (1.13)	5.29 (1.23)	14.70 (7.23)	1.99 (1.65)	46.03 (2.32)	50.72 (1.28)
MARITAL STATUS								
Married	12.30 (4.21)	16.22 (3.86)	6.56 (1.42)	6.71 (1.31)	26.09 (8.02)	19.15 (4.32)	40.60 (2.21)	34.63 (1.17)
Widowed	0	0	0.33 (0.33)	1.05 (0.53)	0	1.59 (1.37)	0.79 (0.40)	0.69 (0.20)
Divorced	33.61 (6.05)	17.90 (4.02)	33.03 (2.69)	18.15 (2.02)	38.24 (8.87)	34.31 (5.21)	35.82 (2.16)	38.73 (1.20)
Separated	13.83 (4.42)	22.94 (4.41)	13.47 (1.95)	21.22 (2.14)	7.33 (4.76)	22.02 (4.55)	10.51 (1.38)	13.54 (0.85)
Never Married	40.26 (6.28)	42.94 (5.19)	46.61 (2.86)	52.88 (2.62)	28.33 (8.23)	22.93 (4.61)	12.28 (1.48)	12.41 (0.81)

Table 5 continues

Table 5
(continued)

1990 SIPP Results:
Demographic and Economic Characteristics of Custodial Parents by Type of Public Assistance Received and Reported Use of Child Support Enforcement Services (CSE)

<i>Characteristics</i>	<i>AFDC/MA Only (%)</i>		<i>AFDC/MA Food Stamp (%)</i>		<i>Food Stamp Only (%)</i>		<i>No Aid (%)</i>	
	<i>Reported CSE</i>	<i>No Reported CSE</i>	<i>Reported CSE</i>	<i>No Reported CSE</i>	<i>Reported CSE</i>	<i>No Reported CSE</i>	<i>Reported CSE</i>	<i>No Reported CSE</i>
REGION								
Northeast	18.94 (5.02)	19.00 (4.11)	18.38 (2.22)	25.61 (2.29)	7.48 (4.80)	5.04 (2.40)	18.28 (1.74)	14.74 (0.88)
Midwest	26.41 (5.64)	29.88 (4.80)	25.31 (2.49)	24.96 (2.27)	28.61 (8.25)	13.15 (3.71)	26.31 (1.98)	23.15 (1.04)
South	28.48 (5.78)	24.77 (4.53)	36.68 (2.76)	29.55 (2.39)	49.46 (9.13)	73.43 (4.85)	34.07 (2.13)	39.51 (1.21)
West	26.18 (5.63)	26.35 (4.62)	19.63 (2.27)	19.88 (2.09)	14.45 (6.42)	8.37 (3.04)	21.35 (1.85)	22.60 (1.03)
METROPOLITAN STATUS								
Urban	82.17 (5.03)	78.55 (4.40)	71.71 (2.59)	85.99 (1.85)	79.27 (7.53)	72.91 (4.94)	73.54 (2.00)	77.83 (1.03)
Rural	17.83 (5.03)	21.45 (4.40)	28.29 (2.59)	14.01 (1.85)	20.73 (7.53)	27.09 (4.94)	26.46 (2.00)	22.17 (1.03)
EDUCATION								
Less than high school	5.11 (2.82)	12.61 (3.48)	10.43 (1.75)	14.58 (1.85)	5.74 (4.25)	17.87 (4.21)	1.36 (0.52)	4.66 (0.52)
Some high school	19.29 (5.05)	37.29 (5.07)	29.37 (2.61)	31.52 (2.44)	26.66 (8.07)	20.03 (4.39)	10.57 (1.38)	10.82 (0.77)
High school graduate	53.62 (6.39)	32.25 (4.90)	43.09 (2.84)	42.83 (2.59)	43.98 (9.06)	47.90 (5.48)	51.37 (2.25)	43.77 (1.23)
Some college	20.03 (5.12)	14.76 (3.72)	17.11 (2.16)	9.78 (1.56)	19.93 (7.29)	13.01 (3.69)	27.20 (2.00)	25.12 (1.07)
College graduate	1.96 (1.77)	0.92 (1.00)	0	0.98 (0.52)	0	1.18 (1.19)	6.98 (1.15)	8.94 (0.70)
Graduate school	0	2.17 (1.53)	0	0.31 (0.29)	3.69 (3.44)	0	2.51 (0.70)	6.69 (0.62)
EMPLOYMENT STATUS								
Employed	41.36 (6.31)	35.52 (5.02)	17.51 (2.18)	13.25 (1.78)	53.70 (9.10)	59.64 (5.39)	86.70 (1.53)	84.16 (0.90)
Unemployed	9.16 (3.69)	1.11 (3.29)	13.39 (1.95)	8.06 (1.43)	22.43 (7.62)	10.99 (3.43)	2.38 (0.69)	2.96 (0.42)
Not in labor force	49.48 (6.40)	53.36 (5.23)	69.10 (2.65)	78.69 (2.15)	23.87 (7.78)	29.37 (5.00)	10.92 (1.40)	12.88 (0.83)
SEX								
Male	4.03 (2.52)	3.49 (1.92)	0.64 (0.46)	4.76 (1.12)	2.48 (2.84)	6.97 (2.79)	3.91 (0.87)	19.44 (0.98)
Female	95.97 (2.52)	96.51 (1.92)	99.36 (0.46)	95.24 (1.12)	97.52 (2.84)	93.03 (2.79)	96.09 (0.87)	80.56 (0.98)
SAMPLE SIZE:								
Unweighted	61	91	305	364	30	83	493	1,640
Weighted	222,055	385,320	1,218,552	1,365,698	110,793	329,772	2,051,823	6,529,577

See footnotes at the end of the tables.

Table 6

1990 SIPP Results:
Child Support Characteristics of Families Potentially Eligible for Child Support Services by Type of Public Assistance Received and Reported Use of Child Support Enforcement (CSE) Services

<i>Characteristics</i>	<i>AFDC/MA Only</i>		<i>AFDC/MA Food Stamp</i>		<i>Food Stamp Only</i>		<i>No Aid</i>	
	<i>Reported CSE</i>	<i>No Reported CSE</i>	<i>Reported CSE</i>	<i>No Reported CSE</i>	<i>Reported CSE</i>	<i>No Reported CSE</i>	<i>Reported CSE</i>	<i>No Reported CSE</i>
PERCENT OF FAMILIES WITH:								
No written awards	40.92 (6.30)	70.91 (4.76)	54.00 (2.85)	69.97 (2.40)	37.00 (8.81)	65.06 (5.23)	23.29 (1.90)	53.16 (1.23)
1 written award	53.47 (6.39)	27.49 (4.68)	40.80 (2.81)	28.60 (2.37)	55.71 (9.07)	34.04 (5.20)	74.15 (1.97)	46.10 (1.23)
2 written awards	5.62 (2.95)	1.60 (1.31)	5.20 (1.27)	1.43 (0.62)	7.29 (4.75)	0.90 (1.04)	2.31 (0.68)	0.74 (0.21)
3 written awards	0	0	0	0	0	0	0.25 (0.22)	0
PERCENT OF FAMILIES WHO:								
Have a written award and receive:								
Full payment	15.51 (4.64)	20.44 (4.23)	13.50 (1.96)	12.09 (1.71)	18.13 (7.03)	18.92 (4.30)	27.06 (2.00)	26.13 (1.08)
Partial payment	23.08 (5.39)	6.12 (2.51)	14.64 (2.02)	9.10 (1.51)	20.66 (7.39)	6.22 (2.65)	26.11 (1.98)	10.34 (0.75)
No payment	20.49 (5.17)	2.53 (1.65)	17.87 (2.19)	8.84 (1.49)	24.21 (7.82)	9.79 (3.26)	23.54 (1.91)	10.37 (0.75)
Have no written award and receive:								
No payment	40.92 (6.30)	67.28 (4.92)	50.90 (2.86)	67.39 (2.46)	29.07 (8.29)	58.29 (5.41)	21.65 (1.85)	46.89 (1.23)
Some payment	0	3.64 (1.96)	3.10 (0.99)	2.59 (0.83)	7.93 (4.93)	6.77 (2.76)	1.64 (0.57)	6.27 (0.60)

Table 6 continues

Table 6
(continued)

1990 SIPP Results:
Child Support Status of Families Potentially Eligible for Child Support Services by Type of Public Assistance Received and Reported Use of Child Support Enforcement (CSE) Services

Characteristics	AFDC/MA Only		AFDC/MA Food Stamp		Food Stamp Only		No Aid	
	Reported CSE	No Reported CSE	Reported CSE	No Reported CSE	Reported CSE	No Reported CSE	Reported CSE	No Reported CSE
FOR FAMILIES WHOSE MOST RECENT AWARD IS A WRITTEN AWARD:								
Average amount of current award (\$)	2,670 (453)	3,548 (499)	2,340 (151)	2,172 (203)	2,940 (555)	2,667 (412)	3,052 (127)	3,956 (117)
Percent who had award modified	37.33 (8.29)	31.65 (9.70)	17.21 (3.23)	17.55 (3.66)	24.77 (10.18)	9.27 (5.69)	29.09 (2.35)	25.06 (1.58)
Percent due child support from current award in past 12 months	91.88 (4.68)	96.95 (3.59)	97.99 (1.20)	94.38 (2.22)	100.00 (0)	100.00 (0)	96.31 (0.97)	91.31 (1.03)
FOR FAMILIES WITH WRITTEN AWARDS WHO RECEIVE CHILD SUPPORT:								
Percent of child support award received	68.30 (6.87)	85.38 (6.88)	67.03 (4.17)	77.89 (3.60)	75.38 (7.58)	87.69 (5.50)	77.42 (2.05)	89.55 (0.98)
Percent of families receiving payments regularly:								
All of the time	33.95 (9.67)	64.73 (10.68)	52.76 (5.38)	54.06 (5.61)	58.94 (14.83)	68.95 (10.10)	43.80 (3.12)	70.64 (1.88)
Most of the time	30.36 (9.39)	7.97 (6.06)	6.19 (2.60)	22.99 (4.73)	0	14.51 (7.69)	18.24 (2.43)	16.87 (1.54)
Some of the time	35.69 (9.78)	22.66 (9.36)	29.02 (4.89)	17.58 (4.28)	41.06 (14.83)	9.17 (6.30)	23.60 (2.67)	8.71 (1.16)
None of the time	0	4.64 (4.70)	12.03 (3.51)	5.38 (2.54)	0	7.38 (5.70)	14.35 (2.20)	3.78 (0.79)
Percent of families receiving payments:								
Directly from the non-custodial parent	18.58 (7.94)	25.14 (9.70)	4.38 (2.21)	14.11 (3.92)	22.71 (12.63)	32.36 (10.21)	13.59 (2.15)	53.49 (2.06)
Through the courts	25.91 (8.94)	5.17 (4.95)	27.41 (4.81)	22.19 (4.68)	26.90 (13.37)	57.93 (10.77)	43.03 (3.11)	31.07 (1.91)
Through a public agency	55.51 (10.14)	65.49 (10.63)	61.79 (5.24)	59.91 (5.51)	50.38 (15.08)	5.06 (4.78)	38.79 (3.06)	9.94 (1.23)
By some other method	0	4.20 (4.49)	6.43 (2.64)	3.79 (2.15)	0	4.64 (4.59)	4.59 (1.32)	5.49 (0.94)

Table 6 continues

Table 6
(continued)

1990 SIPP Results:
Child Support Status of Families Potentially Eligible for Child Support Services by Type of Public Assistance Received and Reported Use of Child Support Enforcement (CSE) Services

<i>Characteristics</i>	<i>AFDC/MA Only</i>		<i>AFDC/MA Food Stamp</i>		<i>Food Stamp Only</i>		<i>No Aid</i>	
	<i>Reported CSE</i>	<i>No Reported CSE</i>	<i>Reported CSE</i>	<i>No Reported CSE</i>	<i>Reported CSE</i>	<i>No Reported CSE</i>	<i>Reported CSE</i>	<i>No Reported CSE</i>
SAMPLE SIZE:								
UNWEIGHTED:								
Total	61	91	305	364	30	83	493	1,640
Families whose most recent award is written	34	23	137	108	18	26	374	753
Families without recent written awards	27	68	168	256	12	57	119	887

Table 7

**1990 SIPP Retrospective Results:
Child Support Status of the Target Population**

	<i>Total Number</i>	<i>As a Percentage of all Food Stamp Families</i>	<i>As a Percentage of Food Stamp Only Custodial Parents Who Have Not Contacted CSE Services</i>
All families on food stamps ¹	6,554,814	100.0	---
Families with a custodial parent on food stamps	2,865,906	43.7	---
Who were:			
Current AFDC/Medicaid recipients ²	2,482,890	37.9	---
Previous AFDC/Medicaid recipients	84,775	1.3	---
Never AFDC/Medicaid recipients:	298,241	4.5	---
Contacted CSE services	64,849	0.9	---
Did not contact CSE services	233,392	3.6	---
Custodial parents on food stamps only who were never on AFDC/Medicaid and have not contacted CSE:	233,392	3.6	100.0
And who:			
Already have a written order	78,021	1.2	33.4
Collect full payment	51,797	0.8	22.2
Collect partial payment	10,202	0.2	4.4
No collections	16,022	0.2	6.9
Do not have a written order	155,371	2.4	66.6

¹Due to non-matches with the Wave 2 file and/or non-interview status for one or more months in the longitudinally edited core file, 55 unweighted observations (158,908 custodial parents) were eliminated from the retrospective analysis. In addition, the number of families on food stamps is an approximation; the number of families with a custodial parent on food stamps from this table (2,865,906) was divided by the comparable figure from Table 1 (3,024,814). The resulting ratio was then applied to the total number of families on food stamps from Table 1.

²"Currently AFDC/Medicaid recipients" includes families receiving AFDC/Medicaid in month 12 of the survey. "Previously AFDC/Medicaid recipients" includes those who are not receiving AFDC/Medicaid in month 12 but who received aid sometime after 1/1/85. "Never AFDC/Medicaid recipients" includes those who never received AFDC/Medicaid and those who only received AFDC/Medicaid prior to 1/1/85.

Table 8

**1990 SIPP Retrospective Results:
Demographic and Economic Characteristics of Food Stamp
Custodial Parents by Type of Public Assistance Received**

<i>Characteristics</i>	AFDC Recipients (%)	No AFDC, no reported CSE (%)
AGE		
15-19	5.12 (0.86)	0
20-24	19.63 (1.55)	14.56 (4.63)
25-29	24.60 (1.69)	10.50 (4.03)
30-34	24.95 (1.69)	31.61 (6.10)
35 +	25.70 (1.71)	43.34 (6.51)
RACE/ETHNICITY		
Hispanic	16.81 (1.46)	9.81 (3.91)
White	36.80 (1.89)	42.10 (6.48)
Black	43.26 (1.94)	45.97 (6.54)
Other	3.13 (0.68)	2.13 (1.89)
ANNUAL FAMILY INCOME		
<0-\$5,000	31.57 (1.82)	14.46 (4.62)
\$5,001-\$15,000	53.65 (1.95)	57.05 (6.50)
\$15,001-\$30,000	10.30 (1.19)	26.03 (5.76)
\$30,001 +	4.48 (0.81)	2.46 (2.04)

Table 8 continues

Table 8
(continued)

**1990 SIPP Retrospective Results:
Demographic and Economic Characteristics of Food Stamp
Custodial Parents by Type of Public Assistance Received**

<i>Characteristics</i>	AFDC Recipients (%)	No AFDC, no reported CSE (%)
MARITAL STATUS		
Married	6.93 (0.99)	23.73 (5.59)
Widowed	0.71 (0.33)	2.25 (1.95)
Divorced	25.67 (1.71)	29.86 (6.01)
Separated	17.68 (1.49)	21.11 (5.36)
Never Married	49.01 (1.96)	23.05 (5.53)
REGION		
Northeast	21.84 (1.62)	4.85 (2.82)
Midwest	25.10 (1.70)	9.71 (3.89)
South	33.26 (1.84)	78.32 (5.41)
West	19.80 (1.56)	7.11 (3.38)
METROPOLITAN STATUS		
Urban	79.46 (1.60)	74.48 (5.83)
Rural	20.54 (1.60)	25.52 (5.83)

Table 8 continues

Table 8
(continued)

**1990 SIPP Retrospective Results:
Demographic and Economic Characteristics of Food Stamp
Custodial Parents by Type of Public Assistance Received**

Characteristics	AFDC Recipients (%)	No AFDC, no reported CSE (%)
EDUCATION		
Less than high school	12.53 (1.30)	13.95 (4.55)
Some high school	30.82 (1.81)	21.13 (5.36)
High school graduate	42.87 (1.94)	48.80 (6.56)
Some college	13.10 (1.32)	14.45 (4.62)
College graduate	0.52 (0.28)	1.67 (1.68)
Graduate school	0.16 (0.16)	0
EMPLOYMENT STATUS		
Employed	16.66 (1.46)	67.22 (6.16)
Unemployed	10.37 (1.19)	11.35 (4.17)
Not in labor force	72.97 (1.74)	21.43 (5.39)
SEX		
Male	2.60 (0.62)	6.72 (3.29)
Female	97.40 (0.62)	93.28 (3.29)
SAMPLE SIZE		
Unweighted	653	58
Weighted	2,567,665	233,392

See footnotes at the end of the tables.

Table 9

**1990 SIPP Retrospective Results:
Child Support Status of Food Stamp Families Potentially
Eligible for Child Support Services by Type of Public Assistance Received**

Characteristics	AFDC Recipients (%)	No AFDC, no reported CSE (%)
PERCENT OF FAMILIES WITH:		
No written awards	61.71 (1.90)	66.57 (6.19)
1 written award	35.06 (1.87)	32.16 (6.13)
2 written awards	3.23 (0.69)	1.27 (1.47)
3 written awards	0	0
PERCENT OF FAMILIES WHO:		
Have a written award and receive:		
Full payment	12.98 (1.32)	22.19 (5.46)
Partial payment	12.28 (1.28)	4.37 (2.68)
No payment	13.02 (1.32)	6.86 (3.32)
Have no written award and receive:		
No payment	58.84 (1.93)	64.84 (6.27)
Some payment	2.87 (0.65)	1.73 (1.71)
SAMPLE SIZE:		
Unweighted	653	58
Weighted	2,567,665	233,392

Footnotes:

Note: Standard errors are in parentheses.

AFDC/MA Only includes families receiving AFDC or Medicaid but not food stamps.

AFDC/MA Food Stamp includes families receiving AFDC or Medicaid and food stamps.

Food Stamp Only includes families on food stamps but not AFDC or Medicaid.

No Aid includes families not receiving AFDC, Medicaid, or food stamps.

AFDC Recipients includes families receiving food stamps who also received AFDC/Medicaid sometime after 1/1/85.

No AFDC, no reported CSE includes families receiving food stamps who have not received AFDC/Medicaid after 1/1/85 and do not report contacting CSE agencies.

Source: Authors' tabulations from the 1990 Survey of Income and Program Participation.

APPENDIX C

INTEGRATED QC REVIEW SCHEDULE

INTEGRATED REVIEW SCHEDULE

(For Optional State Use)

PRIVACY ACT/PAPERWORK NOTICE ACT: This report is required under provisions of 45 CFR 205.40 (AFDC), 7 CFR 275.14 (Food Stamp), and 42 CFR 431.800 (Medicaid). This information is needed for the review of State performance in determining recipient eligibility. The information is used to determine State compliance, and failure to report may result in a finding of non-compliance.

I. REVIEW SUMMARY

1. Review Number	1a. Case Number	2. State and Local Agency Codes	3. Sample Month and Year	4. Status	5. Review Type
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
6. Disposition		7. Review Findings		8. Amount of Error	
AFDC/ADULT	FS	MA	AFDC/ADULT	FS	
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	

II. CASE INFORMATION

9. Most Recent Opening				10. Prior Assistance	10. Most Recent Action			11. Type of Action	12. No. of Days (Month)	13. Liquid Assets	14. Real Property (Excl. Home)	15. Countable Vehicle Assets	16. Other Non-Liquid Assets
ADULT	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>				
AFDC	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>				
FS	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>				
MA	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>				

CASE INFORMATION - AFDC/ADULT

17. Monthly Payment Standard	18. Sample Month's Payment	19. Restricted Payment Status	20. Unborn Child	21. Shelter Arrangement	22. Gross Countable Income	23. Work-Related Expenses	24. Child or Dependent Care Disregard	25. First \$30 and 1/3 of Remainder	26. Net Countable Income
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

CASE INFORMATION - FOOD STAMP

27. Case Classification	28. Months in Civil Period	29. Coupon Allotment	30. Exped. Service	31. Auth. Rep.	32. Gross Countable Income	33. Earned Income Deduction	34. Medical Cost	35. Shelter Cost	36. Dependent Care Cost	37. Net Countable Income
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

CASE INFORMATION - MEDICAID

38. Medical Expenses Used to Meet Spenddown	39. Gross Countable Income	40. Net Countable Income
Type <input type="text"/>	Amount <input type="text"/>	<input type="text"/>
<input type="text"/>	<input type="text"/>	<input type="text"/>
<input type="text"/>	<input type="text"/>	<input type="text"/>

REVIEW NUMBER (For Optional State Use)

III. DETAILED PERSON - LEVEL INFORMATION

41. Person Number	42. Food Stamp Case AIL	43. AFDC/AA Case AIL	44. Relationship to Head of Household	45. Age	46. Sex	47. Race	48. Citizenship Status	49. Education Level	50. WVI and FS Work Req.	51. Employment Status	52. Institutional Status

IV. TOTAL HOUSEHOLD INCOME, BY HOUSEHOLD MEMBER AND TYPE AND AMOUNT OF INCOME

53. Person Number	54. Type of Income	56. Amount of Income	54. Type of Income	57. Amount of Income	58. Type of Income	59. Amount of Income	60. Type of Income	61. Amount of Income

REVIEW NUMBER

(For Optional State Use)

VII. PAYMENT REVIEW INFORMATION - MEDICAID

77. Dollar Amount of Paid Claims

78. Final Case Elig. Status

79. Revised Initial Case Liability Error

80. Spend-down Months

81. Total Claims Used to Offset Initial LU Errors

82. Final Dollar Amount of Case Liability Errors

83. Final Dollar Amount of Case Eligibility Errors

VIII. OPTIONAL - FOR STATE SYSTEMS ONLY

1.

2.

3.

4.

SECTION

U.S. GOVERNMENT PRINTING OFFICE: 1986-491-372-60007

APPENDIX D

RECIPIENT SURVEY INSTRUMENT

TELEPHONE INTRODUCTIONS AND SCRIPTS

INTERVIEWER: ATTEMPTS TO CONTACT RESPONDENTS WILL BE BY TELEPHONE IF A TELEPHONE NUMBER IS AVAILABLE. USE THE TELEPHONE SCRIPT BELOW FOR THE EFFORT. ADDITIONAL SCRIPTS ARE PROVIDED FOR IN-PERSON CONTACTS. FOLLOW THE SKIP INSTRUCTIONS TO FIND THE APPROPRIATE SCRIPT TO USE.

A. Hello. May I please speak to (SAMPLED PERSON).

SAMPLED PERSON HAS ANSWERED TELEPHONE -----> **GO TO B**

SAMPLED PERSON IS CALLED TO THE TELEPHONE ----> **INTRODUCE YOURSELF AND GO TO B**

SAMPLED PERSON NOT HOME OR NOT AVAILABLE ----> **ARRANGE TO CALL AGAIN AND ENTER OUTCOME ON RECORD OF CONTACTS**

WRONG #/PERSON UNKNOWN -----> **ASK: Have I reached (TELEPHONE NUMBER)?**

YES ----> THANK & TERMINATE.

NO -----> THANK & TERMINATE, REDIAL; BEGIN AGAIN

B. My name is (NAME). We recently sent you a letter about a study we are doing for the U.S. Department of Agriculture about families who receive Food Stamps. The letter explained that an interviewer would contact you to explain the study. Have you received the letter?

YES ----> CONTINUE WITH C

NO -----> PROVIDE INFORMATION AS NECESSARY. GO OVER MAIN POINTS OF LETTER (P. 3) THEN CONTINUE WITH C.

C. Do you have any questions about the study? IF RESPONDENT ASKS QUESTIONS ABOUT THE STUDY, REFER TO INTERVIEWER'S MANUAL FOR APPROPRIATE RESPONSES.

D. First, I would like to ask some questions about you and your household. GO TO PAGE 4, Q.S1

IN-PERSON INTRODUCTIONS AND SCRIPTS

- A. **COLD CONTACT SCRIPT: SAMPLED PERSON NOT PREVIOUSLY REACHED BY TELEPHONE**

Hello. I am (NAME), an interviewer for Abt Associates Inc.

Does (SAMPLED PERSON) live here?

YES AND AVAILABLE -----> CONTINUE WITH B

YES AND NOT AVAILABLE -----> SCHEDULE A RECONTACT

NO -----> COLLECT LOCATING INFORMATION

- B. **We recently sent you a letter about a study we are doing for the U.S. Department of Agriculture about families who receive Food Stamps. The letter explained that an interviewer would be visiting you as part of the study. Have you received the letter?**

YES -----> CONTINUE WITH C

NO -----> PROVIDE INFORMATION AS NECESSARY. GO OVER MAIN POINTS OF LETTER (P. 3). THEN CONTINUE WITH C.

- C. **Do you have any questions about the study? IF RESPONDENT ASKS QUESTIONS ABOUT THE STUDY, REFER TO INTERVIEWER'S GUIDE FOR APPROPRIATE RESPONSES.**

- D. **First, I would like to ask some questions about your household. GO TO PAGE 4 - Q.S1**

INFORMATION ABOUT THE STUDY

(USE AS NECESSARY)

The letter explains:

- The purpose of the study is to learn more about programs that help families, such as food stamps and child support.
- Information gathered in this national study will help those who design assistance programs to better understand the needs of families who receive food stamps so that programs can be improved.
- Your household and many others in your area have been randomly selected to participate in this study.
- Your cooperation is very important to the success of the study. Although your participation is voluntary, it is only with the help of people like you that we can learn about the needs and circumstances of families who receive food assistance.
- All information that your household provides will be **STRICTLY CONFIDENTIAL** and will **NOT** be used in any way that can change your benefit status.
- No information that identifies you or your household will be reported to the government.

S8. Are you the (mother/father) of (this child/any of these children under 18 who have a parent living somewhere else)?

YES (GO TO S9) 1 *

NO 2

A. Does the child(ren)'s mother or father live with you?

YES (GO TO B) 1

NO. (GO TO C) 2

B. What is this person's name?

_____ GO TO S9 **

C. Are you the guardian or person responsible for the care of (this child/any of these children under 18 who has a parent living somewhere else)?

YES (GO TO S9) 1 *

NO (CLARIFY RELATIONSHIP BETWEEN R, CHILDREN, AND ANY OTHER ADULTS LIVING IN HOUSEHOLD TO DETERMINE WHO ASSUMES THE ROLE OF CUSTODIAL PARENT(S). IF R IS NOT SUCH A PERSON, WRITE OTHER PERSON(S) NAME(S) BELOW . . . 2

_____ **

S9. INTERVIEWER: IS THERE MORE THAN ONE CHILD UNDER 18 IN THE FOOD STAMP GRANT?

YES 1

NO. (GO TO S13) 2

S10. (Are you/Is NAME AT Q.8) the parent or guardian of all or of some of these children?

ALL (GO TO S13) 1

SOME 2

S11. Is there another parent or guardian living here with a child under 18 (who is in the food stamp grant) whose other parent lives somewhere else? IF NECESSARY, REVIEW NAMES OF CHILDREN UNDER 18 IN FOOD STAMP GRANT. ASK IF PARENT LIVES IN HOUSEHOLD AND IF OTHER PARENT LIVES ELSEWHERE. IF SO, OBTAIN NAME OF CUSTODIAL PARENT.

YES (ASK A) 1

NO. (GO TO S13) 2

A. What is this person's name?

_____ **

* IF CODE CIRCLED, CASEHEAD IS A CUSTODIAL PARENT.

** NAME(S) APPEARING HERE (IS/ARE) CUSTODIAL PARENT(S).

SURVEY OF FOOD STAMP HOUSEHOLDS WITH CHILDREN

TIME BEGAN |_____|_____|:|_____|_____| AM PM

SECTION 1: HOUSEHOLD COMPOSITION

1. **INTERVIEWER: RECORD THE RESPONSES TO QUESTIONS A-I IN THE ROWS 1-12 BELOW.**

A. First, I would like to ask you a few background questions just to be sure we have accurate information for your household. First I will write down your name. **ENTER SAMPLED PERSON'S FULL NAME ON LINE ONE.**

Now, going from oldest to youngest, what are the full names of any others who usually live here? **RECORD FULL NAMES ON NEXT AVAILABLE LINES.**

ASK:	Have we missed any infants or roomers or boarders?	YES 1	NO 2
	Have we missed anyone who usually stays here but is currently away, for example, in the hospital, traveling, or at school?	1	2

ADD MISSED HOUSEHOLD MEMBERS TO ROSTER.

LIST ALL HOUSEHOLD MEMBERS IN COLUMN "A" AND THEN ASK QUESTIONS B-E FOR EACH PERSON.

B. **EXCEPT FOR R, ASK: What is (PERSON's) relationship to you? USE "RELATIONSHIP CODE LIST" TO CODE RELATIONSHIP TO R, I.E., SON, DAUGHTER, FOSTER CHILD, ETC.**

C. **CIRCLE GENDER ("M" OR "F") FOR RESPONDENT. FOR ALL OTHERS ASK: Now let's talk about [NAME]. Is [NAME] male or female? CIRCLE "M" OR "F".**

D. How old {{were you on your}{was (NAME) at his/her}} last birthday?
FOR CHILDREN UNDER 1 YEAR, FILL LEFT BOX WITH "M" FOLLOWED BY NUMBER OF MONTHS (01-11).

E. What is (your/his/her) date of birth?

#	Respondent		Circle One	D.	E.
01	A.		C. M F GENDER	AGE	DOB: MO DAY YR
	NAME:				
02	Other Household Members	B.	C. M F GENDER	D. AGE	E. DOB: MO DAY YR
	A.	RELATIONSHIP			
	NAME:				
03	A.	B.	C. M F GENDER	D. AGE	E. DOB: MO DAY YR
	NAME:	RELATIONSHIP			
04	A.	B.	C. M F GENDER	D. AGE	E. DOB: MO DAY YR
	NAME:	RELATIONSHIP			
05	A.	B.	C. M F GENDER	D. AGE	E. DOB: MO DAY YR
	NAME:	RELATIONSHIP			
06	A.	B.	C. M F GENDER	D. AGE	E. DOB: MO DAY YR
	NAME:	RELATIONSHIP			
07	A.	B.	C. M F GENDER	D. AGE	E. DOB: MO DAY YR
	NAME:	RELATIONSHIP			
08	A.	B.	C. M F GENDER	D. AGE	E. DOB: MO DAY YR
	NAME:	RELATIONSHIP			
09	A.	B.	C. M F GENDER	D. AGE	E. DOB: MO DAY YR
	NAME:	RELATIONSHIP			
10	A.	B.	C. M F GENDER	D. AGE	E. DOB: MO DAY YR
	NAME:	RELATIONSHIP			

- F. **AFTER INTERVIEW IS COMPLETED: REFER TO FACESHEET FOR SOCIAL SECURITY NUMBERS FOR R AND CHILDREN IN THE FOOD STAMP GRANT. RECORD NUMBERS IN COLUMN "F".**
- G. **FOR ALL HOUSEHOLD MEMBERS UNDER AGE 18, ASK:** Is (he/she) included in your food stamp grant?
- H. For health insurance, (are you/is PERSON) covered by medicaid only, medicare only, private insurance only, some combination of these, some other coverage, or none of these?
- I. **FOR CHILDREN UNDER AGE 18 WHO DO NOT HAVE RELATIONSHIP CODE "35" ASK:** Does (CHILD) have another parent living someplace else?

01	F. _ _ _ - _ _ - _ _ _ _		H. Medicaid only . . . 1 Medicare only . . . 2 Private ins. only . 3	Combination . . . 4 Other 5 None 6 DK 8	
02	F. _ _ _ - _ _ - _ _ _ _	G. FS GRANT? Yes 1 No 2	H. Medicaid only . . . 1 Medicare only . . . 2 Private ins. only . 3	Combination . . . 4 Other 5 None 6 DK 8	I. Yes 1 No 2 DK 8
03	F. _ _ _ - _ _ - _ _ _ _	G. FS GRANT? Yes 1 No 2	H. Medicaid only . . . 1 Medicare only . . . 2 Private ins. only . 3	Combination . . . 4 Other 5 None 6 DK 8	I. Yes 1 No 2 DK 8
04	F. _ _ _ - _ _ - _ _ _ _	G. FS GRANT? Yes 1 No 2	H. Medicaid only . . . 1 Medicare only . . . 2 Private ins. only . 3	Combination . . . 4 Other 5 None 6 DK 8	I. Yes 1 No 2 DK 8
05	F. _ _ _ - _ _ - _ _ _ _	G. FS GRANT? Yes 1 No 2	H. Medicaid only . . . 1 Medicare only . . . 2 Private ins. only . 3	Combination . . . 4 Other 5 None 6 DK 8	I. Yes 1 No 2 DK 8
06	F. _ _ _ - _ _ - _ _ _ _	G. FS GRANT? Yes 1 No 2	H. Medicaid only . . . 1 Medicare only . . . 2 Private ins. only . 3	Combination . . . 4 Other 5 None 6 DK 8	I. Yes 1 No 2 DK 8
07	F. _ _ _ - _ _ - _ _ _ _	G. FS GRANT? Yes 1 No 2	H. Medicaid only . . . 1 Medicare only . . . 2 Private ins. only . 3	Combination . . . 4 Other 5 None 6 DK 8	I. Yes 1 No 2 DK 8
08	F. _ _ _ - _ _ - _ _ _ _	G. FS GRANT? Yes 1 No 2	H. Medicaid only . . . 1 Medicare only . . . 2 Private ins. only . 3	Combination . . . 4 Other 5 None 6 DK 8	I. Yes 1 No 2 DK 8
09	F. _ _ _ - _ _ - _ _ _ _	G. FS GRANT? Yes 1 No 2	H. Medicaid only . . . 1 Medicare only . . . 2 Private ins. only . 3	Combination . . . 4 Other 5 None 6 DK 8	I. Yes 1 No 2 DK 8
10	F. _ _ _ - _ _ - _ _ _ _	G. FS GRANT? Yes 1 No 2	H. Medicaid only . . . 1 Medicare only . . . 2 Private ins. only . 3	Combination . . . 4 Other 5 None 6 DK 8	I. Yes 1 No 2 DK 8
11	F. _ _ _ - _ _ - _ _ _ _	G. FS GRANT? Yes 1 No 2	H. Medicaid only . . . 1 Medicare only . . . 2 Private ins. only . 3	Combination . . . 4 Other 5 None 6 DK 8	I. Yes 1 No 2 DK 8
12	F. _ _ _ - _ _ - _ _ _ _	G. FS GRANT? Yes 1 No 2	H. Medicaid only . . . 1 Medicare only . . . 2 Private ins. only . 3	Combination . . . 4 Other 5 None 6 DK 8	I. Yes 1 No 2 DK 8

Now, I would like to ask you some background questions. **CIRCLE ONE CODE FOR EACH QUESTION BELOW.**

2. Are you currently...

- Married, and living with your spouse (SKIP TO Q4) 1
- Married, but not living with your spouse, 2
- Widowed, 3
- Divorced, or 4
- Never married? 5

3. Do you live with a partner (or as part of a couple)?

- YES 1
- NO 2

4. Which of the following best describes you? Do you consider yourself to be ...

- White, non-Hispanic, 1
- Black, non-Hispanic, 2
- Hispanic or Latino, 3
- Asian or Pacific Islander, 4
- American Indian or Alaskan Native, or 5
- Something else? (SPECIFY) _____ 6

5. What religion would you call yourself?

- ROMAN CATHOLIC 01
- PROTESTANT 02
- EASTERN OR RUSSIAN ORTHODOX CHURCH 03
- MUSLIM 04
- JEWISH 05
- OTHER (SPECIFY) _____ .. 06
- NONE 07
- DON'T KNOW 98

6. What language are you most comfortable speaking when carrying on a conversation?

- ENGLISH 1
- OTHER LANGUAGE (SPECIFY) _____ .. 2

7. What is the highest level of education you have completed?

- EIGHTH GRADE OR LESS 01
- BEYOND EIGHTH GRADE, BUT NOT HIGH SCHOOL GRADUATION 02
- HIGH SCHOOL GRADUATION OR GED 03

Vocational, trade, or business school after high school

- LESS THAN ONE YEAR 04
- ONE TO TWO YEARS 05
- MORE THAN TWO YEARS 06

College program

- LESS THAN TWO YEARS OF COLLEGE 07
- TWO OR MORE YEARS OF COLLEGE (NO DEGREE) 08
- FINISHED A TWO-YEAR PROGRAM 09
- FINISHED FOUR OR FIVE-YEAR PROGRAM (B.A. OR B.S.) 10
- SOME GRADUATE SCHOOL 11
- MASTER'S DEGREE OR EQUIVALENT 12
- PH.D., M.D., OR OTHER ADVANCED DEGREE 13

SECTION 2: LABOR FORCE STATUS AND EXPERIENCE

1. How did you spend most of your time last week--working, looking for work, taking care of children, going to school, or doing something else? **RECORD VERBATIM AND CIRCLE ONE.**

-
- WORKING (SKIP TO Q.2A) 01
 WITH A JOB BUT NOT AT WORK 02
 LOOKING FOR WORK 03
 KEEPING HOUSE/TAKING CARE OF CHILDREN 04
 GOING TO SCHOOL 05
 RETIRED (SKIP TO Q.4) 06
 UNABLE TO WORK 07
 OTHER (SPECIFY): _____ . 08

2. Did you do any work for pay last week, not counting work around the house?

- YES 1
 NO (SKIP TO Q.3) 2

A. In total how many hours did you work last week at all jobs?

INTERVIEWER: CIRCLE CODE FOR # OF HOURS R WORKED:

- 10 hours or less 1
 11 to 20 hours 2
 21 to 30 hours 3
 31 to 40 hours 4
 More than 40 hours 5

B. How many years have you been working at (this/your main) job?

- LESS THAN 1 YEAR (SKIP TO Q.5) 1
 1 TO LESS THAN 2 YEARS (SKIP TO Q.5) 2
 2 TO LESS THAN 3 YEARS (SKIP TO Q.5) 3
 3 TO LESS THAN 5 YEARS (SKIP TO Q.5) 4
 5 YEARS OR LONGER (SKIP TO Q.5) 5

3. Did you have a job or business from which you were temporarily absent or on layoff last week?

- YES (SKIP TO Q.5) 1
 NO 2

4. When was the last time you worked for pay outside the home?

- LESS THAN 1 YEAR 1
 1 TO LESS THAN 2 YEARS (SKIP TO SECTION 3) 2
 2 TO LESS THAN 3 YEARS (SKIP TO SECTION 3) 3
 3 TO LESS THAN 5 YEARS (SKIP TO SECTION 3) 4
 5 OR MORE YEARS (SKIP TO SECTION 3) 5
 NEVER (SKIP TO SECTION 3) 6

5. In the past 12 months -- that is, 52 weeks -- during how many of those weeks did you work for pay at any jobs?

RECORD # OF WEEKS:

SECTION 3: PUBLIC ASSISTANCE HISTORY

1. When did you first receive food stamps (in your own name)? Was it . . .

- Less than 1 year ago, 1
- 1 to less than 2 years ago, 2
- 2 to less than 3 years ago, 3
- 3 to less than 5 years ago, or 4
- 5 or more years ago? 5

A. How long have you been receiving food stamps this time, without a break? Is it . . .

- Less than 1 year, 1
- 1 to less than 2 years, 2
- 2 to less than 3 years, 3
- 3 to less than 5 years, or 4
- 5 or more years? 5

2. Have you, or any of your children who live with you now, ever received AFDC or ADC (Aid to Families with Dependent Children)?

- YES 1
- NO (GO TO Q.3) 2

A. How long ago did you stop receiving AFDC or ADC? Was it . . .

- Less than 1 year ago, 1
- 1 to less than 2 years ago, 2
- 2 to less than 3 years ago, 3
- 3 to less than 5 years ago, or 4
- 5 or more years ago? 5

B. When you applied for AFDC or ADC, did you try to get excused from the rule that requires you to tell the Child Support Enforcement agency or the welfare agency the name of your children's other parent because you were concerned about your safety or your children's safety? (This is sometimes called a "good cause exemption.")

- YES 1
- NO (GO TO Q.3) 2
- DON'T KNOW (GO TO Q.3) 3

C. Were you successful in getting excused?

- YES 1
- NO 2
- DON'T KNOW 3

3. Do you currently live in public housing or receive a rent subsidy or pay a lower rent because the federal, state, or local government pays part of the cost?

- YES (GO TO SECTION 4) 1
- NO 2

A. Do you rent or own your house or apartment?

- RENT 1
- OWN OR IS BUYING 2
- LIVES RENT FREE 3
- OTHER (SPECIFY) _____ 4

SECTION 4: INCOME AND RESOURCES

We now have some questions about the sources of household income that you may have used to meet the needs of your family. I will ask you about different sources of income for your household during last month.

1. In [LAST MONTH] did you or anyone else in your household, including children, receive:

	<u>YES</u>	<u>NO</u>
a. any wages or salary for work at any jobs? This includes any tips, commissions, or bonuses.	1	2
b. any child support payments, either voluntary or court ordered?	1	2
c. any alimony payments?	1	2
d. any payments from unemployment compensation or worker's compensation?	1	2
e. any benefits from Supplemental Security Income, General Assistance, General Relief, Home Relief, (or OTHER LOCAL PROGRAM)?	1	2
f. any Social Security benefits, including disability payments?	1	2
g. any other retirement, pension, or disability benefits, public or private?	1	2
h. any other income? (SPECIFY) _____ .	1	2

2. Now I'd like you to think about the people with whom you live and shared income and expenses during the past year. In the last 12 months, how much total income did you and your household receive from all sources? Was it . . . **PROBE IF NEEDED: TELL ME YOUR BEST ESTIMATE.**



\$3,000 or less,	01
between \$3,001 and \$6,000,	02
between \$6,001 and \$9,000,	03
between \$9,001 and \$12,000,	04
between \$12,001 and \$15,000,	05
between \$15,001 and \$20,000,	06
between \$20,001 and \$25,000, or	07
more than \$25,000?	08
DON'T KNOW	98
REFUSED	97

A. In the past 12 months, during how many of those months did you receive food stamps?

MONTHS

3. Do you have a checking account?

YES (ASK A) 1
NO (GO TO Q.4) 2

A. As of today, is the balance...

\$100 or less, 1
\$101 to \$500, 2
\$501 to \$1,000, or 3
More than \$1,000? 4

4. Do you have a savings account?

YES (ASK A) 1
NO (GO TO Q.5) 2

A. As of today, is the balance...

\$100 or less, 1
\$101 to \$500, 2
\$501 to \$1,000, or 3
Over \$1,000? 4

5. Do you own a car?

YES 1
NO 2

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SECTION 5: Child Support Status

1. INTERVIEWER: REFER TO SECTION 1 (HOUSEHOLD ROSTER), COLUMN "I", FOR CHILDREN WITH CODE "1" OR "8". IN THE ORDER AS RECORDED ON THE ROSTER, ENTER THE NAMES AND ID #S OF THESE CHILDREN IN THE COLUMNS BELOW.

	FIRST CHILD	SECOND CHILD	THIRD CHILD	FOURTH CHILD
Now I am going to ask you about the relationship between (the child/ children) under age 18 living in your household and (his/her/their) (father/mother).	ID #: <input type="text"/> <input type="text"/>			
	CHILD'S NAME: LAST: _____ FIRST: _____			
A. First, what is (CHILD'S) (father's/ mother's) first name?	OTHER PARENT'S NAME: FIRST: _____			
INTERVIEWER: IF OTHER PARENT'S NAME IS UNKNOWN (A="98"), GO TO NEXT CHILD. IF NO OTHER CHILDREN, GO TO SECT. 6.	DON'T KNOW 98			
B. Is (OTHER PARENT) the same as any we've already talked about?	GO TO C	Yes (SKIP TO I) 1 No 2	Yes (SKIP TO I) 1 No 2	Yes (SKIP TO I) 1 No 2
C. Does (OTHER PARENT) live in State or out of State?	In State 1 Out of State 2 DON'T KNOW (SKIP TO E) .. 8	In State 1 Out of State 2 DON'T KNOW (SKIP TO E) .. 8	In State 1 Out of State 2 DON'T KNOW (SKIP TO E) .. 8	In State 1 Out of State 2 DON'T KNOW (SKIP TO E) .. 8
D. About how many miles away does (OTHER PARENT) live from (CHILD)?	Less than 10 miles away 1 10 - 50 miles away 2 51 - 100 miles away 3 over 100 miles away 4 DON'T KNOW 8	Less than 10 miles away 1 10 - 50 miles away 2 51 - 100 miles away 3 over 100 miles away 4 DON'T KNOW 8	Less than 10 miles away 1 10 - 50 miles away 2 51 - 100 miles away 3 over 100 miles away 4 DON'T KNOW 8	Less than 10 miles away 1 10 - 50 miles away 2 51 - 100 miles away 3 over 100 miles away 4 DON'T KNOW 8
E. Which of the following best describes (OTHER PARENT)? Is (he/she) ...	White, non-Hispanic, 1 Black, non-Hispanic, 2 Hispanic or Latino, 3 Asian or Pacific Islander, 4 American Indian or Alaskan Native, or Something else? (SPECIFY) 6 DON'T KNOW 8	White, non-Hispanic, 1 Black, non-Hispanic, 2 Hispanic or Latino, 3 Asian or Pacific Islander, 4 American Indian or Alaskan Native, or Something else? (SPECIFY) 6 DON'T KNOW 8	White, non-Hispanic, 1 Black, non-Hispanic, 2 Hispanic or Latino, 3 Asian or Pacific Islander, 4 American Indian or Alaskan Native, or Something else? (SPECIFY) 6 DON'T KNOW 8	White, non-Hispanic, 1 Black, non-Hispanic, 2 Hispanic or Latino, 3 Asian or Pacific Islander, 4 American Indian or Alaskan Native, or Something else? (SPECIFY) 6 DON'T KNOW 8
F. What is the highest level of education (OTHER PARENT) has completed?	Eighth grade or less 01 Beyond eighth grade, but not high school graduation 02 High school graduation/GED 03 Vocational, trade, or business school after high school Less than one year 04 One to two years 05 More than two years 06 College program Less than 2 years of college 07 Two or more years of college 08 Finished a two-year program 09 Finished 4 or 5-year program 10 Master's degree or equivalent 11 Ph.D., M.D., or other advanced degree ... 12 DON'T KNOW 98	Eighth grade or less 01 Beyond eighth grade, but not high school graduation 02 High school graduation/GED 03 Vocational, trade, or business school after high school Less than one year 04 One to two years 05 More than two years 06 College program Less than 2 years of college 07 Two or more years of college 08 Finished a two-year program 09 Finished 4 or 5-year program 10 Master's degree or equivalent 11 Ph.D., M.D., or other advanced degree ... 12 DON'T KNOW 98	Eighth grade or less 01 Beyond eighth grade, but not high school graduation 02 High school graduation/GED 03 Vocational, trade, or business school after high school Less than one year 04 One to two years 05 More than two years 06 College program Less than 2 years of college 07 Two or more years of college 08 Finished a two-year program 09 Finished 4 or 5-year program 10 Master's degree or equivalent 11 Ph.D., M.D., or other advanced degree ... 12 DON'T KNOW 98	Eighth grade or less 01 Beyond eighth grade, but not high school graduation 02 High school graduation/GED 03 Vocational, trade, or business school after high school Less than one year 04 One to two years 05 More than two years 06 College program Less than 2 years of college 07 Two or more years of college 08 Finished a two-year program 09 Finished 4 or 5-year program 10 Master's degree or equivalent 11 Ph.D., M.D., or other advanced degree ... 12 DON'T KNOW 98

Yes (SKIP TO I) 1				
No 2				
In State 1				
Out of State 2				
DON'T KNOW (SKIP TO E) 8				
Less than 10 miles away .. 1				
10 - 50 miles away 2				
51 - 100 miles away 3				
over 100 miles away 4				
DON'T KNOW 8				
White, non-Hispanic, 1				
Black, non-Hispanic, 2				
Hispanic or Latino, 3				
Asian or Pacific Islander, .. 4				
American Indian or Alaskan Native, or 5				
Something else? (SPECIFY) 6				
DON'T KNOW 8				
Eighth grade or less 01				
Beyond eighth grade, but not HS graduation 02	Beyond eighth grade, but not HS graduation 02	Beyond eighth grade, but not HS graduation 02	Beyond eighth grade, but not HS graduation 02	Beyond eighth grade, but not HS graduation 02
HS graduation/GED 03				
Vocational, trade, or business school after high school				
Less than one year 04				
One to two years 05				
More than two years 06				
College program				
Less than 2 yrs of college 07				
2 or more yrs of college . 08	2 or more yrs of college . 08	2 or more yrs of college . 08	2 or more yrs of college . 08	2 or more yrs of college . 08
Finished a 2-yr program . 09				
Finished 4 or 5-yr program 10				
Master's degree or equiv . 11				
Ph.D., M.D., or other advanced degree 12				
DON'T KNOW 98				

G. Is (OTHER PARENT) currently employed?	Yes	1	Yes	1	Yes	1	Yes	1
	No	2	No	2	No	2	No	2
	DON'T KNOW	8	DON'T KNOW	8	DON'T KNOW	8	DON'T KNOW	8
H. In the last 12 months, how much total income did (OTHER PARENT) receive from all sources?	\$0 - 3,000	01	\$0 - 3,000	01	\$0 - 3,000	01	\$0 - 3,000	01
	\$3,001 - 6,000	02	\$3,001 - 6,000	02	\$3,001 - 6,000	02	\$3,001 - 6,000	02
	\$6,001 - 9,000	03	\$6,001 - 9,000	03	\$6,001 - 9,000	03	\$6,001 - 9,000	03
	\$9,001 - 12,000	04	\$9,001 - 12,000	04	\$9,001 - 12,000	04	\$9,001 - 12,000	04
	\$12,001 - 15,000	05	\$12,001 - 15,000	05	\$12,001 - 15,000	05	\$12,001 - 15,000	05
	\$15,001 - 20,000	06	\$15,001 - 20,000	06	\$15,001 - 20,000	06	\$15,001 - 20,000	06
	\$20,001 - 25,000	07	\$20,001 - 25,000	07	\$20,001 - 25,000	07	\$20,001 - 25,000	07
	Over \$25,000	08	Over \$25,000	08	Over \$25,000	08	Over \$25,000	08
	DON'T KNOW	98	DON'T KNOW	98	DON'T KNOW	98	DON'T KNOW	98
REFUSED	97	REFUSED	97	REFUSED	97	REFUSED	97	
I. R IS BIOLOGICAL PARENT: What was your marital status with (OTHER PARENT) at the time of (CHILD'S) birth?	Married, living together (SKIP TO K)	1	Married, living together (SKIP TO K)	1	Married, living together (SKIP TO K)	1	Married, living together (SKIP TO K)	1
	Married, living separately (SKIP TO K)	2	Married, living separately (SKIP TO K)	2	Married, living separately (SKIP TO K)	2	Married, living separately (SKIP TO K)	2
	Divorced (SKIP TO K)	3	Divorced (SKIP TO K)	3	Divorced (SKIP TO K)	3	Divorced (SKIP TO K)	3
	Not married, living together	4	Not married, living together	4	Not married, living together	4	Not married, living together	4
	Not married, living separately	5	Not married, living separately	5	Not married, living separately	5	Not married, living separately	5
	DON'T KNOW	8	DON'T KNOW	8	DON'T KNOW	8	DON'T KNOW	8
	R IS NOT BIOLOGICAL PARENT: What was the marital status of (CHILD'S) mother and father at the time of (CHILD'S) birth?							
J. IF R IS CHILD'S FATHER, SKIP TO K.								
	Has (OTHER PARENT'S) paternity been legally established? (This means that a court, agency, or lawyer was involved in establishing (OTHER PARENT) as the child(ren)'s father.)							
	Yes	1	Yes	1	Yes	1	Yes	1
No	2	No	2	No	2	No	2	
DON'T KNOW	3	DON'T KNOW	3	DON'T KNOW	3	DON'T KNOW	3	

Yes	1								
No	2								
DON'T KNOW	8								
\$0 - 3,000	01	\$0 - 3,000	01	\$0 - 3,000	01	\$0 - 3,000	01	\$0 - 3,000	01
\$3,001 - 6,000	02	\$3,001 - 6,000	02	\$3,001 - 6,000	02	\$3,001 - 6,000	02	\$3,001 - 6,000	02
\$6,001 - 9,000	03	\$6,001 - 9,000	03	\$6,001 - 9,000	03	\$6,001 - 9,000	03	\$6,001 - 9,000	03
\$9,001 - 12,000	04	\$9,001 - 12,000	04	\$9,001 - 12,000	04	\$9,001 - 12,000	04	\$9,001 - 12,000	04
\$12,001 - 15,000	05	\$12,001 - 15,000	05	\$12,001 - 15,000	05	\$12,001 - 15,000	05	\$12,001 - 15,000	05
\$15,001 - 20,000	06	\$15,001 - 20,000	06	\$15,001 - 20,000	06	\$15,001 - 20,000	06	\$15,001 - 20,000	06
\$20,001 - 25,000	07	\$20,001 - 25,000	07	\$20,001 - 25,000	07	\$20,001 - 25,000	07	\$20,001 - 25,000	07
Over \$25,000	08								
DON'T KNOW	98								
REFUSED	97								
Married, living together (SKIP TO K)	1	Married, living together (SKIP TO K)	1	Married, living together (SKIP TO K)	1	Married, living together (SKIP TO K)	1	Married, living together (SKIP TO K)	1
Married, living separately (SKIP TO K)	2	Married, living separately (SKIP TO K)	2	Married, living separately (SKIP TO K)	2	Married, living separately (SKIP TO K)	2	Married, living separately (SKIP TO K)	2
Divorced (SKIP TO K)	3								
Not married, living together	4								
Not married, living separately	5								
DON'T KNOW	8								
Yes	1								
No	2								
DON'T KNOW	3								

K. IF R IS BIOLOGICAL PARENT: What is your current marital relationship with (OTHER PARENT)?

Married, living separately . . . 1
 Divorced 2
 Never married 3
 DON'T KNOW 4

IF R IS NOT BIOLOGICAL PARENT: What is the current marital relationship between the child(ren)'s mother and father?

L. INTERVIEWER: IS QUESTION 1.B., PAGE __, CODED "YES"?

SKIP TO M

Yes (SKIP TO T) 1
 No 2

Yes (SKIP TO T) 1
 No 2

Yes (SKIP TO T) 1
 No 2

M. R IS BIOLOGICAL PARENT: In total, how long were you and (OTHER PARENT) together before you ended your relationship?

Not at all . . . (SKIP TO P) 1
 Less than 1 year 2
 1-2 years 3
 3-5 years 4
 More than 5 years 5
 Relationship has not ended (SKIP TO P) 6
 DON'T KNOW 8

Not at all . . . (SKIP TO P) 1
 Less than 1 year 2
 1-2 years 3
 3-5 years 4
 More than 5 years 5
 Relationship has not ended (SKIP TO P) 6
 DON'T KNOW 8

Not at all . . . (SKIP TO P) 1
 Less than 1 year 2
 1-2 years 3
 3-5 years 4
 More than 5 years 5
 Relationship has not ended (SKIP TO P) 6
 DON'T KNOW 8

Not at all . . . (SKIP TO P) 1
 Less than 1 year 2
 1-2 years 3
 3-5 years 4
 More than 5 years 5
 Relationship has not ended (SKIP TO P) 6
 DON'T KNOW 8

R IS NOT BIOLOGICAL PARENT: In total, how long were the child(ren)'s mother and father together before they ended their relationship?

N. R IS BIOLOGICAL PARENT: How long has it been since your relationship ended with (OTHER PARENT)?

Less than 1 year 1
 1-2 years 2
 3-5 years 3
 More than 5 years 4
 DON'T KNOW 8

Less than 1 year 1
 1-2 years 2
 3-5 years 3
 More than 5 years 4
 DON'T KNOW 8

Less than 1 year 1
 1-2 years 2
 3-5 years 3
 More than 5 years 4
 DON'T KNOW 8

Less than 1 year 1
 1-2 years 2
 3-5 years 3
 More than 5 years 4
 DON'T KNOW 8

R IS NOT BIOLOGICAL PARENT: How long has it been since the mother and father's relationship ended?

Married, living separately . . . 1
Divorced 2
Never married 3
DON'T KNOW 4

Married, living separately . . . 1
Divorced 2
Never married 3
DON'T KNOW 4

Married, living separately . . . 1
Divorced 2
Never married 3
DON'T KNOW 4

Married, living separately . . . 1
Divorced 2
Never married 3
DON'T KNOW 4

Married, living separately . . . 1
Divorced 2
Never married 3
DON'T KNOW 6

Yes (SKIP TO T) 1
No 2

Yes (SKIP TO T) 1
No 2

Yes (SKIP TO T) 1
No 2

Yes (SKIP TO T) 1
No 2

Yes (SKIP TO T) 1
No 2

Not at all . . . (SKIP TO P) 1
Less than 1 year 2
1-2 years 3
3-5 years 4
More than 5 years 5
Relationship has not ended
(SKIP TO P) 6
DON'T KNOW 8

Not at all . . . (SKIP TO P) 1
Less than 1 year 2
1-2 years 3
3-5 years 4
More than 5 years 5
Relationship has not ended
(SKIP TO P) 6
DON'T KNOW 8

Not at all . . . (SKIP TO P) 1
Less than 1 year 2
1-2 years 3
3-5 years 4
More than 5 years 5
Relationship has not ended
(SKIP TO P) 6
DON'T KNOW 8

Not at all . . . (SKIP TO P) 1
Less than 1 year 2
1-2 years 3
3-5 years 4
More than 5 years 5
Relationship has not ended
(SKIP TO P) 6
DON'T KNOW 8

Not at all . . . (SKIP TO P) 1
Less than 1 year 2
1-2 years 3
3-5 years 4
More than 5 years 5
Relationship has not ended
(SKIP TO P) 6
DON'T KNOW 8

Less than 1 year 1
1-2 years 2
3-5 years 3
More than 5 years 4
DON'T KNOW 8

Less than 1 year 1
1-2 years 2
3-5 years 3
More than 5 years 4
DON'T KNOW 8

Less than 1 year 1
1-2 years 2
3-5 years 3
More than 5 years 4
DON'T KNOW 8

Less than 1 year 1
1-2 years 2
3-5 years 3
More than 5 years 4
DON'T KNOW 8

Less than 1 year 1
1-2 years 2
3-5 years 3
More than 5 years 4
DON'T KNOW 8

O. R IS BIOLOGICAL PARENT: How would you describe your relationship with (OTHER PARENT) when it ended? Was it ...

Very friendly 1
Somewhat friendly 2
Neither friendly nor hostile . 3
Somewhat hostile 4
Very hostile 5
DON'T KNOW 8

Very friendly 1
Somewhat friendly 2
Neither friendly nor hostile . 3
Somewhat hostile 4
Very hostile 5
DON'T KNOW 8

Very friendly 1
Somewhat friendly 2
Neither friendly nor hostile . 3
Somewhat hostile 4
Very hostile 5
DON'T KNOW 8

Very friendly 1
Somewhat friendly 2
Neither friendly nor hostile . 3
Somewhat hostile 4
Very hostile 5
DON'T KNOW 8

R IS NOT BIOLOGICAL PARENT: How would you describe the relationship between the child(ren)'s mother and father when it ended? Was it ...

P. R IS BIOLOGICAL PARENT: How would you describe your relationship with (OTHER PARENT)

Very friendly 1
Somewhat friendly 2
Neither friendly nor hostile . 3
Somewhat hostile 4
Very hostile 5

Very friendly 1
Somewhat friendly 2
Neither friendly nor hostile . 3
Somewhat hostile 4
Very hostile 5

Very friendly 1
Somewhat friendly 2
Neither friendly nor hostile . 3
Somewhat hostile 4
Very hostile 5

Very friendly 1
Somewhat friendly 2
Neither friendly nor hostile . 3
Somewhat hostile 4
Very hostile 5

S. Does the (OTHER PARENT) have any children under 18 other than the one(s) living with you?	Yes 1 No 2 DON'T KNOW 8	Yes 1 No 2 DON'T KNOW 8	Yes 1 No 2 DON'T KNOW 8	Yes 1 No 2 DON'T KNOW 8
T. Over the past 12 months, how often has (CHILD) seen (OTHER PARENT)?	Almost every day 01 2 to 5 times a week 02 About once a week 03 1 to 3 times a month 04 2 to 11 times a year 05 Once in past 12 months 06 Not in past 12 months 07 DON'T KNOW 98	Almost every day 01 2 to 5 times a week 02 About once a week 03 1 to 3 times a month 04 2 to 11 times a year 05 Once in past 12 months 06 Not in past 12 months 07 DON'T KNOW 98	Almost every day 01 2 to 5 times a week 02 About once a week 03 1 to 3 times a month 04 2 to 11 times a year 05 Once in past 12 months 06 Not in past 12 months 07 DON'T KNOW 98	Almost every day 01 2 to 5 times a week 02 About once a week 03 1 to 3 times a month 04 2 to 11 times a year 05 Once in past 12 months 06 Not in past 12 months 07 DON'T KNOW 98
U. Over the past 12 months, about how often has (CHILD) spoken to (OTHER PARENT) on the telephone?	Almost every day 01 2 to 5 times a week 02 About once a week 03 1 to 3 times a month 04 2 to 11 times a year 05 Once in past 12 months 06 Not in past 12 months 07 DON'T KNOW 98	Almost every day 01 2 to 5 times a week 02 About once a week 03 1 to 3 times a month 04 2 to 11 times a year 05 Once in past 12 months 06 Not in past 12 months 07 DON'T KNOW 98	Almost every day 01 2 to 5 times a week 02 About once a week 03 1 to 3 times a month 04 2 to 11 times a year 05 Once in past 12 months 06 Not in past 12 months 07 DON'T KNOW 98	Almost every day 01 2 to 5 times a week 02 About once a week 03 1 to 3 times a month 04 2 to 11 times a year 05 Once in past 12 months 06 Not in past 12 months 07 DON'T KNOW 98
V. When did (CHILD) last see (OTHER PARENT)?	Within a week 1 Less than a month ago 2 Several months ago 3 Over a year ago 4 Never 5 DON'T KNOW 8	Within a week 1 Less than a month ago 2 Several months ago 3 Over a year ago 4 Never 5 DON'T KNOW 8	Within a week 1 Less than a month ago 2 Several months ago 3 Over a year ago 4 Never 5 DON'T KNOW 8	Within a week 1 Less than a month ago 2 Several months ago 3 Over a year ago 4 Never 5 DON'T KNOW 8
W. Is there another adult or person in (CHILD'S) life who may act like a parent or may have taken the place of (OTHER PARENT)?	Yes 1 No (SKIP TO Y) 2 DON'T KNOW 8	Yes 1 No (SKIP TO Y) 2 DON'T KNOW 8	Yes 1 No (SKIP TO Y) 2 DON'T KNOW 8	Yes 1 No (SKIP TO Y) 2 DON'T KNOW 8

Yes 1				
No 2				
DON'T KNOW 8	DON'T KNOW 8	DON'T KNOW 8	DON'T KNOW 8	DON'T KNOW 8
Almost every day 01	Almost every day 01	Almost every day 01	Almost every day 01	Almost every day 01
2 to 5 times a week 02	2 to 5 times a week 02	2 to 5 times a week 02	2 to 5 times a week 02	2 to 5 times a week 02
About once a week 03	About once a week 03	About once a week 03	About once a week 03	About once a week 03
1 to 3 times a month 04	1 to 3 times a month 04	1 to 3 times a month 04	1 to 3 times a month 04	1 to 3 times a month 04
2 to 11 times a year 05	2 to 11 times a year 05	2 to 11 times a year 05	2 to 11 times a year 05	2 to 11 times a year 05
Once in past 12 months 06	Once in past 12 months 06	Once in past 12 months 06	Once in past 12 months 06	Once in past 12 months 06
Not in past 12 months 07	Not in past 12 months 07	Not in past 12 months 07	Not in past 12 months 07	Not in past 12 months 07
DON'T KNOW 98	DON'T KNOW 98	DON'T KNOW 98	DON'T KNOW 98	DON'T KNOW 98
Almost every day 01	Almost every day 01	Almost every day 01	Almost every day 01	Almost every day 01
2 to 5 times a week 02	2 to 5 times a week 02	2 to 5 times a week 02	2 to 5 times a week 02	2 to 5 times a week 02
About once a week 03	About once a week 03	About once a week 03	About once a week 03	About once a week 03
1 to 3 times a month 04	1 to 3 times a month 04	1 to 3 times a month 04	1 to 3 times a month 04	1 to 3 times a month 04
2 to 11 times a year 05	2 to 11 times a year 05	2 to 11 times a year 05	2 to 11 times a year 05	2 to 11 times a year 05
Once in past 12 months 06	Once in past 12 months 06	Once in past 12 months 06	Once in past 12 months 06	Once in past 12 months 06
Not in past 12 months 07	Not in past 12 months 07	Not in past 12 months 07	Not in past 12 months 07	Not in past 12 months 07
DON'T KNOW 98	DON'T KNOW 98	DON'T KNOW 98	DON'T KNOW 98	DON'T KNOW 98
Within a week 1	Within a week 1	Within a week 1	Within a week 1	Within a week 1
Less than a month ago 2	Less than a month ago 2	Less than a month ago 2	Less than a month ago 2	Less than a month ago 2
Several months ago 3	Several months ago 3	Several months ago 3	Several months ago 3	Several months ago 3
Over a year ago 4	Over a year ago 4	Over a year ago 4	Over a year ago 4	Over a year ago 4
Never 5				
DON'T KNOW 8	DON'T KNOW 8	DON'T KNOW 8	DON'T KNOW 8	DON'T KNOW 8
Yes 1				
No (SKIP TO Y)2	No (SKIP TO Y)2	No (SKIP TO Y)2	No (SKIP TO Y)2	No (SKIP TO Y)2
DON'T KNOW 8	DON'T KNOW 8	DON'T KNOW 8	DON'T KNOW 8	DON'T KNOW 8

X. What is that person's relationship to you?

R's current spouse, partner, or friend 01
 A former spouse, partner, or friend 02
 R's father 03
 R's mother 04
 R's sibling 05
 Relative of other parent .. 06
 Other (SPECIFY) _____
 _____ 07

R's current spouse, partner, or friend 01
 A former spouse, partner, or friend 02
 R's father 03
 R's mother 04
 R's sibling 05
 Relative of other parent .. 06
 Other (SPECIFY) _____
 _____ 07

R's current spouse, partner, or friend 01
 A former spouse, partner, or friend 02
 R's father 03
 R's mother 04
 R's sibling 05
 Relative of other parent .. 06
 Other (SPECIFY) _____
 _____ 07

R's current spouse, partner, or friend 01
 A former spouse, partner, or friend 02
 R's father 03
 R's mother 04
 R's sibling 05
 Relative of other parent .. 06
 Other (SPECIFY) _____
 _____ 07

Y. Have you ever received any payments for child support, either voluntary or court-ordered, for (CHILD)?

Yes 1
 No (SKIP TO AA) 2

Yes 1
 No (SKIP TO AA) 2

Yes 1
 No (SKIP TO AA) 2

Yes 1
 No (SKIP TO AA) 2

Z. Have you received any such payments within the last 12 months?

Yes 1
 No 2

AA. Is (CHILD) currently covered by a formal child support order--that is, a written agreement approved by the court or another official?

Yes 1
 No 2
 CHECK: CHECK:
 SEC. 6, Q.3 SEC. 7, Q.3

Yes 1
 No 2
 CHECK: CHECK:
 SEC. 6, Q.3 SEC. 7, Q.3

Yes 1
 No 2
 CHECK: CHECK:
 SEC. 6, Q.3 SEC. 7, Q.3

Yes 1
 No 2
 CHECK: CHECK:
 SEC. 6, Q.3 SEC. 7, Q.3

INTERVIEWER: IS THERE ANOTHER CHILD TO ASK ABOUT?

Yes (ASK A-AA FOR NEXT CHILD) 1
 No (GO TO SECTION 6) 2

Yes (ASK A-AA FOR NEXT CHILD) 1
 No (GO TO SECTION 6) 2

Yes (ASK A-AA FOR NEXT CHILD) 1
 No (GO TO SECTION 6) 2

Yes (ASK A-AA FOR NEXT CHILD) 1
 No (GO TO SECTION 6) 2

R's current spouse, partner, or friend 01	R's current spouse, partner, or friend 01	R's current spouse, partner, or friend 01	R's current spouse, partner, or friend 01	R's current spouse, partner, or friend 01
A former spouse, partner, or friend 02	A former spouse, partner, or friend 02	A former spouse, partner, or friend 02	A former spouse, partner, or friend 02	A former spouse, partner, or friend 02
R's father 03				
R's mother 04				
R's sibling 05				
Relative of other parent ... 06				
Other (SPECIFY) _____ 07				
Yes 1				
No (SKIP TO AA) 2				
Yes 1				
No 2				
Yes 1				
No 2				
CHECK: <input type="checkbox"/> CHECK: <input type="checkbox"/>				
SEC. 6, Q.3 SEC. 7, Q.3				
Yes (ASK A-AA FOR NEXT CHILD) 1	Yes (ASK A-AA FOR NEXT CHILD) 1	Yes (ASK A-AA FOR NEXT CHILD) 1	Yes (ASK A-AA FOR NEXT CHILD) 1	Yes (ASK A-AA FOR NEXT CHILD) 1
No (GO TO SECTION 6) 2				

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FIFTH CHILD	SIXTH CHILD	SEVENTH CHILD	EIGHTH CHILD	NINTH CHILD
ID #: <input type="checkbox"/> <input type="checkbox"/>				
CHILD'S NAME:				
LAST: _____				
FIRST: _____				
OTHER PARENT'S NAME:				
FIRST: _____				
DON'T KNOW 98				

SECTION 6: COURT-ORDERED CHILD SUPPORT AGREEMENTS

INTERVIEWER: REFER TO SECTION 5, QUESTION AA. DOES R HAVE ANY CHILDREN COVERED BY FORMAL AGREEMENT FOR CHILD SUPPORT? (AA = "1")

Yes 1
 No .. (SKIP TO SECTION 7) .. 2

Now I will ask you about child support agreements or court orders for the child(ren) living with you.

1. Earlier, you told me that [READ NAME(S) OF CHILD(REN) WITH CODE "1" AT AA] (is/are) covered by an agreement or court order. Is that correct?

Yes (GO TO "2") 1
 No (GO TO 1A) 2

A. I will need to go back and verify the information about agreements that I recorded earlier. **INTERVIEWER: GO BACK TO SECTION 5, QUESTION AA, AND RE-ASK FOR EACH CHILD LISTED. THEN FOLLOW INSTRUCTIONS AT "2" BELOW.**

2. **IF R HAS ONLY 1 CHILD, RECORD CHILD'S NAME AND VERIFY OTHER PARENT'S NAME FROM SECTION 5, QUESTION A, THEN SKIP TO Q.3B BELOW.**

3. I need the names of all your children who are covered by a support agreement or order. Starting with the oldest child in this type of arrangement, tell me the names of the children who are included in the same agreement or order. If you have other children with other agreements or orders, I will ask about them next.

BEGINNING IN "1ST SUPPORT ARRANGEMENT" COLUMN, RECORD THE NAMES OF ALL CHILDREN INCLUDED IN THE SAME AGREEMENT OR ORDER. THEN GO BACK TO SECTION 5, QUESTION AA AND CHECK (✓) BOX LABELED SEC. 6, Q.3, FOR EACH CHILD.

FOLLOW THE ABOVE PROCEDURE FOR EACH SUPPORT ARRANGEMENT WITH THE SAME OTHER PARENT UNTIL YOU HAVE COLLECTED INFORMATION ON ALL CHILDREN WITH CODE "1" AT SECTION 5, QUESTION AA.

ASK QUESTIONS A-R FOR EACH SUPPORT ARRANGEMENT.

A. What is the first name of (CHILD/REN)'s (father/mother)?

B. In what year were these child support payments first (agreed to/ordered)?

1ST SUPPORT ARRANGEMENT	2ND SUPPORT ARRANGEMENT
RECORD FULL NAMES:	RECORD FULL NAMES:
1. _____ ID #: <input type="text"/> <input type="text"/>	1. _____ ID #: <input type="text"/> <input type="text"/>
2. _____ ID #: <input type="text"/> <input type="text"/>	2. _____ ID #: <input type="text"/> <input type="text"/>
3. _____ ID #: <input type="text"/> <input type="text"/>	3. _____ ID #: <input type="text"/> <input type="text"/>
4. _____ ID #: <input type="text"/> <input type="text"/>	4. _____ ID #: <input type="text"/> <input type="text"/>
5. _____ ID #: <input type="text"/> <input type="text"/>	5. _____ ID #: <input type="text"/> <input type="text"/>
6. _____ ID #: <input type="text"/> <input type="text"/>	6. _____ ID #: <input type="text"/> <input type="text"/>
7. _____ ID #: <input type="text"/> <input type="text"/>	7. _____ ID #: <input type="text"/> <input type="text"/>
8. _____ ID #: <input type="text"/> <input type="text"/>	8. _____ ID #: <input type="text"/> <input type="text"/>
9. _____ ID #: <input type="text"/> <input type="text"/>	9. _____ ID #: <input type="text"/> <input type="text"/>
10. _____ ID #: <input type="text"/> <input type="text"/>	10. _____ ID #: <input type="text"/> <input type="text"/>
11. _____ ID #: <input type="text"/> <input type="text"/>	11. _____ ID #: <input type="text"/> <input type="text"/>
12. _____ ID #: <input type="text"/> <input type="text"/>	12. _____ ID #: <input type="text"/> <input type="text"/>
OTHER PARENT:	OTHER PARENT:
FIRST NAME: _____	FIRST NAME: _____
1 9	1 9

3RD SUPPORT ARRANGEMENT	4TH SUPPORT ARRANGEMENT	5TH SUPPORT ARRANGEMENT
RECORD FULL NAMES:		
1. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	1. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	1. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
2. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	2. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	2. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
3. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	3. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	3. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
4. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	4. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	4. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
5. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	5. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	5. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
6. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	6. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	6. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
7. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	7. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	7. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
8. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	8. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	8. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
9. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	9. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	9. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
10. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	10. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	10. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
11. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	11. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	11. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
12. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	12. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	12. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
OTHER PARENT:	OTHER PARENT:	OTHER PARENT:
FIRST NAME: _____	FIRST NAME: _____	FIRST NAME: _____
1 9	1 9	1 9

Let's talk about the child support order you have for
(CHILD/REN LISTED UNDER THIS ARRANGEMENT).

- C. Has the amount of the (agreement/order) ever changed with the approval of the court?
- D. What was the date of the last change?
- E. Do you think the (agreement/order) should be changed so that (OTHER PARENT) pays more than the current payment amount?
- F. Is health insurance coverage included as part of the (agreement/order)?
- G. Do the children actually receive this health insurance coverage?
- H. In the last 12 months, how regularly have you received payments under this (agreement/order)? Are payments received ...
- I. During (LAST MONTH), how much money were you supposed to receive under this (agreement/order)?
- J. During (LAST MONTH), how much money did you actually receive under this (agreement/order)?
- K. During the last six months, how much money, in total, were you supposed to receive under this (agreement/order)?
- L. During the last six months, how much money, in total, did you actually receive under this (agreement/order)?
- M. Is the money for child support withheld from (OTHER PARENT'S) paycheck by employer?
- N. Are these payments made directly to you by (OTHER PARENT) or through a court, public agency, or lawyer?

1ST SUPPORT ARRANGEMENT	2ND SUPPORT ARRANGEMENT
Yes 1	Yes 1
No (SKIP TO E) ... 2	No (SKIP TO E) ... 2
DON'T KNOW .. (SKIP TO E) ... 8	DON'T KNOW .. (SKIP TO E) ... 8
<div style="display: flex; justify-content: space-around;"> <div style="text-align: center;"> <input type="text"/> / <input type="text"/> MONTH YEAR </div> <div style="text-align: center;"> <input type="text"/> / <input type="text"/> MONTH YEAR </div> </div>	
DON'T KNOW 8	DON'T KNOW 8
Yes 1	Yes 1
No 2	No 2
DON'T KNOW 8	DON'T KNOW 8
Yes 1	Yes 1
No (SKIP TO H) ... 2	No (SKIP TO H) ... 2
DON'T KNOW 8	DON'T KNOW 8
Yes 1	Yes 1
No 2	No 2
DON'T KNOW 8	DON'T KNOW 8
Regularly and on time, 1	Regularly and on time, 1
Regularly, but late, 2	Regularly, but late, 2
Occasionally, 3	Occasionally, 3
Seldom, or 4	Seldom, or 4
Never? 5	Never? 5
\$ <input type="text"/> , <input type="text"/>	\$ <input type="text"/> , <input type="text"/>
\$ <input type="text"/> , <input type="text"/>	\$ <input type="text"/> , <input type="text"/>
\$ <input type="text"/> , <input type="text"/>	\$ <input type="text"/> , <input type="text"/>
\$ <input type="text"/> , <input type="text"/>	\$ <input type="text"/> , <input type="text"/>
Yes 1	Yes 1
No 2	No 2
DON'T KNOW 8	DON'T KNOW 8
Directly to R 1	Directly to R 1
Through court/agency/lawyer 2	Through court/agency/lawyer 2

3RD SUPPORT ARRANGEMENT	4TH SUPPORT ARRANGEMENT	5TH SUPPORT ARRANGEMENT
Yes 1 No (SKIP TO E) 2 DON'T KNOW .. (SKIP TO E) ... 8	Yes 1 No (SKIP TO E) 2 DON'T KNOW .. (SKIP TO E) ... 8	Yes 1 No (SKIP TO E) 2 DON'T KNOW .. (SKIP TO E) ... 8
_____ _____ MONTH YEAR DON'T KNOW 8	_____ _____ MONTH YEAR DON'T KNOW 8	_____ _____ MONTH YEAR DON'T KNOW 8
Yes 1 No 2 DON'T KNOW 8	Yes 1 No 2 DON'T KNOW 8	Yes 1 No 2 DON'T KNOW 8
Yes 1 No (SKIP TO H) 2 DON'T KNOW 8	Yes 1 No (SKIP TO H) 2 DON'T KNOW 8	Yes 1 No (SKIP TO H) 2 DON'T KNOW 8
Yes 1 No 2 DON'T KNOW 8	Yes 1 No 2 DON'T KNOW 8	Yes 1 No 2 DON'T KNOW 8
Regularly and on time, 1 Regularly, but late, 2 Occasionally, 3 Seldom, or 4 Never? 5	Regularly and on time, 1 Regularly, but late, 2 Occasionally, 3 Seldom, or 4 Never? 5	Regularly and on time, 1 Regularly, but late, 2 Occasionally, 3 Seldom, or 4 Never? 5
\$ _____, _____	\$ _____, _____	\$ _____, _____
\$ _____, _____	\$ _____, _____	\$ _____, _____
\$ _____, _____	\$ _____, _____	\$ _____, _____
\$ _____, _____	\$ _____, _____	\$ _____, _____
Yes 1 No 2 DON'T KNOW 8	Yes 1 No 2 DON'T KNOW 8	Yes 1 No 2 DON'T KNOW 8
Directly to R 1 Through court/agency/lawyer 2	Directly to R 1 Through court/agency/lawyer 2	Directly to R 1 Through court/agency/lawyer 2

O. What child custody arrangements does the most recent (agreement/order) provide?



P. What visitation arrangements does the most recent (agreement/order) provide? (READ LIST)

Q. Are the visitation arrangements generally followed?

R. INTERVIEWER: CHECK NEXT ARRANGEMENT COLUMN. ARE THERE OTHER CHILDREN LISTED?

1ST SUPPORT ARRANGEMENT	2ND SUPPORT ARRANGEMENT
Joint legal and physical custody . . . 01	Joint legal and physical custody . . . 01
Joint legal with R's physical custody 02	Joint legal with R's physical custody 02
Joint legal w/other parent's physical custody 03	Joint legal w/other parent's physical custody 03
R's legal and physical custody 04	R's legal and physical custody 04
Other parent's legal and physical custody 05	Other parent's legal and physical custody 05
Split custody 06	Split custody 06
Other (SPECIFY) _____ 07	Other (SPECIFY) _____ 07
DON'T KNOW 98	DON'T KNOW 98
No visitation . . . (SKIP TO R) . . . 1	No visitation . . . (SKIP TO R) . . . 1
Scheduled visitation 2	Scheduled visitation 2
Reasonable visitation 3	Reasonable visitation 3
Child lives in both parent's homes . . 4	Child lives in both parent's homes . . 4
Joint custody, child lives with R . . . 5	Joint custody, child lives with R . . . 5
Other (SPECIFY) _____ 6	Other (SPECIFY) _____ 6
DON'T KNOW 8	DON'T KNOW 8
Yes 1	Yes 1
No 2	No 2
DON'T KNOW 8	DON'T KNOW 8
Yes (REASK Qs. 3A-R) . . . 1	Yes (REASK Qs. 3A-R) . . . 1
No . . (SKIP TO SECTION 7) . . . 2	No . . (SKIP TO SECTION 7) . . . 2

3RD SUPPORT ARRANGEMENT	4TH SUPPORT ARRANGEMENT	5TH SUPPORT ARRANGEMENT
Joint legal and physical custody . . . 01	Joint legal and physical custody . . . 01	Joint legal and physical custody . . . 01
Joint legal with R's physical custody 02	Joint legal with R's physical custody 02	Joint legal with R's physical custody 02
Joint legal w/other parent's physical custody 03	Joint legal w/other parent's physical custody 03	Joint legal w/other parent's physical custody 03
R's legal and physical custody 04	R's legal and physical custody 04	R's legal and physical custody 04
Other parent's legal and physical custody 05	Other parent's legal and physical custody 05	Other parent's legal and physical custody 05
Split custody 06	Split custody 06	Split custody 06
Other (SPECIFY) _____ _____ 07	Other (SPECIFY) _____ _____ 07	Other (SPECIFY) _____ _____ 07
DON'T KNOW 98	DON'T KNOW 98	DON'T KNOW 98
No visitation . . . (SKIP TO R) . . . 1	No visitation . . . (SKIP TO R) . . . 1	No visitation . . . (SKIP TO R) . . . 1
Scheduled visitation 2	Scheduled visitation 2	Scheduled visitation 2
Reasonable visitation 3	Reasonable visitation 3	Reasonable visitation 3
Child lives in both parent's homes . . 4	Child lives in both parent's homes . . 4	Child lives in both parent's homes . . 4
Joint custody, child lives with R 5	Joint custody, child lives with R 5	Joint custody, child lives with R 5
Other (SPECIFY) _____ _____ 6	Other (SPECIFY) _____ _____ 6	Other (SPECIFY) _____ _____ 6
DON'T KNOW 8	DON'T KNOW 8	DON'T KNOW 8
Yes 1	Yes 1	Yes 1
No 2	No 2	No 2
DON'T KNOW 8	DON'T KNOW 8	DON'T KNOW 8
Yes (REASK Qs. 3A-R) . . . 1	Yes (REASK Qs. 3A-R) . . . 1	Yes (REASK Qs. 3A-R) . . . 1
No . . . (SKIP TO SECTION 7) . . . 2	No . . . (SKIP TO SECTION 7) . . . 2	No . . . (SKIP TO SECTION 7) . . . 2

SECTION 7: CHILDREN WITHOUT FORMAL CHILD SUPPORT AGREEMENT OR COURT ORDER

INTERVIEWER: REFER TO SECTION 5, QUESTION AA. DOES R HAVE CHILDREN NOT COVERED BY FORMAL AGREEMENT OR COURT ORDER (AA = "2")

Yes 1
 No (SKIP TO SECTION 8) ... 2

Now I will ask you about the child(ren) living with you who do not have a written child support agreement approved by a court or other official.

1. Earlier, you told me that [READ NAME(S) OF CHILD(REN) WITH CODE "2" AT AA] (is/are) not covered by a written agreement or court order. Is that correct?

Yes (GO TO "2" BELOW) ... 1
 No (GO TO 1A) ... 2

A. I will need to go back and verify the information about agreements that I recorded earlier. **INTERVIEWER: GO BACK TO SECTION 5, QUESTION AA, AND REASK FOR EACH CHILD LISTED. THEN FOLLOW INSTRUCTIONS AT "2" BELOW.**

2. **IF R HAS ONLY 1 CHILD, RECORD CHILD'S NAME AND VERIFY OTHER PARENT'S NAME FROM SECTION 5, QUESTION A. THEN SKIP TO Q. 3B. OTHERWISE, CONTINUE:**

3. I need the names of all your children who are not covered by a support agreement or court order. Starting with the oldest child, tell me the names of the children who are not covered and have the same (father/mother). If you have other children with a different (father/mother), I will ask about them next.

BEGINNING IN "1ST NON-SUPPORT UNIT" COLUMN, RECORD THE NAMES OF ALL CHILDREN FROM THE SAME OTHER PARENT. THEN GO BACK TO SECTION 5, QUESTION AA AND CHECK (✓) BOX LABELED SEC. 7, Q.3, FOR EACH CHILD.

FOLLOW THE ABOVE PROCEDURE FOR EACH NON-SUPPORT UNIT WITH THE SAME OTHER PARENT UNTIL YOU HAVE COLLECTED INFORMATION ON ALL CHILDREN WITH CODE "2" AT SECTION 5, QUESTION AA.

ASK QUESTIONS A-D FOR EACH NON-SUPPORT UNIT.

A. What is the first name of (CHILDREN'S) other parent?

1ST NON-SUPPORT UNIT	2ND NON-SUPPORT UNIT
RECORD FULL NAMES:	RECORD FULL NAMES:
1. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	1. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
2. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	2. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
3. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	3. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
4. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	4. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
5. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	5. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
6. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	6. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
7. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	7. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
8. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	8. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
9. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	9. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
10. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	10. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
11. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	11. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
12. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	12. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
OTHER PARENT:	OTHER PARENT:
FIRST NAME: _____	FIRST NAME: _____

3RD NON-SUPPORT UNIT	4TH NON-SUPPORT UNIT	5TH NON-SUPPORT UNIT
RECORD FULL NAMES:		
1. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	1. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	1. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
2. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	2. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	2. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
3. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	3. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	3. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
4. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	4. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	4. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
5. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	5. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	5. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
6. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	6. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	6. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
7. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	7. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	7. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
8. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	8. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	8. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
9. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	9. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	9. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
10. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	10. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	10. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
11. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	11. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	11. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
12. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	12. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>	12. _____ ID #: <input type="checkbox"/> <input type="checkbox"/>
OTHER PARENT:	OTHER PARENT:	OTHER PARENT:
FIRST NAME: _____	FIRST NAME: _____	FIRST NAME: _____

1ST NON-SUPPORT UNIT	2ND NON-SUPPORT UNIT
<p>The order is currently in process (SKIP TO SECTION 8) . . . 1</p> <p>I don't want a court order (ASK C) 2</p> <p>I want a court order but I haven't gotten one (SKIP TO E) 3</p> <p>OTHER (SPECIFY) _____ 4</p>	<p>The order is currently in process (SKIP TO SECTION 8) . . . 1</p> <p>I don't want a court order (ASK C) 2</p> <p>I want a court order but I haven't gotten one (SKIP TO E) 3</p> <p>OTHER (SPECIFY) _____ 4</p>
<p>C. Why don't you want an agreement or court order for child support? RECORD VERBATIM.</p> <p>_____</p> <p>_____</p> <p>_____</p> <p>_____</p> <p>_____</p>	<p>_____</p> <p>_____</p> <p>_____</p> <p>_____</p> <p>_____</p>
<p>D. Here's a list of reasons some people have given for <u>not</u> wanting an agreement or court order for child support. Please tell me which of these reasons describe your own situation. CIRCLE</p> <p>Receive informal payments from other parent 01</p> <p>Don't want to scare away other parent 02</p>	<p>Receive informal payments from other parent 01</p> <p>Don't want to scare away other parent 02</p>

B. For what reason is there no formal agreement or court order for child support for (CHILDREN)? (READ LIST)

C. Why don't you want an agreement or court order for child support? **RECORD VERBATIM.**

D. Here's a list of reasons some people have given for not wanting an agreement or court order for child support. Please tell me which of these reasons describe your own situation. **CIRCLE**

3RD NON-SUPPORT UNIT	4TH NON-SUPPORT UNIT	5TH NON-SUPPORT UNIT
<p>The order is currently in process (SKIP TO SECTION 8) . . . 1</p> <p>I don't want a court order (ASK C) 2</p> <p>I want a court order but I haven't gotten one (SKIP TO E) 3</p> <p>OTHER (SPECIFY) _____ 4</p> <hr/> <hr/> <hr/> <hr/> <hr/>	<p>The order is currently in process (SKIP TO SECTION 8) . . . 1</p> <p>I don't want a court order (ASK C) 2</p> <p>I want a court order but I haven't gotten one (SKIP TO E) 3</p> <p>OTHER (SPECIFY) _____ 4</p> <hr/> <hr/> <hr/> <hr/> <hr/>	<p>The order is currently in process (SKIP TO SECTION 8) . . . 1</p> <p>I don't want a court order (ASK C) 2</p> <p>I want a court order but I haven't gotten one (SKIP TO E) 3</p> <p>OTHER (SPECIFY) _____ 4</p> <hr/> <hr/> <hr/> <hr/> <hr/>
<p>Receive informal payments from other parent 01</p> <p>Don't want to scare away other parent 02</p> <p>Don't want payments 03</p> <p>Don't need payments 04</p> <p>Don't want other parent involved with family 05</p> <p>Fear for safety of children 06</p> <p>Fear for my safety 07</p> <p>Other parent unemployed or has little income 08</p> <p>OTHER (SPECIFY) _____ 09</p> <p>DON'T KNOW 98</p>	<p>Receive informal payments from other parent 01</p> <p>Don't want to scare away other parent 02</p> <p>Don't want payments 03</p> <p>Don't need payments 04</p> <p>Don't want other parent involved with family 05</p> <p>Fear for safety of children 06</p> <p>Fear for my safety 07</p> <p>Other parent unemployed or has little income 08</p> <p>OTHER (SPECIFY) _____ 09</p> <p>DON'T KNOW 98</p>	<p>Receive informal payments from other parent 01</p> <p>Don't want to scare away other parent 02</p> <p>Don't want payments 03</p> <p>Don't need payments 04</p> <p>Don't want other parent involved with family 05</p> <p>Fear for safety of children 06</p> <p>Fear for my safety 07</p> <p>Other parent unemployed or has little income 08</p> <p>OTHER (SPECIFY) _____ 09</p> <p>DON'T KNOW 98</p>
<p style="text-align: center;">SKIP TO G</p> <hr/> <hr/> <hr/> <hr/>	<p style="text-align: center;">SKIP TO G</p> <hr/> <hr/> <hr/> <hr/>	<p style="text-align: center;">SKIP TO G</p> <hr/> <hr/> <hr/> <hr/>
<p>Not sure who the father is 01</p> <p>Other parent is incarcerated 02</p> <p>Unable to locate other parent 03</p> <p>Paternity is not established 04</p> <p>Don't know how to obtain an agreement or order 05</p> <p>Can't afford attorney/legal fees 06</p> <p>OTHER (SPECIFY) _____ 07</p> <p>DON'T KNOW 98</p>	<p>Not sure who the father is 01</p> <p>Other parent is incarcerated 02</p> <p>Unable to locate other parent 03</p> <p>Paternity is not established 04</p> <p>Don't know how to obtain an agreement or order 05</p> <p>Can't afford attorney/legal fees 06</p> <p>OTHER (SPECIFY) _____ 07</p> <p>DON'T KNOW 98</p>	<p>Not sure who the father is 01</p> <p>Other parent is incarcerated 02</p> <p>Unable to locate other parent 03</p> <p>Paternity is not established 04</p> <p>Don't know how to obtain an agreement or order 05</p> <p>Can't afford attorney/legal fees 06</p> <p>OTHER (SPECIFY) _____ 07</p> <p>DON'T KNOW 98</p>
<p>Yes (REASK Q.3A-G FOR NEXT UNIT) 1</p> <p>No (GO TO SECTION 8) 2</p>	<p>Yes (REASK Q.3A-G FOR NEXT UNIT) 1</p> <p>No (GO TO SECTION 8) 2</p>	<p>Yes (REASK Q.3A-G FOR NEXT UNIT) 1</p> <p>No (GO TO SECTION 8) 2</p>

SECTION 8: CONTACT WITH CHILD SUPPORT ENFORCEMENT AGENCY

1. Have you ever been in contact with a government agency responsible for the child support enforcement program for help in obtaining child support for any of (your/the) children, including those who may no longer be in your food stamp grant? [This agency helps the person responsible for the children establish child support orders and collect payments for the children from the (father/mother.)]

YES (ASK A) 1
 NO (SKIP TO Q. 18) 2

A. Did that office provide help in . . .

	YES	NO
Locating the other parent?	1	2
Establishing paternity?	1	2
Establishing the support obligation?	1	2
Changing an existing child support order?	1	2
Obtaining collections?	1	2
Obtaining health insurance?	1	2
Any other help? (SPECIFY) _____	1	2
_____	1	2
OR was no help provided?	1	2

2. How did you learn about this program? **CIRCLE ALL THAT APPLY.**

FROM MY AFDC CASEWORKER 01
 FROM MY FOOD STAMP CASEWORKER 02
 FROM ANOTHER AGENCY OR SOCIAL SERVICES WORKER 03
 FROM A RELATIVE OR FRIEND 04
 FROM MY LAWYER 05
 ON MY OWN 06
 FROM NEWSPAPER, RADIO, OR TV 07
 FROM THE COURT OR DISTRICT ATTORNEY'S OFFICE 08
 OTHER (SPECIFY): _____ 09

3. Why did you first have contact with a child support enforcement agency?

Was it required for getting AFDC or
 Medicaid benefits, or (SKIP TO Q.5) 1
 Did you decide to take action on your own? 2

4. Why did you first contact a child support enforcement agency for help rather than using some other means of obtaining child support? RECORD VERBATIM. CODE ALL REASONS AT END OF INTERVIEW.

- I DID NOT KNOW HOW ELSE TO GET THE HELP I NEEDED 01
- I THOUGHT IT WOULD BE LESS EXPENSIVE THAN OTHER MEANS OF GETTING THE HELP I NEEDED 02
- I THOUGHT A GOVERNMENT AGENCY WOULD BE MORE SUCCESSFUL IN HELPING ME OBTAIN CHILD SUPPORT 03
- I THOUGHT A GOVERNMENT AGENCY WOULD BE QUICKER IN HELPING ME OBTAIN CHILD SUPPORT 04
- THE AGENCY WAS RECOMMENDED BY MY LAWYER 05
- THE AGENCY WAS RECOMMENDED BY MY CASEWORKER 06
- THE AGENCY WAS RECOMMENDED BY A RELATIVE OR FRIEND 07
- THE AGENCY WAS RECOMMENDED BY THE COURT OR THE DISTRICT ATTORNEY'S OFFICE 08
- OTHER (SPECIFY) _____ 09
- OTHER (SPECIFY) _____ 10

5. Did this agency charge you a one-time registration fee?

- YES 1
- NO (GO TO Q. 6) 2

A. How much was the fee?

ROUND TO NEAREST DOLLAR: \$|____|____|____|

6. Now I'd like to clarify some information Was this contact with a child support enforcement agency for a child under 18 for whom you receive food stamps now? PROBE, IF NECESSARY: Or was this contact with the agency only for a child who is now 18 years of age or older and for whom you do not receive food stamps?

- YES, FOR CHILD UNDER 18 WITH FOOD STAMPS 1
- NO, ONLY FOR CHILD 18 OR OLDER (SKIP TO Q. 28) 2

A. In these next questions, I'll be asking you about the child(ren) under 18 who live with you and have the same (father/mother).

INTERVIEWER:

SEE SECTION 5, Q. A FOR NAME(S) OF "OTHER PARENT." LIST EACH NAME AND NUMBER OF CHILDREN OF THIS PARENT AT THE TOP OF EACH OF THE FOLLOWING PAGES, AS APPROPRIATE.

IF MORE THAN THREE (3) NAMES, USE A SUPPLEMENT FOR EACH ADDITIONAL NAME.

#2. OTHER PARENT: _____

OF CHILDREN: _____

7. First, let's talk about the child(ren) whose (father/mother) is (NAME). Did you contact (the Child Support Enforcement Agency/LOCAL PROGRAM NAME) for help in obtaining child support for (this child/any of these children)?	YES NO (SKIP TO Q. 16)	1 2
8. When you first contacted this agency for help in obtaining child support for (this child/any of these children), did you already have a child support order?	YES NO (SKIP TO Q. 12)	1 2
9. At that time, were you already receiving regular child support payments for (this child/any of these children)?	YES (GO TO Q. 10) NO (ASK A)	1 2
A. Did you know the whereabouts of the child(ren)'s (father/mother)?	YES NO	1 2
10. At that time, was medical support included in this child support order?	YES (ASK A) NO (GO TO Q. 11)	1 2
A. Were you actually receiving medical support as part of this order?	YES NO	1 2
11. When you first contacted (the Child Support Enforcement Agency/LOCAL PROGRAM NAME), did you want to change the child support order, either to increase the amount of child support payments or to add a child to the order?	YES (SKIP TO Q. 14) NO (SKIP TO Q. 14)	1 2
12. IF CUSTODIAL PARENT IS NATURAL/ADOPTIVE FATHER, GO TO Q. 13. OTHERWISE, ASK: Had paternity been established?	YES NO	1 2
13. Did you know the whereabouts of the child(ren)'s (father/mother)?	YES NO	1 2
14. Besides any fees you might have been charged by the agency, did you have <u>other</u> expenses -- such as child care, transportation, or lost wages -- during the initial process of providing information about your situation to the agency?	YES (ASK A) NO (GO TO Q. 15)	1 2
A. How much were these expenses? ROUND TO NEAREST DOLLAR.	\$ _____	
15. IF ONE CHILD ONLY FOR THIS "OTHER PARENT," SKIP TO Q. 17. IF <u>MORE</u> THAN ONE CHILD, ASK: We've just talked about your experiences in getting child support services [for the children whose (father/mother) is (NAME)]. When you contacted the agency for help, was it for (<u>both/all</u>) of these children, or was it for only (<u>one/some</u>) of them?	BOTH/ALL (SKIP TO Q. 17) ONE/SOME (ASK A)	1 2
A. Why didn't you ask the agency for help in obtaining a support order for the(se) other child(ren)? _____ _____		
SKIP TO Q. 17		
16. Why didn't you ask for help from this agency in getting child support? _____ _____		
17. INTERVIEWER: IS THERE A THIRD "OTHER PARENT" LISTED.	YES (GO TO NEXT PAGE) NO (SKIP TO Q.28)	1 2

18. Have you ever heard of the Child Support Enforcement Agency (LOCAL PROGRAM NAME)? It's the government agency that helps the parent who is responsible for the children establish child support orders and collect payments for the children from the other parent.

YES 1
NO 2

19. Would you like help from this agency?

YES 1
NO (SKIP TO Q. 21) 2
DON'T KNOW (SKIP TO Q. 21) 8

20. Which of the following services would you like help with? **READ LIST. CIRCLE ALL THAT APPLY.**

Collecting child support payments on an existing support order 01
Collecting medical payments or enforcing coverage 02
Changing an existing child support order 03
Establishing a support order 04
Establishing paternity 05
Locating the other parent 06
OTHER (SPECIFY) _____ ... 07

21. INTERVIEWER: SEE Q18. HAS R HEARD OF THE CHILD SUPPORT ENFORCEMENT AGENCY?

YES 1
NO (SKIP TO Q. 27) 2

22. How did you learn about this agency? **CIRCLE ALL THAT APPLY.**

FROM MY AFDC CASEWORKER 01
FROM MY FOOD STAMP CASEWORKER 02
FROM ANOTHER AGENCY OR SOCIAL SERVICES WORKER 03
FROM A RELATIVE OR FRIEND 04
FROM MY LAWYER 05
ON MY OWN 06
FROM NEWSPAPER, RADIO, OR TV 07
FROM THE COURT OR DISTRICT ATTORNEY'S OFFICE 08
OTHER (SPECIFY): _____ ... 09

23. Why haven't you contacted the Child Support Enforcement Agency for help in obtaining a support order or collecting child support? **RECORD VERBATIM.**

24. Here's a list of four main reasons why people tell us they do not use the Child Support Enforcement Agency for help in obtaining child support. Please select the reason that is closest to your own. CODE ONE ONLY.



- I'm satisfied with my support situation 01
- I prefer not to have the other parent involved with me or my child(ren) 02
- I don't know enough about the agency to think that it could help me in obtaining support payments 03
- I don't think the benefits the agency would get for me would be worth the time or hassle 04

25. Now I'd like to talk about services provided by (the Child Support Enforcement Agency/LOCAL PROGRAM NAME) to help people get child support. ASK "A" FOR EACH SERVICE, THEN IMMEDIATELY ASK "B" FOR EACH "YES" IN "A".

A. Did you know that the agency can . . . (READ 25.1-25.6)?

IF "YES" TO A:

B. Do you think the agency is effective in providing this service?

SERVICES	A. Did you know that the agency can . . .		B. IF "YES": Do you think the agency is effective in providing this service?	
	YES	NO/DK	YES	NO/DK
25.1. Collect support payments owed by the other parent?	1	2	1	2
25.2. Order health insurance coverage or medical payments for the child(ren)?	1	2	1	2
25.3. Change an existing child support agreement or order?	1	2	1	2
25.4. Help establish a support order for the child(ren)?	1	2	1	2
25.5. Establish paternity for the child(ren)?	1	2	1	2
25.6. Help locate the other parent?	1	2	1	2

26. Would you use the agency for help if you were sure it could obtain child support payments or increase current child support payments?

- YES 1
- NO 2

27. Would you like to know more about (the Child Support Enforcement Agency/LOCAL PROGRAM NAME)?

- YES 1
- NO 2

INTERVIEWER:

IF R ASKS HOW TO CONTACT AGENCY, SAY THAT YOU WILL PROVIDE THE TELEPHONE NUMBER AT THE END OF THE INTERVIEW.

28. If you had to cooperate with the Child Support Enforcement Agency (LOCAL PROGRAM NAME) in order to continue to get food stamps, do you think you would . . .

- Cooperate with the agency in obtaining child support, 1
- Apply for a "good cause" exemption for fear of your safety and/or your children's safety, 2
- Not cooperate and accept a lower food stamp grant, 3
- Leave the food stamp program altogether, or 4
- Do something else? (SPECIFY) 6

A. Please explain your reasons.

29. INTERVIEWER: REFER TO LABEL ON FACESHEET FOR "CSE STATUS." WHAT IS RESPONDENT'S STATUS?

- CODE "1" (CSE PARTICIPANT) . . . (GO TO Q.30) 1
- CODE "2" (CSE NONPARTICIPANT) . . (TERMINATE INTERVIEW AND THANK R) . . 2

30. What could the Food Stamp Program do to encourage people to make more use of services offered by the Child Support Enforcement Agency (LOCAL PROGRAM NAME)?

THANK RESPONDENT.

TIME ENDED |_____| |_____| : |_____| |_____| AM PM

INTERVIEWER NAME _____

INTERVIEWER ID NUMBER: |_____| |_____| |_____| |_____| |_____| |_____|

DATE OF INTERVIEW: _____ / _____ / _____

APPENDIX E
RECIPIENT SURVEY RESPONSES

EXPLANATORY NOTE TO APPENDIX E

This appendix shows the pattern of responses to each question asked in the survey of food stamp-only custodial parents. Questions are identified according to the numbering of the section and question. For example, the item "S2Q4" refers to Section 2, Question 4. Surveys were completed on a total of 414 respondents. For each item, the frequency of responses in unweighted.

For Section 5, we show the responses for the first, second, and third child of a noncustodial parent. The number of responses for additional children was only 37 for a fourth child, 9 for a fifth child, and 1 for a sixth child.

For Section 6, we show the responses for the first support arrangement. Beyond this, only 38 responses were obtained for a second support arrangement.

For Section 7, we show the responses for the first non-support unit. Beyond this, only 40 responses were obtained for a second non-support unit.

For Section 8, Questions 7 through 14, we show the responses for the first and second noncustodial parents. Beyond this, only 13 responses were obtained for a third noncustodial parent.

Section 1

Respondent Marital Status

S1Q2	Frequency	Percent
1	28	6.8
2	97	23.4
3	17	4.1
4	157	37.9
5	112	27.1
9	3	0.7
Total	414	100.0

Respondent Education Completed

S1Q7	Frequency	Percent
01	28	6.8
02	103	24.9
03	133	32.1
04	20	4.8
05	21	5.1
06	9	2.2
07	38	9.2
08	41	9.9
09	8	1.9
10	11	2.7
11	1	0.2
13	1	0.2
Total	414	100.0

Respondent Lives with Partner or as Part of a Couple

S1Q3	Frequency	Percent
1	12	3.1
2	372	96.4
9	2	0.5
Total	386	100.0
Missing	28	

Respondent Ethnicity

S1Q4	Frequency	Percent
1	146	35.3
2	208	50.2
3	49	11.8
4	1	0.2
5	4	1.0
6	6	1.4
Total	414	100.0

Respondent Religion

S1Q5	Frequency	Percent
01	59	14.3
02	291	70.3
04	2	0.5
06	36	8.7
07	22	5.3
98	4	1.0
Total	414	100.0

Respondent Primary Language

S1Q6	Frequency	Percent
1	386	93.2
2	24	5.8
9	4	1.0
Total	414	100.0

Section 2

Respondent Spent Most of Time Last Week

S2Q1	Frequency	Percent
01	197	47.6
02	1	0.2
03	44	10.6
04	96	23.2
05	24	5.8
06	1	0.2
07	29	7.0
08	12	2.9
99	10	2.4
Total	414	100.0

Respondent Last Time Worked for Pay

S2Q4	Frequency	Percent
1	56	31.6
2	38	21.5
3	20	11.3
4	18	10.2
5	40	22.6
6	2	1.1
8	1	0.6
9	2	1.1
Total	177	100.0
Missing	237	

Respondent Worked for Pay Last Week

S2Q2	Frequency	Percent
1	19	8.8
2	190	88.0
9	7	3.2
Total	216	100.0
Missing	198	

S2Q5 Respondent Worked ___ Weeks Last Year

N	Mean	Std Dev	Min	Max
291	39.58	16.71	0	52.00

Respondent Hours Worked Last Week

S2Q2A	Frequency	Percent
1	9	4.0
2	33	14.7
3	44	19.6
4	113	50.4
5	24	10.7
9	1	0.4
Total	224	100.0
Missing	190	

Respondent Years at Main Job

S2Q2B	Frequency	Percent
1	73	32.7
2	45	20.2
3	38	17.0
4	40	17.9
5	26	11.7
9	1	0.4
Total	223	100.0
Missing	191	

Respondent Temporarily Out of Work Last Week

S2Q3	Frequency	Percent
1	14	7.4
2	174	91.6
9	2	1.1
Total	190	100.0
Missing	224	

Section 3

Respondent First Received FS in Own Name

S3Q1	Frequency	Percent
1	69	16.8
2	77	18.8
3	54	13.2
4	48	11.7
5	156	38.0
8	1	0.2
9	5	1.2
Total	410	100.0
Missing	4	

Respondent Succeeded in Being Excused from CSE when Applied for AFDC

S3Q2C	Frequency	Percent
1	5	38.5
2	4	30.8
9	4	30.8
Total	13	100.0
Missing	401	

Respondent FS Spell Length (years)

S3Q1A	Frequency	Percent
1	139	33.9
2	101	24.6
3	49	12.0
4	47	11.5
5	69	16.8
8	2	0.5
9	3	0.7
Total	410	100.0
Missing	414	

Respondent in Subsidized Housing

S3Q3	Frequency	Percent
1	115	27.8
2	299	72.2
Total	414	100.0

Respondent Home Tenure Status

S3Q3A	Frequency	Percent
1	210	70.2
2	52	17.4
3	24	8.0
4	9	3.0
9	4	1.3
Total	299	100.0
Missing	115	

Respondent or Children Ever Received AFDC

S3Q2	Frequency	Percent
1	225	54.3
2	188	45.4
9	1	0.2
Total	414	100.0

Respondent Stopped Receiving AFDC

S3Q2A	Frequency	Percent
1	35	15.6
2	47	20.9
3	28	12.4
4	41	18.2
5	72	32.0
8	1	0.4
9	1	0.4
Total	225	100.0
Missing	189	

Respondent Tried to Get Good Cause Exemption from CSE when Applied for AFDC

S3Q2B	Frequency	Percent
1	11	4.9
2	211	93.4
8	2	0.9
9	2	0.9
Total	226	100.0
Missing	188	

Section 4

Household Received Wages in Last Month

S4Q1A	Frequency	Percent
1	249	60.1
2	163	39.4
9	2	0.5
Total	414	100.0

Household Received Child Support in Last Month

S4Q1B	Frequency	Percent
1	126	30.4
2	287	69.3
9	1	0.2
Total	414	100.0

Household Received Alimony in Last Month

S4Q1C	Frequency	Percent
1	5	1.2
2	408	98.6
9	1	0.2
Total	414	100.0

Household Received Unemployment or Worker's Compensation in Last Month

S4Q1D	Frequency	Percent
1	38	9.2
2	374	90.3
9	2	0.5
Total	414	100.0

Household Received Supplemental Security Income, General Assistance, General Relief, Home Relief in Last Month

S4Q1E	Frequency	Percent
1	33	8.0
2	378	91.3
9	3	0.7
Total	414	100.0

Household Received Social Security Benefits, Including Disability Payments in Last Month

S4Q1F	Frequency	Percent
1	61	14.7
2	349	84.3
9	4	1.0
Total	414	100.0

Household Received Any Other Retirement, Pension, or Disability Benefits in Last Month

S4Q1G	Frequency	Percent
1	7	1.7
2	403	97.3
9	4	1.0
Total	414	100.0

Household Received Any Other Income in Last Month

S4Q1H	Frequency	Percent
1	13	3.1
2	365	88.4
9	35	8.5
Total	413	100.0
Missing	1	

Household Income in Last Year (Estimated)

S4Q2	Frequency	Percent
01	92	22.2
02	91	22.0
03	89	21.5
04	71	17.1
05	27	6.5
06	12	2.9
08	1	0.2
97	1	0.2
98	25	6.0
Total	414	100.0

S4Q2A Respondent Received FS for ___ Months Last Year

N	Mean	Std Dev	Min	Max
403	10.36	2.89	1.00	12.00

Respondent Has Checking Account

S4Q3	Frequency	Percent
1	98	23.7
2	314	75.8
9	2	0.5
Total	414	100.0

**Respondent Checking Account
Balance as of Today**

S4Q3A	Frequency	Percent
1	73	73.0
2	21	21.0
4	1	1.0
9	5	5.0
Total	100	100.0
Missing	314	

Respondent Has Savings Account

S4Q4	Frequency	Percent
1	49	11.8
2	363	87.7
9	2	0.5
Total	414	100.0

**Respondent Savings Account
Balance as of Today**

S4Q4A	Frequency	Percent
1	38	74.5
2	8	15.7
3	1	2.0
4	1	2.0
9	3	5.9
Total	51	100.0
Missing	363	

Respondent Owns Car

S4Q5	Frequency	Percent
1	186	44.9
2	225	54.3
9	3	0.7
Total	414	100.0

**Section 5
Responses for First Child**

**First Child's Other Parent Lives
In or Out of State**

S5Q101C	Frequency	Percent
1	258	63.1
2	99	24.2
7	1	0.2
8	51	12.5
Total	409	100.0
Missing	5	

**First Child's Other Parent
Employment Status**

S5Q101G	Frequency	Percent
1	173	42.3
2	72	17.6
8	162	39.6
9	2	0.5
Total	409	100.0
Missing	5	

**First Child's Other Parent Distance
Away from Child**

S5Q101D	Frequency	Percent
1	96	26.8
2	91	25.4
3	19	5.3
4	110	30.7
7	1	0.3
8	40	11.2
9	1	0.3
Total	358	100.0
Missing	56	

**First Child's Other Parent
Earnings in Last Year**

S5Q101H	Frequency	Percent
01	13	3.2
02	4	1.0
03	8	2.0
04	8	2.0
05	6	1.5
06	14	3.4
07	7	1.7
08	17	4.2
97	3	0.7
98	324	79.2
99	5	1.2
Total	409	100.0
Missing	5	

First Child's Other Parent Ethnicity

S5Q101E	Frequency	Percent
1	134	32.8
2	208	50.9
3	52	12.7
5	4	1.0
6	7	1.7
9	4	1.0
Total	409	100.0
Missing	5	

**First Child's Custodial Parent
Marital Status with Other Parent
at Child's Birth**

S5Q101I	Frequency	Percent
1	168	41.1
2	24	5.9
3	3	0.7
4	57	13.9
5	152	37.2
8	5	1.2
Total	409	100.0
Missing	5	

**First Child's Other Parent
Education Completed**

S5Q101F	Frequency	Percent
01	19	4.6
02	100	24.4
03	161	39.4
04	5	1.2
05	4	1.0
06	3	0.7
07	22	5.4
08	16	3.9
09	2	0.5
10	16	3.9
11	3	0.7
12	1	0.2
98	56	13.7
99	1	0.2
Total	409	100.0
Missing	5	

**First Child's Other Parent
Paternity Established**

S5Q101J	Frequency	Percent
1	74	34.6
2	127	59.3
3	4	1.9
7	1	0.5
9	8	3.7
Total	214	100.0
Missing	200	

First Child's Custodial Parent Current Marital Status with Other Parent

S5Q101K	Frequency	Percent
1	59	14.4
2	156	38.1
3	177	43.3
4	1	0.2
8	10	2.4
9	6	1.5

First Child's Custodial Parent Relationship with Other Parent Now

S5Q101P	Frequency	Percent
1	46	11.2
2	109	26.7
3	55	13.4
4	24	5.9
5	27	6.6
6	135	33.0

Missing 5

8	10	2.4
9	1	0.2
Total	409	100.0
Missing	5	

First Child's Custodial Parent Relationship Length with Other Parent

S5Q101M	Frequency	Percent
1	8	2.0
2	40	9.8
3	55	13.4
4	107	26.2
5	168	41.1
6	13	3.2
7	1	0.2
8	17	4.2
Total	409	100.0
Missing	5	

First Child's Other Parent Current Marital Status

S5Q101Q	Frequency	Percent
1	79	19.3
2	50	12.2
4	64	15.6
5	24	5.9
6	56	13.7
7	1	0.2
8	133	32.5
9	2	0.5
Total	409	100.0
Missing	5	

Length of Time Since First Child's Custodial Parent Relationship with Other Parent Ended

S5Q101N	Frequency	Percent
1	23	5.9
2	58	14.9
3	79	20.4
4	214	55.2
7	1	0.3
8	13	3.4
Total	388	100.0
Missing	26	

First Child's Other Parent Lives with Another Partner

S5Q101R	Frequency	Percent
1	27	8.8
2	107	34.7
7	1	0.3
8	166	53.9
9	7	2.3
Total	308	100.0
Missing	106	

First Child's Custodial Parent Relationship with Other Parent When Ended

S5Q101O	Frequency	Percent
1	31	8.0
2	103	26.5
3	74	19.1
4	73	18.8
5	84	21.6
7	2	0.5
8	20	5.2
9	1	0.3
Total	388	100.0
Missing	26	

First Child's Other Parent Has Other Child(ren)

S5Q101S	Frequency	Percent
1	159	38.9
2	169	41.3
8	77	18.8
9	4	1.0
Total	409	100.0
Missing	5	

How Often First Child Has Seen Other Parent in Last Year

S5Q101T	Frequency	Percent
01	27	6.6
02	32	7.8
03	26	6.4
04	45	11.0
05	70	17.1
06	44	10.8
07	152	37.2
98	9	2.2
99	4	1.0
Total	409	100.0
Missing	5	

First Child's Substitute Parent Relationship to Custodial Parent

S5Q101X	Frequency	Percent
01	60	41.1
02	12	8.2
03	19	13.0
04	18	12.3
05	9	6.2
06	8	5.5
07	16	11.0
99	4	2.7
Total	146	100.0
Missing	268	

How Often First Child Has Spoken to Other Parent on Phone in Last Year

S5Q101U	Frequency	Percent
01	28	6.8
02	35	8.6
03	24	5.9
04	33	8.1
05	65	15.9
06	23	5.6
07	183	44.7
98	16	3.9
99	2	0.5
Total	409	100.0
Missing	5	

First Child's Other Parent Ever Paid Child Support

S5Q101Y	Frequency	Percent
1	190	46.5
2	218	53.3
9	1	0.2
Total	409	100.0
Missing	5	

When First Child Last Saw Other Parent

S5Q101V	Frequency	Percent
1	113	27.6
2	57	13.9
3	76	18.6
4	115	28.1
5	36	8.8
8	9	2.2
9	3	0.7
Total	409	100.0
Missing	5	

First Child's Other Parent Paid Child Support in Last 12 Months

S5Q101Z	Frequency	Percent
1	128	67.0
2	52	27.2
9	11	5.8
Total	191	100.0
Missing	223	

First Child Covered by Child Support Order

S5Q101AA	Frequency	Percent
1	180	44.0
2	227	55.5
9	2	0.5
Total	409	100.0
Missing	5	

First Child Has Substitute Parent

S5Q101W	Frequency	Percent
1	143	35.0
2	263	64.3
8	1	0.2
9	2	0.5
Total	409	100.0
Missing	5	

**Section 5:
Responses for Second Child**

**Second Child's Other Parent Lives
In or Out of State**

S5Q102C	Frequency	Percent
1	59	65.6
2	17	18.9
8	13	14.4
9	1	1.1
Total	90	100.0
Missing	324	

**Second Child's Other Parent
Employment Status**

S5Q102G	Frequency	Percent
1	35	38.9
2	18	20.0
8	35	38.9
9	2	2.2
Total	90	100.0
Missing	324	

**Second Child's Other Parent Distance
Away from Child**

S5Q102D	Frequency	Percent
1	22	28.6
2	18	23.4
3	2	2.6
4	22	28.6
8	11	14.3
9	2	2.6
Total	77	100.0
Missing	337	

**Second Child's Other Parent
Earnings in Last Year**

S5Q102H	Frequency	Percent
01	2	2.2
02	1	1.1
03	1	1.1
04	2	2.2
05	1	1.1
06	3	3.3
07	1	1.1
08	1	1.1
97	2	2.2
98	71	78.9
99	5	5.6
Total	90	100.0
Missing	324	

Second Child's Other Parent Ethnicity

S5Q102E	Frequency	Percent
1	18	20.0
2	60	66.7
3	9	10.0
4	1	1.1
5	1	1.1
9	1	1.1
Total	90	100.0
Missing	324	

**Second Child's Custodial Parent Marital
Status with Other Parent at Child's Birth**

S5Q102I	Frequency	Percent
1	114	44.7
2	17	6.7
3	3	1.2
4	37	14.5
5	74	29.0
8	1	0.4
9	9	3.5
Total	255	100.0
Missing	159	

**Second Child's Other Parent
Education Completed**

S5Q102F	Frequency	Percent
01	4	4.4
02	17	18.9
03	42	46.7
04	1	1.1
07	3	3.3
08	2	2.2
98	20	22.2
99	1	1.1
Total	90	100.0
Missing	324	

**Second Child's Other Parent
Paternity Established**

S5Q102J	Frequency	Percent
1	38	31.4
2	67	55.4
3	4	3.3
9	12	9.9
Total	121	100.0
Missing	293	

Second Child's Custodial Parent Current Marital Status with Other Parent

S5Q102K	Frequency	Percent
1	41	16.1
2	90	35.3
3	92	36.1
8	4	1.6
9	28	11.0
Total	255	100.0
Missing	159	

Second Child's Custodial Parent Relationship with Other Parent Now

S5Q102P	Frequency	Percent
1	16	17.8
2	25	27.8
3	10	11.1
4	4	4.4
5	7	7.8
6	23	25.6
8	5	5.6
Total	90	100.0
Missing	324	

Second Child's Custodial Parent Relationship Length with Other Parent

S5Q102M	Frequency	Percent
1	8	8.9
2	12	13.3
3	14	15.6
4	22	24.4
5	21	23.3
6	7	7.8
8	6	6.7
Total	90	100.0
Missing	324	

Second Child's Other Parent Current Marital Status

S5Q102Q	Frequency	Percent
1	12	13.3
2	14	15.6
4	7	7.8
5	3	3.3
6	18	20.0
8	35	38.9
9	1	1.1
Total	90	100.0
Missing	324	

Length of Time Since Second Child's Custodial Parent Relationship with Other Parent Ended

S5Q102N	Frequency	Percent
1	9	12.0
2	15	20.0
3	15	20.0
4	31	41.3
8	5	6.7
Total	75	100.0
Missing	339	

Second Child's Other Parent Lives with Another Partner

S5Q102R	Frequency	Percent
1	8	10.7
2	28	37.3
8	37	49.3
9	2	2.7
Total	75	100.0
Missing	339	

Second Child's Custodial Parent Relationship with Other Parent When Ended

S5Q102O	Frequency	Percent
1	10	13.3
2	26	34.7
3	9	12.0
4	13	17.3
5	12	16.0
8	5	6.7
Total	75	100.0
Missing	339	

Second Child's Other Parent Has Other Child(ren)

S5Q102S	Frequency	Percent
1	36	40.0
2	33	36.7
8	19	21.1
9	2	2.2
Total	90	100.0
Missing	324	

**How Often Second Child Has Seen
Other Parent in Last Year**

S5Q102T	Frequency	Percent
01	24	9.4
02	38	14.9
03	13	5.1
04	32	12.5
05	39	15.3
06	21	8.2
07	82	32.2
98	5	2.0
99	1	0.4
Total	255	100.0
Missing	159	

**How Often Second Child Has Spoken to
Other Parent on Phone in Last Year**

S5Q102U	Frequency	Percent
01	28	11.0
02	24	9.4
03	21	8.2
04	18	7.1
05	39	15.3
06	9	3.5
07	109	42.7
98	7	2.7
Total	255	100.0
Missing	159	

When Second Child Last Saw Other Parent

S5Q102V	Frequency	Percent
1	89	34.9
2	34	13.3
3	41	16.1
4	52	20.4
5	26	10.2
8	7	2.7
9	6	2.4
Total	255	100.0
Missing	159	

Second Child Has Substitute Parent

S5Q102W	Frequency	Percent
1	66	25.9
2	189	74.1
Total	255	100.0
Missing	159	

**Second Child's Substitute Parent
Relationship to Custodial Parent**

S5Q102X	Frequency	Percent
01	24	36.4
02	1	1.5
03	9	13.6
04	7	10.6
05	8	12.1
06	3	4.5
07	10	15.2
99	4	6.1
Total	66	100.0
Missing	348	

**Second Child's Other Parent
Ever Paid Child Support**

S5Q102Y	Frequency	Percent
1	120	47.1
2	131	51.4
9	4	1.6
Total	255	100.0
Missing	159	

**Second Child's Other Parent Paid
Child Support in Last 12 months**

S5Q102Z	Frequency	Percent
1	83	66.9
2	30	24.2
9	11	8.9
Total	124	100.0
Missing	290	

**Second Child Covered by Child
Support Order**

S5Q102AA	Frequency	Percent
1	118	46.3
2	134	52.5
9	3	1.2
Total	255	100.0
Missing	159	

**Section 5:
Responses for Third Child**

**Third Child's Other Parent Lives
In or Out of State**

S5Q103C	Frequency	Percent
1	22	66.7
2	6	18.2
8	5	15.2
Total	33	100.0
Missing	381	

**Third Child's Other Parent
Employment Status**

S5Q103G	Frequency	Percent
1	14	42.4
2	5	15.2
8	13	39.4
9	1	3.0
Total	33	100.0
Missing	381	

**Third Child's Other Parent
Distance Away from Child**

S5Q103D	Frequency	Percent
1	10	35.7
2	6	21.4
3	3	10.7
4	5	17.9
8	3	10.7
9	1	3.6
Total	28	100.0
Missing	386	

**Third Child's Other Parent
Earnings Last Year**

S5Q103H	Frequency	Percent
01	1	3.0
03	1	3.0
06	2	6.1
07	2	6.1
98	24	72.7
99	3	9.1
Total	33	100.0
Missing	381	

Third Child's Other Parent Ethnicity

S5Q103E	Frequency	Percent
1	8	24.2
2	22	66.7
3	2	6.1
9	1	3.0
Total	33	100.0
Missing	381	

**Third Child's Custodial Parent
Marital Status with Other Parent
at Child's Birth**

S5Q103I	Frequency	Percent
1	54	47.4
2	6	5.3
3	1	0.9
4	11	9.6
5	36	31.6
9	6	5.3
Total	114	100.0
Missing	300	

**Third Child's Other Parent
Education Completed**

S5Q103F	Frequency	Percent
02	3	9.1
03	13	39.4
05	2	6.1
07	2	6.1
08	3	9.1
10	2	6.1
11	1	3.0
98	6	18.2
99	1	3.0
Total	33	100.0
Missing	381	

**Third Child's Other Parent
Paternity Established**

S5Q103J	Frequency	Percent
1	22	41.5
2	27	50.9
9	4	7.5
Total	53	100.0
Missing	361	

Third Child's Custodial Parent Current Marital Status with Other Parent

S5Q103K	Frequency	Percent
1	28	24.6
2	31	27.2
3	39	34.2
8	4	3.5
9	12	10.5
Total	114	100.0
Missing	300	

Third Child's Custodial Parent Relationship with Other Parent Now

S5Q103P	Frequency	Percent
1	5	15.2
2	9	27.3
3	5	15.2
4	2	6.1
5	2	6.1
6	9	27.3
8	1	3.0
Total	33	100.0
Missing	381	

Third Child's Custodial Parent Relationship Length with Other Parent

S5Q103M	Frequency	Percent
1	3	9.1
2	5	15.2
3	4	12.1
4	10	30.3
5	8	24.2
6	1	3.0
8	2	6.1
Total	33	100.0
Missing	381	

Third Child's Other Parent Current Marital Status

S5Q103Q	Frequency	Percent
1	3	9.1
2	5	15.2
4	4	12.1
5	1	3.0
6	6	18.2
8	14	42.4
Total	33	100.0
Missing	381	

Length of Time Since Third Child's Custodial Parent Relationship with Other Parent Ended

S5Q103N	Frequency	Percent
1	2	6.9
2	8	27.6
3	5	17.2
4	12	41.4
8	2	6.9
Total	29	100.0
Missing	385	

Third Child's Other Parent Lives with Another Partner

S5Q103R	Frequency	Percent
1	1	3.4
2	8	27.6
8	16	55.2
9	4	13.8
Total	29	100.0
Missing	385	

Third Child's Custodial Parent Relationship with Other Parent When Ended

S5Q103O	Frequency	Percent
1	5	17.2
2	10	34.5
3	5	17.2
4	5	17.2
5	3	10.3
8	1	3.4
Total	29	100.0
Missing	385	

Third Child's Other Parent Has Other Child(ren)

S5Q103S	Frequency	Percent
1	9	27.3
2	12	36.4
8	12	36.4
Total	33	100.0
Missing	381	

How Often Third Child Has Seen Other Parent in Last Year

S5Q103T	Frequency	Percent
01	11	9.6
02	20	17.5
03	9	7.9
04	15	13.2
05	20	17.5
06	6	5.3
07	31	27.2
98	1	0.9
99	1	0.9
Total	114	100.0
Missing	300	

How Often Third Child Has Spoken to Other Parent on Phone in Last Year

S5Q103U	Frequency	Percent
01	13	11.4
02	12	10.5
03	9	7.9
04	6	5.3
05	16	14.0
06	4	3.5
07	50	43.9
98	4	3.5
Total	114	100.0
Missing	300	

Third Child's Other Parent Paid Child Support in Last 12 months

S5Q103Z	Frequency	Percent
1	41	75.9
2	9	16.7
9	4	7.4
Total	54	100.0
Missing	360	

When Third Child Last Saw Other Parent

S5Q103V	Frequency	Percent
1	47	41.2
2	18	15.8
3	17	14.9
4	21	18.4
5	8	7.0
8	2	1.8
9	1	0.9
Total	114	100.0
Missing	300	

Third Child Covered by Child Support Order

S5Q103AA	Frequency	Percent
1	52	45.6
2	58	50.9
9	4	3.5
Total	114	100.0
Missing	300	

Third Child Has Substitute Parent

S5Q103W	Frequency	Percent
1	22	19.3
2	91	79.8
8	1	0.9
Total	114	100.0
Missing	300	

Third Child's Substitute Parent Relationship to Custodial Parent

S5Q103X	Frequency	Percent
01	8	34.8
03	4	17.4
04	2	8.7
05	3	13.0
06	2	8.7
07	2	8.7
99	2	8.7
Total	23	100.0
Missing	391	

Third Child's Other Parent Ever Paid Child Support

S5Q103Y	Frequency	Percent
1	53	46.5
2	60	52.6
9	1	0.9
Total	114	100.0
Missing	300	

Section 6
Responses for First Support Arrangement

First Support Arrangement Ordered (Year)

S6Q3B01	Frequency	Percent
74	1	0.5
75	1	0.5
76	2	1.0
77	4	2.0
78	5	2.6
79	4	2.0
80	7	3.6
81	7	3.6
82	9	4.6
83	16	8.2
84	3	1.5
85	11	5.6
86	5	2.6
87	14	7.1
88	14	7.1
89	15	7.7
90	20	10.2
91	19	9.7
92	26	13.3
93	4	2.0
98	6	3.1
99	3	1.5
Total	196	100.0
Missing	218	

First Support Arrangement Amount Ever Changed

S6Q3C01	Frequency	Percent
1	39	19.9
2	150	76.5
8	6	3.1
9	1	0.5
Total	196	100.0
Missing	218	

First Support Arrangement Should be Increased

S6Q3E01	Frequency	Percent
1	122	62.2
2	53	27.0
8	19	9.7
9	2	1.0
Total	196	100.0
Missing	218	

First Support Arrangement Includes Health Insurance

S6Q3F01	Frequency	Percent
1	81	41.3
2	104	53.1
8	10	5.1
9	1	0.5
Total	196	100.0
Missing	218	

First Support Arrangement Children Actually Receive Health Insurance

S6Q3G01	Frequency	Percent
1	26	28.3
2	57	62.0
8	8	8.7
9	1	1.1
Total	92	100.0
Missing	322	

How Regularly First Support Arrangement Received Payments in Last Year

S6Q3H01	Frequency	Percent
1	45	23.0
2	39	19.9
3	11	5.6
4	20	10.2
5	78	39.8
6	1	0.5
9	2	1.0
Total	196	100.0
Missing	218	

S6Q3I01 First Support Arrangement \$ Supposed to Receive Last Month

N	Mean	Std Dev	Min	Max
185	228.16	190.63	0	1500.00

S6Q3J01 First Support Arrangement \$ Actually Received Last Month

N	Mean	Std Dev	Min	Max
190	146.18	218.97	0	1200.00

S6Q3K01 First Support Arrangement \$ Supposed to Receive Last 6 Month

N	Mean	Std Dev	Min	Max
181	1357.07	1199.60	0	7680.00

**S6Q3L01 First Support Arrangement \$ Actually
Received Last 6 Months**

N	Mean	Std Dev	Min	Max
187	826.47	1290.61	0	7680.00

**First Support Arrangement
Visits Generally Followed**

S6Q3Q01	Frequency	Percent
1	71	41.5
2	87	50.9
8	8	4.7
9	5	2.9
Total	171	100.0
Missing	243	

**First Support Arrangement Money
Withheld from Other Parent Paycheck**

S6Q3M01	Frequency	Percent
1	80	40.8
2	98	50.0
8	16	8.2
9	2	1.0
Total	196	100.0
Missing	218	

**How First Support Arrangement
Payments Made**

S6Q3N01	Frequency	Percent
1	52	26.5
2	134	68.4
8	1	0.5
9	9	4.6
Total	196	100.0
Missing	218	

**First Support Arrangement Most
Recent Custody Arrangement**

S6Q3001	Frequency	Percent
01	8	4.1
02	15	7.7
03	2	1.0
04	152	77.6
05	2	1.0
06	3	1.5
07	4	2.0
98	8	4.1
99	2	1.0
Total	196	100.0
Missing	218	

**First Support Arrangement
Most Recent Visitation Arrangement**

S6Q3P01	Frequency	Percent
1	25	12.8
2	69	35.2
3	77	39.3
4	1	0.5
5	5	2.6
6	7	3.6
8	9	4.6
9	3	1.5
Total	196	100.0
Missing	218	

**Section 7
Responses for First Non-Support Unit**

**First Non-Support Unit Reason
for Non-Support**

S7Q3801	Frequency	Percent
1	28	10.5
2	143	53.6
3	59	22.1
4	34	12.7
9	3	1.1
Total	267	100.0
Missing	147	

**First Non-Support Unit Fourth
Circled Response for Why No Court-
Ordered Support Agreement Wanted**

S7Q34D01	Frequency	Percent
04	1	25.0
07	1	25.0
08	2	50.0
Total	4	100.0
Missing	410	

**First Non-Support Unit First
Circled Response for Why No Court-
Ordered Support Agreement Wanted**

S7Q31D01	Frequency	Percent
01	45	25.0
02	1	0.6
03	32	17.8
04	7	3.9
05	21	11.7
06	4	2.2
07	2	1.1
08	25	13.9
09	25	13.9
98	5	2.8
99	13	7.2
Total	180	100.0
Missing	234	

**First Non-Support Unit Fifth
Circled Response for Why No Court-
Ordered Support Agreement Wanted**

S7Q35D01	Frequency	Percent
09	1	100.0
Total	1	100.0
Missing	413	

**First Non-Support Unit First Circled
Reason for Why Not Able to Obtain
Court-Ordered Support Agreement**

S7Q31F01	Frequency	Percent
01	1	1.7
02	7	11.7
03	25	41.7
04	5	8.3
05	7	11.7
06	5	8.3
07	5	8.3
98	2	3.3
99	3	5.0
Total	60	100.0
Missing	354	

**First Non-Support Unit Second
Circled Response for Why No Court-
Ordered Support Agreement Wanted**

S7Q32D01	Frequency	Percent
02	11	20.8
03	1	1.9
04	3	5.7
05	15	28.3
06	2	3.8
07	4	7.5
08	14	26.4
09	3	5.7
Total	53	100.0
Missing	361	

**First Non-Support Unit Second Circled
Reason for Why Not Able to Obtain
Court-Ordered Support Agreement**

S7Q32F01	Frequency	Percent
03	2	7.1
04	7	25.0
05	6	21.4
06	13	46.4
Total	28	100.0
Missing	386	

**First Non-Support Unit Third
Circled Response for Why No Court-
Ordered Support Agreement Wanted**

S7Q33D01	Frequency	Percent
03	1	10.0
05	2	20.0
06	4	40.0
07	2	20.0
08	1	10.0
Total	10	100.0
Missing	404	

**First Non-Support Unit Third Circled
Reason for Why Not Able to Obtain
Court-Ordered Support Agreement**

S7Q33F01	Frequency	Percent
05	3	25.0
06	8	66.7
07	1	8.3
Total	12	100.0
Missing	402	

**First Non-Support Unit Fourth Circled
Reason for Why not Able to Obtain
Court-Ordered Support Agreement**

S7Q34F01	Frequency	Percent
06	3	100.0
Total	3	100.0
Missing	411	

Section 8

**Respondent Ever Contacted CSA
for Any Children**

S8Q1	Frequency	Percent
1	175	42.3
2	239	57.7
Total	414	100.0

CSA Helped Locate Other Parent

S8Q1A1	Frequency	Percent
1	56	32.0
2	108	61.7
9	11	6.3
Total	175	100.0
Missing	239	

CSA Helped Establish Paternity

S8Q1A2	Frequency	Percent
1	44	25.1
2	118	67.4
9	13	7.4
Total	175	100.0
Missing	239	

**CSA Helped Establish Support
Obligation**

S8Q1A3	Frequency	Percent
1	81	46.3
2	82	46.9
9	12	6.9
Total	175	100.0
Missing	239	

**CSA Helped Change Existing
Support Order**

S8Q1A4	Frequency	Percent
1	30	17.1
2	131	74.9
9	14	8.0
Total	175	100.0
Missing	239	

CSA Helped Obtain Collections

S8Q1A5	Frequency	Percent
1	66	37.7
2	95	54.3
9	14	8.0
Total	175	100.0
Missing	239	

CSE Helped Obtain Health Insurance

S8Q1A6	Frequency	Percent
1	31	17.7
2	128	73.1
9	16	9.1
Total	175	100.0
Missing	239	

CSA Helped in Another Way

S8Q1A7	Frequency	Percent
1	1	0.6
2	117	66.9
9	57	32.6
Total	175	100.0
Missing	239	

CSA Did Not Provide Help

S8Q1A8	Frequency	Percent
1	67	38.3
2	84	48.0
9	24	13.7
Total	175	100.0
Missing	239	

**Learned About CSA through
AFDC Caseworker**

S8Q201	Frequency	Percent
01	63	100.0
Total	63	100.0
Missing	351	

**Learned About CSA through
FS Caseworker**

S8Q202	Frequency	Percent
02	41	100.0
Total	41	100.0
Missing	373	

**Learned About CSA through Another
Agency or Social Services Worker**

S8Q203	Frequency	Percent
03	15	100.0
Total	15	100.0
Missing	399	

**Learned About CSA through
Relative or Friend**

S8Q204	Frequency	Percent
04	42	100.0
Total	42	100.0
Missing	372	

Learned About CSA through Lawyer

S8Q205	Frequency	Percent
05	6	100.0
Total	6	100.0
Missing	408	

Learned About CSA on Own

S8Q206	Frequency	Percent
06	14	100.0
Total	14	100.0
Missing	400	

Learned About CSA from Media

S8Q207	Frequency	Percent
07	6	100.0
Total	6	100.0
Missing	408	

**Learned About CSA from Court
or District Attorney's Office**

S8Q208	Frequency	Percent
08	10	100.0
Total	10	100.0
Missing	404	

Learned About CSA Another Way

S8Q209	Frequency	Percent
09	7	100.0
Total	7	100.0
Missing	407	

**First Contact with CSA Required
to Receive AFDC or Medicaid**

S8Q3	Frequency	Percent
1	94	53.7
2	80	45.7
8	1	0.6
Total	175	100.0
Missing	239	

**Reason for First Contact with CSA:
Nowhere Else to Go**

S8Q401	Frequency	Percent
01	29	96.7
99	1	3.3
Total	30	100.0
Missing	384	

**Reason for First Contact with CSA:
Least Expensive Way to Get Needed
Help**

S8Q402	Frequency	Percent
02	28	100.0
Total	28	100.0
Missing	386	

**Reason for First Contact with CSA:
Thought Government Agency Would Be
More Successful in Helping Obtain
Child Support**

S8Q403	Frequency	Percent
03	17	100.0
Total	17	100.0
Missing	397	

**Reason for First Contact with CSA:
Thought Government Agency Would
Be Quicker in Helping Obtain
Child Support**

S8Q404	Frequency	Percent
04	6	100.0
Total	6	100.0
Missing	408	

**Reason for First Contact with CSA:
Recommended by Lawyer**

S8Q405	Frequency	Percent
05	1	100.0
Total	1	100.0
Missing	413	

**Reason for First Contact with CSA:
Recommended by Caseworker**

S8Q406	Frequency	Percent
06	8	100.0
Total	8	100.0
Missing	406	

**Reason for First Contact with CSA:
Recommended by Relative or Friend**

S8Q407	Frequency	Percent
07	6	100.0
Total	6	100.0
Missing	408	

**Reason for First Contact with CSA:
Recommended by Court or District
Attorney's Office**

S8Q408	Frequency	Percent
Missing	414	

**Reason for First Contact with CSA:
Other Reason 1**

S8Q409	Frequency	Percent
09	5	100.0
Total	5	100.0
Missing	409	

**Reason for First Contact with CSA:
Other Reason 2**

S8Q410	Frequency	Percent
Missing	414	

CSA Charged One-Time Registration Fee

S8Q5	Frequency	Percent
1	43	24.6
2	131	74.9
8	1	0.6
Total	175	100.0
Missing	239	

S8Q5A CSA Registration Fee Amount

N	Mean	Std Dev	Min	Maximum
38	20.40	19.33	5.00	120.00

**Check CSA Contact for Child
Under 18 Receiving FS Now**

S8Q6	Frequency	Percent
1	172	98.3
2	3	1.7
Total	175	100.0
Missing	239	

**First Other Parent: Respondent
Contacted CSA for Child(ren)
of First Other Parent**

S8Q701	Frequency	Percent
1	138	80.2
2	32	18.6
9	2	1.2
Total	172	100.0
Missing	242	

**First Other Parent: Respondent
Already Had Child Support Order
at First CSA Contact**

S8Q801	Frequency	Percent
1	53	37.9
2	86	61.4
9	1	0.7
Total	140	100.0
Missing	274	

**First Other Parent: Respondent
Already Receiving Child Support
Payments Regularly at First
CSA Contact**

S8Q901	Frequency	Percent
1	9	16.7
2	44	81.5
9	1	1.9
Total	54	100.0
Missing	360	

**First Other Parent:
Whereabouts Known by Respondent**

S8Q901A	Frequency	Percent
1	31	68.9
2	13	28.9
9	1	2.2
Total	45	100.0
Missing	369	

**First Other Parent: Medical Support
Included in Child Support Order**

S8Q1001	Frequency	Percent
1	28	51.9
2	25	46.3
9	1	1.9
Total	54	100.0
Missing	360	

**First Other Parent: Respondent
Actually Received Medical Support**

S8Q1001A	Frequency	Percent
1	6	20.7
2	22	75.9
9	1	3.4
Total	29	100.0
Missing	385	

**First Other Parent: Number of
Children for Whom Respondent
Contacted CSA**

S8Q1501	Frequency	Percent
1	54	88.5
2	1	1.6
9	6	9.8
Total	61	100.0
Missing	353	

**First Other Parent: First CSA
Contact to Change Child Support Order**

S8Q1101	Frequency	Percent
1	10	18.5
2	43	79.6
9	1	1.9
Total	54	100.0
Missing	360	

**Second Other Parent: Respondent
Contacted CSA for Child(ren)
of Second Other Parent**

S8Q702	Frequency	Percent
1	33	60.0
2	20	36.4
8	1	1.8
9	1	1.8
Total	55	100.0
Missing	359	

**First Other Parent: Paternity
Established at First CSA Contact**

S8Q1201	Frequency	Percent
1	35	40.2
2	26	29.9
9	26	29.9
Total	87	100.0
Missing	327	

**Second Other Parent: Respondent
Already Had Child Support Order
at First CSA Contact**

S8Q802	Frequency	Percent
1	11	31.4
2	22	62.9
8	1	2.9
9	1	2.9
Total	35	100.0
Missing	379	

**First Other Parent: Whereabouts
Known by Respondent at First
CSA Contact**

S8Q1301	Frequency	Percent
1	49	56.3
2	33	37.9
9	5	5.7
Total	87	100.0
Missing	327	

**Second Other Parent: Respondent
Already Receiving Child Support
Payments Regularly at First
CSA Contact**

S8Q902	Frequency	Percent
2	11	84.6
8	1	7.7
9	1	7.7
Total	13	100.0
Missing	401	

**First Other Parent: Expenses
for Registration with CSA
Other than Agency Fee**

S8Q1401	Frequency	Percent
1	43	30.7
2	96	68.6
9	1	0.7
Total	140	100.0
Missing	274	

**Second Other Parent: Whereabouts
Known by Respondent**

S8Q902A	Frequency	Percent
1	7	53.8
2	4	30.8
8	1	7.7
9	1	7.7
Total	13	100.0
Missing	401	

**S8Q1401A First Other Parent: Amount of Other
Expenses for CSA Registration**

N	Mean	Std Dev	Min	Max
37	82.03	95.13	1.00	400.00

Second Other Parent: Medical Support Included in Child Support Order

S8Q1002	Frequency	Percent
1	5	38.5
2	6	46.2
8	1	7.7
9	1	7.7
Total	13	100.0
Missing	401	

Second Other Parent: Respondent Actually Received Medical Support

S8Q1002A	Frequency	Percent
1	1	14.3
2	5	71.4
9	1	14.3
Total	7	100.0
Missing	407	

Second Other Parent: First CSA Contact to Change Child Support Order

S8Q1102	Frequency	Percent
1	3	23.1
2	8	61.5
8	1	7.7
9	1	7.7
Total	13	100.0
Missing	401	

Second Other Parent: Paternity Established at First CSA Contact

S8Q1202	Frequency	Percent
1	6	25.0
2	11	45.8
8	1	4.2
9	6	25.0
Total	24	100.0
Missing	390	

Second Other Parent: Whereabouts Known by Respondent at First CSA Contact

S8Q1302	Frequency	Percent
1	11	45.8
2	11	45.8
8	1	4.2
9	1	4.2
Total	24	100.0
Missing	390	

Second Other Parent: Expenses for Registration with CSA Other Than Agency Fee

S8Q1402	Frequency	Percent
1	9	25.7
2	23	65.7
8	1	2.9
9	2	5.7
Total	35	100.0
Missing	379	

S8Q1402A Second Other Parent: Amount of Other Expenses for CSA Registration

N	Mean	Std Dev	Min	Max
9	51.78	69.96	5.00	200.00

Second Other Parent: Number of Children for Whom Respondent Contacted CSA

S8Q1502	Frequency	Percent
1	8	72.7
8	1	9.1
9	2	18.2
Total	11	100.0
Missing	403	

Respondent Heard of Local CSA

S8Q18	Frequency	Percent
1	144	60.3
2	94	39.3
9	1	0.4
Total	239	100.0
Missing	175	

Respondent Would Like Help from Local CSA

S8Q19	Frequency	Percent
1	65	27.2
2	159	66.5
8	14	5.9
9	1	0.4
Total	239	100.0
Missing	175	

First Circled Service with which Respondent Would Like Help

S8Q2001	Frequency	Percent
01	32	48.5
02	9	13.6
03	3	4.5
04	17	25.8
06	1	1.5
07	2	3.0
98	1	1.5
99	1	1.5
Total	66	100.0
Missing	348	

Second Circled Service with which Respondent Would Like Help

S8Q2002	Frequency	Percent
02	20	45.5
03	4	9.1
04	7	15.9
05	8	18.2
06	5	11.4
Total	44	100.0
Missing	370	

Third Circled Service with which Respondent Would Like Help

S8Q2003	Frequency	Percent
03	7	26.9
04	5	19.2
05	4	15.4
06	10	38.5
Total	26	100.0
Missing	388	

Fourth Circled Service with which Respondent Would Like Help

S8Q2004	Frequency	Percent
04	4	36.4
05	1	9.1
06	6	54.5
Total	11	100.0
Missing	403	

Fifth Circled Service with which Respondent Would Like Help

S8Q2005	Frequency	Percent
05	2	40.0
06	3	60.0
Total	5	100.0
Missing	409	

Sixth Circled Service with which Respondent Would Like Help

S8Q2006	Frequency	Percent
06	2	100.0
Total	2	100.0
Missing	412	

Interviewer Check Whether Respondent Heard of Local CSA

S8Q21	Frequency	Percent
1	147	61.5
2	91	38.1
9	1	0.4
Total	239	100.0
Missing	175	

First Circled Way Respondent Heard of CSA

S8Q2201	Frequency	Percent
01	27	18.2
02	31	20.9
03	11	7.4
04	42	28.4
05	2	1.4
06	5	3.4
07	15	10.1
08	7	4.7
09	7	4.7
99	1	0.7
Total	148	100.0
Missing	266	

Second Circled Way Respondent Heard of CSA

S8Q2202	Frequency	Percent
02	4	13.3
03	1	3.3
04	13	43.3
05	1	3.3
06	2	6.7
07	5	16.7
08	2	6.7
09	2	6.7
Total	30	100.0
Missing	384	

Third Circled Way Respondent Heard of CSA

S8Q2203	Frequency	Percent
04	1	16.7
06	1	16.7
07	3	50.0
08	1	16.7
Total	6	100.0
Missing	408	

**Fourth Circled Way Respondent
Heard of CSA**

S8Q2204	Frequency	Percent
07	1	100.0
Total	1	100.0
Missing	413	

Closest Reason for not using CSA

S8Q24	Frequency	Percent
01	70	47.3
02	25	16.9
03	21	14.2
04	24	16.2
09	2	1.4
99	6	4.1
Total	148	100.0
Missing	266	

**Respondent Knows CSA Can
Collect Support**

S8Q251A	Frequency	Percent
1	117	79.1
2	27	18.2
9	4	2.7
Total	148	100.0
Missing	266	

**Respondent Thinks CSA Succeeds
in Collecting Support**

S8Q251B	Frequency	Percent
1	49	40.5
2	67	55.4
9	5	4.1
Total	121	100.0
Missing	293	

**Respondent Knows CSA Can
Order Health Insurance**

S8Q252A	Frequency	Percent
1	63	42.6
2	81	54.7
9	4	2.7
Total	148	100.0
Missing	266	

**Respondent Thinks CSA Succeeds
with Health Insurance**

S8Q252B	Frequency	Percent
1	26	38.8
2	36	53.7
9	5	7.5
Total	67	100.0
Missing	347	

**Respondent Knows CSA Can Change
Support Order**

S8Q253A	Frequency	Percent
1	64	43.2
2	79	53.4
9	5	3.4
Total	148	100.0
Missing	266	

**Respondent Thinks CSA Succeeds
in Changing Support Orders**

S8Q253B	Frequency	Percent
1	30	43.5
2	33	47.8
9	6	8.7
Total	69	100.0
Missing	345	

**Respondent Knows CSA Can Establish
Support Orders**

S8Q254A	Frequency	Percent
1	104	70.3
2	40	27.0
9	4	2.7
Total	148	100.0
Missing	266	

**Respondent Thinks CSA Succeeds
in Establishing Support Orders**

S8Q254B	Frequency	Percent
1	48	44.4
2	54	50.0
9	6	5.6
Total	108	100.0
Missing	306	

**Respondent Knows CSA Can
Establish Paternity**

S8Q255A	Frequency	Percent
1	81	54.7
2	63	42.6
9	4	2.7
Total	148	100.0
Missing	266	

**Respondent Thinks CSA Succeeds
in Establishing Paternity**

S8Q255B	Frequency	Percent
1	49	57.6
2	30	35.3
9	6	7.1
Total	85	100.0
Missing	329	

**Respondent Knows CSA Can
Locate Other Parent**

S8Q256A	Frequency	Percent
1	105	70.9
2	39	26.4
9	4	2.7
Total	148	100.0
Missing	266	

**Respondent Thinks CSA Succeeds
in Locating Other Parent**

S8Q2568	Frequency	Percent
1	51	46.8
2	51	46.8
9	7	6.4
Total	109	100.0
Missing	305	

**Respondent Would Use CSA if Sure
CSA Could Obtain Support or
Increase Current Payments**

S8Q26	Frequency	Percent
1	85	57.4
2	59	39.9
8	2	1.4
9	2	1.4
Total	148	100.0
Missing	266	

**Respondent Would Like to
Know More about CSA**

S8Q27	Frequency	Percent
1	104	43.5
2	133	55.6
9	2	0.8
Total	239	100.0
Missing	175	

**Respondent Would Cooperate
with CSA to Get FS**

S8Q28	Frequency	Percent
1	322	77.8
2	18	4.3
3	20	4.8
4	30	7.2
6	18	4.3
9	6	1.4
Total	414	100.0

APPENDIX F
CASE RECORD ABSTRACTION INSTRUMENT

CASE RECORD ABSTRACTION FACESHEET

AAI USE ONLY	
Respondent ID #	_ _ - _ - _ _ _ _
Abstractor:	_____
Abstraction Date:	_ _ / _ _ / 19 _ _ (MM) (DD) (YY)

Custodial Parent Information

0.1 CUSTODIAL PARENT (CP) NAME

0.1a Last Name

0.1b First Name

0.2 CP Date of Birth

|_|_|/|_|_|/19|_|_|
(month) (day) (year)

0.3 CP Social Security #

|_|_|_|-|_|_|-|_|_|_|_|

0.4 Custodial Parent Case File Number^a

0.5 Number of Case Record Units for this Custodial Parent^b

|_|

0.6 Identification number for each Case Record Unit, if applicable^c

^a **Custodial Parent Case File Number:** The case identification number, if there is one, is a number unique to the custodial parent. (This may be his or her Social Security number, an agency ID number, or a case number.)

^b **Number of Case Record Units:** A Case Record Unit is what is commonly referred to as a sibling group or an administrative unit. A custodial parent who has children of two Non-Custodial Parents (NCPs) then would most likely have two Case Record Units.

^c **Identification number for each Case Record Unit:** Here we are interested in a number that is unique to each sibling group. (This may be a distinct case number or possibly a compound of the NCP's and CP's Social Security numbers.)

CASE RECORD ABSTRACTION FORM
 (Please complete a form for each case record unit
 identified for this custodial parent)

Section 1: IDENTIFYING INFORMATION

1.1 CSE case number ("case record unit" number) _____

1.2 Non-Custodial Parent Name
 1.2a Last _____
 1.2b First _____

1.3 Number of children currently in this unit _____

1.4 FOR EACH CHILD IN THIS CASE RECORD UNIT, please enter the child's name, date of birth, and Social Security number.

	CHILD 1	CHILD 2
2.9 Child's Name (last, first)	_____	_____
2.10 Child's Date of Birth	__ _ / __ _ / 19 __ _ (month) (day) (year)	__ _ / __ _ / 19 __ _ (month) (day) (year)
2.11 Child's Social Security #	_ _ _ - _ - _ _ _ _	_ _ _ - _ - _ _ _ _

1 89 40.8

CHILD 3	CHILD 4	CHILD 5
_____	_____	_____
__ _ / __ _ / 19 __ _ (month) (day) (year)	__ _ / __ _ / 19 __ _ (month) (day) (year)	__ _ / __ _ / 19 __ _ (month) (day) (year)
_ _ _ - _ - _ _ _ _	_ _ _ - _ - _ _ _ _	_ _ _ - _ - _ _ _ _

CHILD 6	CHILD 7	CHILD 8
_____	_____	_____
__ _ / __ _ / 19 __ _ (month) (day) (year)	__ _ / __ _ / 19 __ _ (month) (day) (year)	__ _ / __ _ / 19 __ _ (month) (day) (year)
_ _ _ - _ - _ _ _ _	_ _ _ - _ - _ _ _ _	_ _ _ - _ - _ _ _ _

Section 2: APPLICATION

2.1	Date of ORIGINAL CSE application	{__ __ / __ __ / 19 __ __ (month) (day) (year)	
		Information not available	9
2.2	Status at time of CSE application		
2.2a	At the time of the original application, was this an AFDC case?		
		Yes (SKIP TO 2.2c)	1
		No	2
		Information not available	9
2.2b	At the time of the original application, was this a Medicaid case?		
		Yes	1
		No	2
		Information not available	9
2.2c	Was a child support order in effect at the time of the original application?		
		Yes	1
		No	2
		Information not available	9

Section 3: LOCATION OF THE NON-CUSTODIAL PARENT

3.1 Is the **location** of the non-custodial parent (or alleged parent) known **now**?
(Location is known if (1) there has been contact with the non-custodial parent by telephone or correspondence or through a current employer; or (2) legal notices have been served within three months.)

- Yes 1
- No 2
- Information not available 9

3.2 Was the non-custodial parent (or alleged parent) already located at the time of CSE application?

- Yes (SKIP TO 4.1) 1
- No 2
- Information not available 9

3.3 When was the non-custodial parent located, if after CSE application?
(month/day/year)

|_|_| / |_|_| / 19|_|_|
(month) (day) (year)

Section 4: PATERNITY ESTABLISHMENT

4.1 Has **paternity** been established for (this child/any of the children)?
(Legal establishment of paternity exists through a paternity order or, where legal, through a signed birth certificate or voluntary admission.)

Yes 1
No 2
Information not available 9

4.2 Was paternity already established at the time of CSE application?

Yes (SKIP TO 5.1) 1
No 2
Information not available 9

4.3 IF NON-CUSTODIAL PARENT LOCATED AFTER CSE APPLICATION:

When was the NCP located?

|_|_| / |_|_| / 19|_|_|
(month) (day) (year)

Section 5: SUPPORT ORDER

5.1 Is a court-ordered child support agreement for cash payments now in effect?

- Yes 1
- No 2
- Information not available 9

5.2 What is the amount of the support order? (Indicate \$ amount per week/per month/other time period. Amount is for child support only; do not include alimony or any other payments.)

\$ _____ per _____

5.3 Has the award amount ever been reviewed?

- Yes 1
- No (SKIP TO 5.5) 2
- Information not available
(SKIP TO 5.5) 9

5.4 When was the award amount last reviewed?

|_|_| / 19|_|_|
(month) (year)

- Information not available 9

5.5 Has the award amount ever been modified?

- Yes 1
- No (SKIP TO 5.7) 2
- Information not available
(SKIP TO 5.7) 9

5.6 When was the award amount last modified?

|_|_| / 19|_|_|
(month) (year)

- Information not available 9

5.7 Was the order already in effect at the time of CSE application?

- Yes (SKIP TO 5.9) 1
- No 2
- Information not available 9

5.8 IF THE ORDER WAS ESTABLISHED AFTER CSE APPLICATION:

When was the order established?

|_|_| / 19|_|_|
(month) (year)

5.9 Does the support order also provide for medical coverage?

- Yes 1
- No 2
- Information not available 9

5.10 IF CASE RECEIVES MEDICAID AND NO SUPPORT ORDER IS IN EFFECT:

Has the agency limited its efforts on this case to obtaining medical support only?

- Yes 1
- No 2
- Information not available 9

Section 6: COLLECTIONS

6.1 Have collections been received since January 1992?

- Yes 1
 No (SKIP to 6.3) 2
 Information not available 9

6.2 MONTH-BY-MONTH RECORD OF COLLECTIONS

Month of Collection	Amount*			Method*
	on current support	on arrears	total	
6.2.1 January 1992				
6.2.2 February 1992				
6.2.3 March 1992				
6.2.4 April 1992				
6.2.5 May 1992				
6.2.6 June 1992				
6.2.7 July 1992				
6.2.8 August 1992				
6.2.9 September 1992				
6.2.10 October 1992				
6.2.11 November 1992				
6.2.12 December 1992				
6.2.13 January 1993				
6.2.14 February 1993				
6.2.15 March 1993				

*Code all that apply, as follows:

1. Voluntary
2. Wage withholding
3. Unemployment intercept
4. State tax refund offset
5. Federal tax refund offset
6. Other (SPECIFY) _____

* Please place amount in the third column, labeled "total," if it is not possible to distinguish if payment was a payment on arrears or on current support.

6.3 Were collections received within 3 months after CSE application?

Yes	1
No	2
Information not available	9

6.4 When were collections first received, if after CSE application? (month/day/year)

_ _	/	_ _	/19 _ _
(month)		(day)	(year)

Thank you. Please continue with any additional case record units.

APPENDIX G

TRIM MICROSIMULATION TECHNICAL DETAIL

**Potential Impact of Participation in the
Child Support Enforcement Program Among
Food Stamp-only Custodial Families**

Final Report

June 1994

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**Submitted to: Abt Associates Inc.
55 Wheeler Street
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**Submitted by: The Urban Institute
2100 M Street, N.W.
Washington, D.C. 20037**

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THE URBAN INSTITUTE 2100 M Street N.W./Washington, D.C. 20037/(202) 833-7200

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INTRODUCTION

There is currently widespread interest in securing child support payments for custodial families, particularly for families receiving public assistance. In 1989, more than 11 million mothers lived with their children apart from the children's father. Only about half of these families had child support awards and slightly more than one third received child support payments. Inadequate child support income contributes to the substantial number of custodial families receiving federal assistance benefits. More than one quarter of custodial families received food stamps during 1989.

Greater participation in the Child Support Enforcement (CSE) Program could improve the child support outcomes of food stamp recipients. Currently, the Aid to Families with Dependent Children (AFDC) Program and Medicaid require participants to obtain CSE services as a condition of eligibility. Thus, food stamp recipients that also receive AFDC or Medicaid already receive CSE services. However, families that do not receive AFDC or Medicaid--referred to as food stamp-only custodial households--potentially could benefit from CSE services.

This paper examines the effects of policies to promote CSE Program participation among food stamp-only custodial families. Two policy options are considered: a mandate, similar to the AFDC and Medicaid requirements; and outreach efforts targeted at this group. In the course of this study, Abt Associates calculated the expected changes in the child support outcomes of food stamp-only custodial families under each of these policy scenarios. In order to provide a range of estimates, an upper- and lower-bound effect was estimated for both the mandate and outreach options. Abt estimated that a mandate would lead to a 10 to 20 percent increase in the number of awards and also would increase the proportion of families receiving some payments who receive full payment by 5 to 20 percent. The estimated increase in awards resulting from outreach efforts ranged from 6 to 12 percent with no direct effect on payments. (These estimates are described in more detail in Chapter Four of the main body of this report).

This analysis uses the Urban Institute's microsimulation model, TRIM2, to simulate the changes formulated by Abt. The TRIM2 simulations estimate the impact of these changes on child support awards and payments as well as on food stamp benefits. In addition, the TRIM2 results provide the overall effects on household incomes. Five alternative scenarios were simulated: (1) a 20 percent increase in the number of families with awards and a 20 percent

increase in the proportion of families receiving some payments who receive full payment (an upper-bound estimate of the mandate's effect); (2) a 10 percent increase in the number of families with awards and a 5 percent increase in the proportion of families receiving some payments who receive full payment (a lower-bound estimate of the mandate's effect); (3) a 12 percent increase in the number of families with awards (an upper-bound estimate of the outreach effect); (4) a 6 percent increase in the number of families with awards (a lower-bound estimate of the outreach effect); and (5) "perfect" child support outcomes (i.e., all food stamp-only custodial families have awards and also receive full payments).

The remainder of this report is organized into four sections. The first section provides an overview of TRIM2 and describes how child support characteristics and food stamps are modeled. The second section describes the baseline and alternative simulations. The third section provides the results of the analysis and the final section draws conclusions about the expected effects of the various policy measures and discusses considerations for interpreting these results.

METHODOLOGY

Abt Associates found that the primary effect of wider CSE participation would be an increase in the number of families with child support awards. The mandate option would have an additional impact on the number of families receiving full payment of child support among those receiving some payments, although it would have no direct effect on a family's probability of receiving any child support payments among those with an award. Both the mandate and outreach policies would have associated effects on child support payments and food stamp benefits. Custodial mothers are more likely to receive child support payments when they have been awarded child support. Therefore, increasing the number of child support awards results in more women receiving child support payments, even if the policy has no direct effect on child support payments. Because child support is countable income for the Food Stamp Program, increased child support payments affect food stamp caseload and benefits. This analysis models the Abt estimates of the policies' effects within the microsimulation framework to estimate changes in child support awards and payments, food stamp benefits and net household incomes.

General Description of Microsimulation and TRIM2

The Urban Institute's TRIM2 model is a comprehensive microsimulation model of federal tax and transfer programs, including the Food Stamp Program. TRIM2 was recently improved to add the capability of modeling child support characteristics. Microsimulation differs from macroeconomic models in that it operates on individual units rather than aggregate information. A computer program applies a set of rules to each unit in a database and the individual results are added together to obtain the aggregate results.

Two types of simulations are used to estimate the effects of a proposed policy change: a baseline and alternatives. In the baseline simulation, actual program rules or assumptions about existing conditions are applied to each household. This simulation determines each household's characteristics or program eligibility and benefits under current policies and serves as a benchmark against which alternative simulations may be compared. Alternative simulations apply hypothetical or proposed rules. The simulated characteristics or program caseload and benefits under the alternatives are compared to the baseline to assess the impact of the policy change.

Microsimulation is well-suited to analysis of changes in child support characteristics and food stamp eligibility and benefits. One strength of microsimulation is its ability to capture complex program interactions. Simulated information can be passed between the various components of the TRIM2 model. For example, a household's food stamp eligibility and benefit vary with the amount of child support income received. In TRIM2, a household's simulated child support payment can be used to simulate its food stamp eligibility and benefits. If child support payments change in the alternative, the modified amounts can be used to re-simulate food stamp eligibility and benefits.

The Current Population Survey (CPS), a monthly survey of 57,000 households, is the database underlying TRIM2 simulations. In some months, different supplements are included with the basic survey questions to collect information on a particular topic. This analysis uses data from the March 1990 CPS, with detailed income information for calendar year 1989. Information from the April 1990 child support supplement (CSS) of the CPS is used to impute child support characteristics to the March 1990 input file. By combining information from both the March and April surveys, TRIM2 attempts to correct any undercount in the number of custodial mothers.

This input file does not incorporate any changes since 1990 in the size or composition of the U.S. population or in the number or characteristics of custodial families. In addition, the input file does not reflect changes since 1989 in the amounts of child support awards and payments, or in the distribution or real levels of various types of incomes.

Modeling Child Support in TRIM2

To model the characteristics of the child support universe, TRIM2 first identifies custodial families and then imputes child support characteristics to those families using a series of equations. (This process is explained in more detail in The Urban Institute, 1993). A woman is considered demographically-eligible for child support if she has at least one child under 21 living apart from the child's father. TRIM2 uses a set of rules to identify the demographically-eligible universe. All women who are either divorced, separated, or never married and who have a child under 21 are automatically considered eligible for child support. Widowed women are not considered eligible.

Demographically-eligible women who are currently married are more difficult to identify. Initially, they are considered eligible for child support if: the husband reports having stepchildren, or the woman reported child support income in the CPS interview. Additional women are identified using information from the April CSS. For women present in both the March and April surveys, a "flag" is merged onto the March CPS file to indicate whether the woman was identified in the April survey as a potential child support recipient. Thus, this "flag" variable is available for about 70 percent of the women in the March file. Women whose "flag" indicates child support eligibility are added into the demographically-eligible universe. Because these methods fail to find enough currently-married women eligible for child support, TRIM2 randomly selects a specified percentage of currently-married women to achieve a target number. Two groups of potential child support recipients are not included in the TRIM2 universe: custodial fathers, and persons caring for children that are not their own children, such as grandparents, aunts, etc.

After the demographically-eligible universe has been defined, TRIM2 applies a series of five equations to determine: (1) whether the custodial mother has a child support award¹; (2) the award amount for those who have an award; (3) whether the mother with an award actually received any child support payments; (4) whether the mother receiving any child support received

full payment of her award; and (5) the payment amount for those who received partial payments. Each mother's predicted values for each of the five stages are a function of her characteristics. The explanatory variables include: the mother's age, marital status, race, education; the family's income, AFDC eligibility², region of residence, and metropolitan status; and the number of children living in the family who have an absent father.

The key policy variable of interest in this analysis--award status--is determined by a probit equation which estimates each custodial mother's probability of having a child support award. This probability is compared to a random number for each woman to impute her award status. If the probability exceeds the value of her random number, then the mother is determined to have an award and the model estimates the award amount using a regression equation.

Women receiving child support payments are a subset of women with awards in TRIM2, since the model makes receiving support payments contingent on having an award. If a woman is predicted to have an award, the model estimates the probability that she received any child support income during the year via a probit equation. Again, the probability is compared to a different random number to determine whether the mother received a payment. This method leads to more women receiving payments when the number of women having awards increases.

Under the mandate scenario, the proportion of women receiving full payment of their awards also increases. TRIM2 selects a subset of the women receiving any payment to receive full payment of their award amounts. For those women predicted to receive any child support, TRIM2 estimates the probability that she received the full amount that was due using a probit equation. The probability is compared to a different random number to determine whether or not the full amount of child support was received. For women predicted to receive only part of the child support awarded, TRIM2 estimates the amount as a function of the mother's characteristics using a regression equation.

The final step in this process divides the annual amounts of child support over the months of the year. If the payment is equal to the award, then the payments are divided evenly over 12 months. If the payment is less than the award, the division is based on information from the Survey of Income and Program Participation (SIPP) on monthly receipt of child support income. The imputed monthly child support income amounts are then available for determining eligibility and benefits under federal transfer programs.

Modeling Food Stamps in TRIM2

TRIM2 determines a household's food stamp eligibility and benefit in much the same way a caseworker would. (For further details see Giannarelli, 1992). TRIM2 determines countable income, applies income and asset tests and calculates a benefit. TRIM2 simulates food stamp eligibility and benefits on a monthly basis and models participation on an annual basis.

TRIM2 assumes that all persons in the household comprise the food stamp filing unit, which is the group of people that jointly apply for benefits. Under actual Food Stamp Program rules, all persons living together, and purchasing and preparing food together are considered part of the same filing unit. While in reality a multifamily household might contain two units, TRIM2 makes the simplifying assumption that all persons in a household prepare meals together.

Unless a household is comprised entirely of AFDC or Supplemental Security Income (SSI) recipients, it must pass an assets test to be eligible for food stamp benefits. Countable assets may not exceed a certain limit, which varies by whether the household contains an elderly or disabled person. Actual program rules include personal financial assets, a portion of the value of an automobile, and certain other resources among countable assets. Because the CPS does not include asset values, TRIM2 imputes the value of financial assets based on reported asset income. TRIM2 does not impute the values of automobiles or other nonfinancial resources. If a household's imputed assets exceed the appropriate limit, it is not eligible for food stamps.

A household's food stamp benefit depends on its earned and unearned income, including child support payments. Several deductions are made to gross income to compute net income. A standard deduction is taken which does not vary by household size or characteristics. Households with earnings may deduct a percentage of earnings, and they may also deduct dependent-care expenses related to work or training. All households may deduct their excess shelter expenses, defined as the amount by which their shelter expenses exceed 50 percent of the income remaining after all other deductions. The amount of child care and shelter deductions are capped. Since the CPS does not include data on child-care and shelter expenses, these amounts are imputed based on information from Food Stamp Characteristics Survey.

Households that include persons not receiving AFDC or SSI must pass a gross income test and/or a net income test. The net income test requires that a household's gross income minus deductions be less than the federal poverty income guideline. The gross income test requires

gross income to be less than 130 percent of the poverty guideline. Households without an elderly member must pass both the gross and net income tests. If a household passes all required tests, a benefit is computed. The benefit equals a maximum allotment, which varies by household size, minus 30 percent of the household's net income.

If a household is eligible for a benefit in one or more months during the year, the model makes a participation decision, since not all eligible households choose to apply for and receive benefits. Each household has a probability of participation which varies by benefit amount and by the type of cash income received. The participation rates were developed using information from the Survey of Income and Program Participation (SIPP). Each household's probability is compared to its random number to determine whether the household will participate in the Food Stamp Program. If a household is determined to participate, it is assumed to receive benefits in each month of eligibility. The number of participating households is selected to align the food stamp caseload to targets obtained from administrative program data.

SIMULATIONS

A baseline and five alternative simulations were performed for this analysis. This section describes the baseline simulation and presents the baseline child support characteristics and food stamp caseload and benefits. This section also describes the alternative policy scenarios simulated for this analysis.

Baseline Simulation

This analysis used a 1989 "current law" simulation as the baseline. The child support outcomes were determined using the equations described above, estimated on the 1989 CPS data. Therefore, the baseline child support characteristics reflect the population in 1989. Food Stamp eligibility and benefits were simulated using the 1989 program rules and aligned to the 1989 caseload reported by administrative data.

The simulated baseline child support characteristics and food stamp participation were used to create an input file of food stamp-only custodial households. This smaller file was used for the simulations because the policies only would affect food stamp-only custodial households. The file consisted of households containing at least one custodial family that: (1) was simulated to receive food stamps in at least one month of 1989; and (2) was not simulated to receive AFDC

or Medicaid in any month during 1989. Using these criteria, 236 unweighted households representing 366,000 households were identified as food stamp-only. These households contained 261 unweighted custodial families, representing 412,000 weighted families. The number of food stamp-only custodial households is slightly lower than the number of food stamp-only custodial families because some food stamp households contain more than one custodial family.³ Table 1 shows the weighted and unweighted number of food stamp-only custodial families by their child support characteristics.

TABLE 1
Weighted and Unweighted Food Stamp-Only Custodial Households and Families,
by Child Support Characteristics
(Population characteristics as of 1989)

	Weighted Number	Unweighted Number
Food Stamp-Only Custodial Households	366,000	236
Food Stamp-Only Custodial Families	412,000	261
Number of Families with Awards	190,000	119
Number of Families Receiving Payments	131,000	86

Source: The Urban Institute, TRIM2 microsimulation results using the March 1990 Current Population survey.

Of the 261 unweighted food stamp-only custodial families, 119 unweighted families were imputed to have child support awards in the baseline. These cases represented about 190,000 weighted families. Of this group, 86 unweighted families, representing 131,000 weighted families, were imputed to receive child support payments during 1989 under the baseline.

Table 2 shows the baseline child support characteristics of custodial families and compares them to the characteristics of food stamp-only custodial families. In 1989, there were approximately 11.4 million custodial families. Of these, 5.5 million families (48 percent) had child support awards which averaged \$3,055 annually. About 4.2 million (37 percent) of all custodial families received child support payments. The average annual payment for these families was \$2,544.

The food stamp-only custodial universe included 412,000 families, which account for about 4 percent of all custodial families. Food stamp-only custodial families were only slightly

less likely to have a child support award--46 percent compared to 48 percent for all custodial families. The average annual award for these families was almost \$300 less than the overall average. It is not surprising that food stamp-only families have slightly lower award amounts. As shown in Appendix A and B of this report, food stamp-only custodial families have less income, including less child support income, than the average custodial family. Food stamp-only families were also less likely to receive child support payments, and the average family with a payment received less than the general custodial family population.

TABLE 2

**Child Support Characteristics of All Custodial Families
and Food Stamp-Only Custodial Families**
(Population characteristics as of 1989, all dollar amounts in 1989 dollars)

	All Custodial Families	Food Stamp-Only Custodial Families
Total Families (000s)	11,377	412
Families with Awards (000s)	5,507	190
<i>Percent of Total Families</i>	48%	46%
Average Annual Award	\$3,055	\$2,762
Total Annual Awards (millions)	\$16,821	\$525
Families Receiving Child Support (000s)	4,243	131
<i>Percent of Total Families</i>	37%	32%
<i>Average Annual Child Support Received</i>	\$2,544	\$2,140

TABLE 3

**Food Stamp Participants and Benefits:
All Food Stamp Households and Food Stamp-Only Custodial Households**
(Food Stamp caseload and benefits based on 1989 program rules, benefits in 1989 dollars)

	All Food Stamp Households	Food Stamp-Only Custodial Households
Households Receiving Food Stamps During the Year (000s)	8,749	366
Average Annual Food Stamp Benefit	\$1,331	\$1,285
Total Annual Food Stamp Benefits (millions)	\$11,649	\$470

Source: The Urban Institute, TRIM2 microsimulation results using the March 1990 Current Population Survey.

Alternative Policy Scenarios

This analysis considers two policy options to promote CSE Program participation among food stamp-only custodial families: a mandate and outreach efforts. Under the mandate option, food stamp recipients would be required to participate in the CSE program as a condition of their food stamp eligibility, similar to existing requirements for families receiving AFDC or Medicaid. Alternatively, participation could be facilitated through outreach efforts whereby caseworkers inform custodial families about CSE services and assist with CSE enrollment when the family applies for food stamp benefits. However, under this option, CSE Program participation would remain voluntary.

The impact of these policies depends on several factors. First, it depends on the number of families affected by the proposed policy, including families not currently receiving CSE services as well as those not already receiving full child support payments. Second, the impact depends on families' responses to the mandate and outreach measures. Some families would chose to forgo their food stamp benefit rather than comply with a CSE mandate, while a larger number would not respond to outreach initiatives. Finally, the impact depends on the effectiveness of CSE services in obtaining awards or payments for these families.

The Abt Associates survey of food stamp cases in ten-sites was used to estimate the percentage of food stamp-only custodial families that could be affected and the expected changes in their child support outcomes under the two policy options. (A more detailed description of the survey and estimates is provided in Chapters One and Four of the main body of the report). Estimates of changes in child support outcomes were derived from information on the experiences of food stamp-only families currently receiving CSE services. The Abt analysis found that the primary impact of both policies would be on the incidence of child support awards; neither policy would have a significant impact on award amounts. A mandate would also affect the percentage of families receiving full payments among those receiving some payments, although it would not have a direct effect on whether families receive any payments among those who have awards. Outreach would not have a significant impact on either partial or full child support payments.

Four alternative scenarios were modeled to provide a range of estimates of the impact of these policy changes. Under a mandate option, Abt estimated that the number of awards would increase by 10 to 20 percent from current levels and that the proportion of families receiving some child support who receive full payment would increase by 5 to 20 percent. The estimated increase in awards resulting from outreach would be somewhat smaller, ranging from 6 to 12 percent, depending on the number of families responding to the outreach. The specified increases in the number of families with awards were simulated in TRIM2 by increasing each woman's probability of having an award until the desired outcomes were obtained.⁵ Each woman is assigned a random number for comparison with the probability of having an award. This random number remains constant across simulations. Increasing the probability of an award causes more women's probabilities to exceed their random numbers which results in a higher number of women imputed to have child support awards. For women newly-awarded child support, the model estimated the award amounts using the regression equation described earlier.

The increase in the number of families receiving full payment of child support among those receiving any payments under the mandate option was achieved in a similar way. Because some increase in the number of families receiving full payment occurred due to the increase in the number of awards, the award increase was simulated first. Then, to increase the proportion of women receiving full payment among those receiving any payment, each woman's predicted probability of receiving full payment was increased. The adjusted probability was compared to

a different random number to achieve the desired increase in the proportion of all families receiving some support who receive full support.

Neither policy has a direct effect on whether a family receives any child support payments; the mandate's only effect would be on the number of families receiving full support payments among those receiving any payment. Even though the policies may not have a direct effect on child support payments, changes in award status affect the number of families receiving payments. Women newly-awarded support in the alternative scenarios entered the next stage of the child support process and the model predicted whether they would receive payments. If the model predicted that a woman would receive payment, the payment amount was estimated. This process captured changes in both awards and payments under the alternative policy scenarios.

A fifth alternative modeled a "perfect" child support system in which all food stamp-only custodial families had child support awards and received full payments. This represents the maximum potential food stamp savings that could result from improvements in child support outcomes among this population. While it is not expected that either a mandate or outreach efforts would achieve these results, a simulation that examines this shows the largest possible reduction in food stamp benefits that could ever result from increased collections, given existing award levels. The mandate scenario described above assumes a limited effect on child support payments, while the outreach scenario assumes only an indirect effect on payments. Unlike these scenarios, the "perfect" scenario also assumes a direct and large effect on collections of child support payments.

The modified child support payments were used to simulate food stamp eligibility and benefits under each alternative. Because child support income is counted in determining food stamp eligibility and benefit amounts, an increase in child support payments would either reduce a household's benefit or make the household ineligible for food stamps. For each alternative, the imputed support payment was added into the household's income and food stamp eligibility tests were applied. If the household remained eligible, the model calculated the new benefit using the modified child support income. In the final step of this analysis, each household's child support income and the cash value of their food stamps were added together and compared to the baseline amount to examine the net change in household incomes resulting from these policies.

SIMULATION RESULTS

The results of this analysis are based on a sample of 261 unweighted families living in 236 unweighted households. Due to the small sample sizes, caution should be used in interpreting these results. Moreover, it is generally considered most reliable to use the percentage change in a particular outcome from the baseline to the alternative simulation, rather than to focus on the absolute magnitude of the change. Since the absolute differences are dependent on the 1989 input data and program rules, changes in population and food stamp rules could affect the magnitude of the baseline and alternative simulations. However, these changes should have a less significant impact on the relative (percentage) differences between the two simulations.

Changes in Child Support Awards and Payments

Table 4 shows the changes in child support awards under each alternative scenario. The first column shows the baseline child support characteristics of food stamp-only custodial families. The upper-bound for the mandate's effect, shown in the second column, indicates that a 20 percent increase in the number of awards raised the total awards from \$525 million to \$624 million in 1989 dollars, a 19 percent increase. On average, the new awards were \$2,749, slightly lower than the baseline average award for food stamp-only custodial families of \$2,762. This implies that the characteristics of women newly-awarded child support were associated with lower award amounts. The lower-bound estimate of the mandate's effect, in the third column, shows that total annual awards rose by 11 percent to \$582 million when the number of awards was increased by 10 percent.

At a maximum, outreach efforts would increase the number of awards by 12 percent, resulting in a \$66 million (13 percent) increase in total annual awards. The lower-bound estimate for the outreach efforts was produced by simulating a 6 percent increase in the number of awards. This change resulted in total awards of \$558 million with an average award of \$2,777, which is slightly higher than the baseline.

TABLE 4
Changes in Child Support Awards Under Alternative Policy Scenarios:
Food Stamp-Only Custodial Families

(Population characteristics as of 1989, all dollar amounts in 1989 dollars)

	Mandate			Outreach		"Perfect" Outcomes <i>All Families w/Awards & Full Payment</i>
	Baseline	Upper- Bound <i>20% Inc. in # Awards, 20% Inc. in % w/Full Payment</i>	Lower- Bound <i>10% Inc. in # Awards, 5% Inc. in % w/Full Payment</i>	Upper- Bound <i>12% Inc. in # Awards</i>	Lower- Bound <i>6% Inc. in # Awards</i>	
Families with Awards (000s)	190	227	209	213	201	412
<i>% change from Baseline</i>	—	20%	10%	12%	6%	117%
Average Annual Award	\$2,762	\$2,749	\$2,781	\$2,780	\$2,777	\$2,534
Total Annual Awards (millions)	\$525	\$624	\$582	\$591	\$558	\$1,045
<i>% change from Baseline</i>	—	19%	11%	13%	6%	99%
(unweighted cases)	(119)	(143)	(134)	(136)	(128)	(261)

Total Families = 412,000 Unweighted = 261

Source: The Urban Institute, TRIM2 microsimulation results using the March 1990 Current Population Survey.

The last column of Table 4 shows the changes in awards when all families are awarded support. Under this scenario, the number of families with child support awards increases by 117 percent and total awards nearly double--increasing to over \$1 billion. The average award in this case is more than \$200 lower than the baseline average, suggesting that women not currently having awards are likely to be awarded lower amounts.

Table 5 shows the changes in child support payments under each alternative. The mandate estimates, shown in the second and third columns, reflect the policy's impact on both the proportion of families receiving full payment, as well as increased payments due to more awards. Under the mandate's upper-bound, a 20 percent increase in the number of awards leads to a 16 percent increase in the number of families receiving any support payments. In this scenario, the

proportion of families who receive full payment increased by 20 percent from 50 percent to 60 percent of those families receiving some payment. Total child support payments would increase by \$64 million--23 percent over the baseline. The average payment of \$2,287 is higher than the baseline average because a greater share of families are receiving full support payments.

The 10 percent increase in awards simulated as the lower-bound for the mandate resulted in 5 percent more families receiving payments. The lower-bound for the mandate also included a 5 percent increase in the proportion of families receiving some payment who receive full payment. Total child support payments increased by 7 percent to about \$300 million. On average, these families also would receive higher child support payments. The overall average payment for food stamp-only custodial families rose from \$2,149 to \$2,191 between the baseline and this alternative.

In the two outreach scenarios, changes in child support payments are due entirely to the increased number of awards. When the number of awards increase by 12 percent, 8 percent more families received some payment. While the number of families receiving full payment increased, the proportion of families receiving full payment remained unchanged at about half of those families receiving some payment. Total annual payments were 6 percent higher than the baseline with an average payment of \$2,114. The 6 percent increase in the number of awards had a small effect on child support payments, increasing the number of families receiving payments by 2 percent. However, because this result reflects three unweighted families changing payment status from the baseline, caution should be used in interpreting this point estimate.

TABLE 5
Changes in Child Support Payments Under Alternative Policy Scenarios:
Food stamp-Only Custodial Families

(Population characteristics as of 1989, all dollar amounts in 1989 dollars)

	Mandate			Outreach		"Perfect" Outcomes All Families w/Awards & Full Payment
	Baseline	Upper- Bound <i>20% Inc. in # Awards, 20% Inc. in % w/Full Payment</i>	Lower- Bound <i>10% Inc. in # Awards, 5% Inc. in % w/Full Payment</i>	Upper- Bound <i>12% Inc. in # Awards</i>	Lower- Bound <i>6% Inc. in # Awards</i>	
Families Receiving Child Support (000s)	131	152	138	141	134	412
<i>% change from Baseline</i>	---	16%	5%	8%	2%	215%
Average Annual Child Support Received	\$2,149	\$2,287	\$2,191	\$2,114	\$2,144	\$2,534
Total Annual Child Support Received (millions)	\$282	\$346	\$302	\$299	\$287	\$1,045
<i>% change from Baseline</i>	---	23%	7%	6%	2%	271%
Families Receiving Full Payment (000s)	66	90	72	69	67	412
<i>% of Families Receiving Child Support that Receive Full Payment</i>	50%	60%	53%	49%	50%	100%
unweighted cases receiving child support	(86)	(99)	(92)	(94)	(89)	(261)

Source: The Urban Institute, TRIM2 microsimulation results using the March 1990 Current Population Survey.

The last column of Table 5 shows the results when all food stamp-only custodial families receive awards, as well as full payment of the awards. Child support payments to food stamp-only custodial families increase by about \$760 million (271 percent) over the baseline level resulting in total payments equal to \$1 billion. It is interesting to compare the relative changes from the baseline in the number of families with awards and receiving support between this

"perfect" scenario and the mandate's upper-bound. Under the mandate, a 20 percent increase in the number of awards results in only a 16 percent increase in the number of families receiving any child support payments. Alternative 5 implies perfect collections of child support in addition to awards for all food stamp-only custodial families. As a result, the percent change in the number of families receiving child support is more than double the percent change in the number of awards (271 percent compared to 117 percent).

Changes in Food Stamp Caseload and Benefits

Table 6 shows the changes in food stamp caseload and benefits under the alternative scenarios. The top half of the table shows the changes in total food stamp caseload and benefits and the bottom shows the changes for food stamp-only households. Under the upper-bound estimate for the mandate, the number of food stamp-only custodial households falls by nearly 4 percent. For these households, the increase in child support payments combined with their other income was sufficient to cause them to lose food stamp eligibility. The elimination of benefits to these households together with the reduction in food stamp benefits for the remaining households with new child support payments resulted in a \$15 million decline in total food stamp benefits to custodial households--a decrease of about 3 percent. When viewed as percent changes in the overall food stamp caseload and benefits, these results indicate a small effect. Under this scenario, both the total annual food stamp caseload and benefits fall by less than 1 percent.

The lower-bound mandate results in a loss of benefits to about 1 percent of food stamp-only custodial households--a change in three unweighted households. Total benefits to food stamp-only custodial households also fall by about 1 percent. When applied to the entire food stamp program, these effects represent a change in caseload and benefits of less than 0.5 percent.

Food stamp caseload and benefits would decrease by an even smaller amount under the outreach scenarios. The increase in child support payments occurring in these two scenarios would not have a significant impact on the Food stamp program. In both cases, the number of food stamp-only custodial households would fall by less than 1 percent. This represents a loss of benefits to either one or two unweighted households and, thus, these estimates should be viewed with caution. The total food stamp caseload and benefits would fall by less than 0.05 percent under the outreach options.

TABLE 6
Changes in Food Stamp Caseload and Benefits Under Alternatives:
All Food Stamp Households and Food Stamp-Only Custodial Households
(Population characteristics as of 1989, all dollar amounts in 1989 dollars)

	Mandate			Outreach		"Perfect" Outcomes <i>All Families w/Awards & Full Payment</i>
	Baseline	Upper-Bound <i>20% Inc. in # Awards, 20% Inc. in % w/Full Payment</i>	Lower-Bound <i>10% Inc. in # Awards, 5% Inc. in % w/Full Payment</i>	Upper-Bound <i>12% Inc. in # Awards</i>	Lower-Bound <i>6% Inc. in # Awards</i>	
ALL HOUSEHOLDS						
Receiving Food Stamps During the Year (000s) <i>% change from Baseline</i>	8,749 ---	8,735 -0.16%	8,745 -0.05%	8,747 -0.02%	8,749 -0.003%	8,615 -1.53%
Average Annual Food Stamp Benefit	\$1,331	\$1,332	\$1,332	\$1,331	\$1,331	\$1,328
Total Annual Food Stamp Benefits (millions) <i>% change from Baseline</i>	\$11,649 ---	\$11,634 -0.13%	\$11,645 -0.04%	\$11,646 -0.03%	\$11,648 -0.01%	\$11,440 -1.8%
FOOD STAMP-ONLY CUSTODIAL HOUSEHOLDS						
Receiving Food Stamps During the Year (000s) <i>% change from Baseline</i>	366 ---	352 -3.8%	362 -1.1%	364 -0.5%	366 -0.1%	232 -36.6%
Average Annual Benefit	\$1,285	\$1,294	\$1,287	\$1,281	\$1,282	\$1,124
Total Annual Food Stamp Benefits (millions) <i>% change from Baseline</i>	\$470.2 ---	\$455.6 -3.1%	\$465.8 -0.9%	\$466.7 -0.7%	\$469.0 -0.3%	\$260.8 -44.5%
unweighted cases	(236)	(225)	(233)	(234)	(235)	(151)

Source: The Urban Institute, TRIM2 microsimulation results using the March 1990 Current Population Survey.

The fifth alternative assumes all food stamp-only custodial families are awarded support and receive full payments. Under this assumption, the caseload would fall by about 130,000 households, which is a nearly 40 percent decrease in the number of food stamp-only custodial households. Total benefits would decline by more than \$200 million. While this scenario has the largest impact on the Food Stamp Program, the changes in caseload and benefits are small--caseload falls by 1.5 percent and benefits decrease by almost 2 percent from the baseline levels.

It is interesting to note that under "perfect" child support outcomes, almost two thirds of food stamp-only custodial households would continue to receive benefits while receiving full payment of child support awards. This suggests that income from child support, given existing award levels, is not always sufficient to raise a household's income above the food stamps eligibility cutoff point. As shown earlier, under alternative 5, the average annual award for food stamp-only custodial families was \$2,534. Full payment of this award would provide \$211 in monthly child support income. The fiscal year 1989 gross monthly income eligibility limit for a household of three persons was \$1,050. Thus, on average, full payment of child support would not on its own cause a household to lose food stamp eligibility.

Changes in Net Household Income

Aggregate changes in child support payments and food stamp benefits do not indicate the net change in a household's economic well-being that would result from these policy changes. Food stamp benefits are not offset by child support income on a dollar-for-dollar basis. An additional dollar of child support income would only reduce a household's food stamps by about 30 cents. Thus, many households receiving greater child support payments would experience a net increase in their combined child support income and food stamps under the alternative scenarios.

On the other hand, some households would be made worse off by increases in child support income if they lost food stamp eligibility altogether. If the child support payment raised the household's income above the gross income eligibility limit, the household would lose all food stamp benefits. It is possible for the value of the lost food stamp benefit to exceed the child support payment. In this case, the household would experience a decrease in combined child support income and food stamp benefits.

Table 7 shows the distribution of food stamp-only custodial households by the change in combined annual child support income and the value of food stamp benefits under each alternative.⁶ Nearly all households were either made better off or were largely unaffected by the policy changes. Under the mandate and outreach policy scenarios, more than 90 percent of the food stamp-only custodial caseload experienced little or no change in combined income. Not surprising, the largest positive effects occurred with perfect child support outcomes, with over 80 percent of the households gaining income. However, under this scenario, a small number of households experienced a net loss because they completely lost food stamp benefits.

TABLE 7
Changes in Combined Annual Child Support Income and Food Stamp Benefits
of Food Stamp-Only Custodial Households

(Population characteristics as of 1989, all dollar amounts in 1989 dollars)

	Baseline	Mandate		Outreach		"Perfect" Outcomes <i>All Families w/Awards & Full Payment</i>
		Upper-Bound <i>20% Inc. in # Awards, 20% Inc. in % w/Full Payment</i>	Lower-Bound <i>10% Inc. in # Awards, 5% Inc. in % w/Full Payment</i>	Upper-Bound <i>12% Inc. in # Awards</i>	Lower-Bound <i>6% Inc. in # Awards</i>	
Total Food Stamp-Only Custodial Households (000s) (unweighted)	366 (236)					
Households Experiencing an Increase in Combined Child Support Payments and Food Stamp Benefits (000s) (unweighted)	---	32 (21)	12 (8)	10 (7)	*	303 (196)
Average Increase	---	\$1,527	\$1,328	\$1,295	*	\$1,818
Households Experiencing a Decrease in Combined Child Support Payments and Food Stamp Benefits (000s) (unweighted)	---	* *	* *	* *	* *	4 (4)
Average Decrease	---	*	*	*	*	\$404
Households Experiencing No Change in Combined Child Support Payments and Food Stamp Benefits (000s) (unweighted)	---	333 (214)	354 (227)	356 (228)	364 (233)	59 (36)
Average Change	---	\$0	\$0	\$0	\$0	\$0

Source: The Urban Institute, TRIM2 microsimulation results using the March 1990 Current Population Survey.

* Results for these categories are not displayed due to the small number of households experiencing this change.

CONCLUSIONS

This analysis suggests that a policy to promote CSE Program participation among food stamp-only custodial households would have a limited effect on their child support outcomes. The primary reason for the limited effect is that the potential amount of child support that could be collected is small. Even under the "perfect scenario," where all food stamp-only custodial families have an award and receive full payment, child support collections do not substantially raise incomes for these households, as reflected by the large number of households who continue to receive food stamp benefits. Abt estimates that CSE services would yield substantially smaller effects on child support awards and collections than predicted under the "perfect scenario," resulting in even less child support collected for these families.

CSE services would also have a limited effect on food stamp caseload and costs. Of the policy scenarios considered, only the upper-bound for the mandate indicates a measurable impact on food stamp benefits. The estimated food stamp savings from this policy was a 0.2 percent decrease from the baseline program costs. The small magnitude of the food stamp savings is due to the fact that only a relatively small number of families are potentially eligible for CSE services. Only 4 percent of the total food stamp caseload consists of custodial households not also receiving AFDC or Medicaid. The small number of families coupled with the limited effect of the CSE services results in small changes in food stamp caseload and benefits. The estimated effects of the mandate's lower-bound and the outreach do not reflect a significant reduction in food stamp benefits. While the point estimates of the changes resulting from these policies indicate a small reduction in food stamp benefits, the results are based on changes experienced by three or fewer unweighted households and thus, should be viewed with extreme caution.

The scenario in which all food stamp-only custodial families have awards as well as receive full payments of those awards indicates that the potential for increased support payments and food stamp savings is far greater than realized under the policy scenarios. However, these effects would require a greater impact of the CSE program on child support awards and collections than indicated by the results of the Abt analysis. Even under this scenario, total food stamp costs decrease by less than 2 percent due to the small number of effected families and low award levels.

It should be noted that the policy may have an impact on the food stamp eligibility and benefits of noncustodial fathers as well. The Omnibus Budget Reconciliation Act of 1993 instituted a deduction of child support payments made to nonhousehold members. Noncustodial fathers making child support payments may now disregard these payments from their income for food stamp purposes. A recent analysis of data from the 1990 Survey of Income and Program Participation found that more than 6 percent of all noncustodial fathers received food stamps in 1990 (Sorensen, 1993). Thus, a policy to increase child support payments would increase the benefits of some of these fathers. Alternatively, this policy would make some noncustodial fathers newly-eligible for food stamps. These results do not reflect this effect. Future research should examine the impact of changes in child support outcomes on the incomes and food stamp benefits of noncustodial families as well.

REFERENCES

Giannarelli, Linda. An Analyst's Guide to TRIM2. Washington, DC: The Urban Institute
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ENDNOTES

1. Actually, TRIM2 estimates whether a woman was "supposed to receive" child support during the prior calendar year; this is used as a proxy for "having an award." A small number of women may have an award, but for some reason they are not supposed to receive child support.
2. A TRIM2 simulated variable is used to for AFDC eligibility. This variable indicates whether the mother is eligible for AFDC in the absence of child support income.
3. The input file used in this analysis was created on a household basis. Thus, if a household had at least one Food Stamp-only custodial family, the entire household was included in the input file. In some instances, a household may have consisted of more than one custodial family. At least one of the families met the criteria for "Food Stamp-only." However, the other custodial families may or may not have met these criteria. Consider the example of two sisters living together both of whom are demographically eligible for child support. One of the sisters could receive Food Stamps but not AFDC, and the other sister could receive AFDC but not Food Stamps. Both of these families would be included in this analysis. Approximately 20 unweighted custodial families in this analysis received AFDC and/or Medicaid in at least one month during 1989. In the baseline simulation, six of these families had awards and four received child support payments.
4. These numbers differ from the March 1990 Current Population Survey numbers reported in Appendix A of this report because TRIM2 corrects for underreporting of Food Stamp and AFDC participation in the March CPS.
5. To achieve the 20 percent, 12 percent, 10 percent and 6 percent increases in the number of awards, the probabilities of having awards were increased by 25.4 percent, 19 percent, 18.2 percent and 15.5 percent, respectively. For example, if a custodial mother's baseline probability of having an award was .5, in alternative (1), her probability would increase to .63 ($.5 * 1.2675 = .63$). If her random number was .58, she would not have an award under the baseline but she would be awarded support under the alternative.

In the mandate scenarios, the proportion of families receiving full payment among those receiving any payment was increased by 20 percent and 5 percent by multiplying the probabilities of having full support by 13 percent and 3 percent.
6. It should be noted that this table reflects only changes in annual child support payments and Food Stamp benefits; interactions with other programs are not reflected here. It is possible that a household could experience changes in AFDC benefits as a result of increased child support payments received by the household due to AFDC rules concerning deeming of income. If the income of one family in a household is deemed available to another family living in the household, then it is possible that increased child support payments received by the first family could cause a reduction in AFDC received by the second family. However, this effect is likely to be small.