

File
Child Support

OUTLINE OF CHILD SUPPORT PRESENTATION
(Draft, 5/24/93)

I. The Current State of Affairs

- o Single Parent Households, Poverty Rates
- o Child Support Enforcement Record
- o Child Support Enforcement Potential

II. The Child Support Enforcement Structure and Problems With the Current System

- o Present Administrative Structure
- o IV-D, non-IV-D Distinction
- o Lack of Paternity Establishment
- o Inadequate Awards
- o Fragmentation
- o Lack of Staff and Resources
- o The Burden of Enforcement is on the Mother
- o Enforcement is not Tough Enough

III. Key Issues to be Decided

- o Expanding Paternity Establishment
- o Universal Child Support Enforcement
- o Centralizing and Unifying the System
- o Federal Enforcement vs. State Enforcement
- o Funding and Incentives
- o Child Support Enforcement and Insurance/Assurance

6/2 - C.S.
6/4 - Vision MTC

SITES

The Current State of Affairs

The Rise in Single Parent Families, Driven by the Increasing Percentage of Out-of-Wedlock Births, Leads to Increasing Poverty Rates for Children.

- o Percentage of births to unmarried mothers: 1960 - 5.3%, 1970 - 10.7%, 1980 - 18.4%, 1989 - 27.1%.
- o Rates of divorce per 1000 of population: 1960 - 2.2, 1970 - 3.5, 1980 - 5.2, 1990 - 4.7.
- o One parent families as proportion of all families with children: 1970 - 12.9%, 1980 - 21.5%, 1990 - 28.1%.
- o Poverty rate of children, female headed families: 1990 - 53.4%. Male present - 10.7%.
- o Also see tables 1, 2, 3, & 4.

The Present Child Support Enforcement System Provides Only Limited Assistance for Most Women:

- o Percent of women eligible for child support payments, not awarded payments: 1978 - 40.9%, 1989 - 42.3%.
- o Percent of never married with children, not awarded child support: 1989 - 76%.
- o Of the women due payments, percent who received full amount: 1978 - 48.9%, 1989 - 51.4%.
- o Mean child support payments received (by women who received payments), divorced women: 1978 - \$3,581, 1989 - \$3,322.
- o Mean child support payments received (by women who received payments), never married: 1978 - \$1,793, 1989 - \$1,888.
- o Also see tables 5, 6, 7, & 8.

The IV-D Agencies are Establishing More Paternities, But, In Part, Because of Rising Out-of-Wedlock Births, the Overall Percentage Remains Poor.

- o Total numbers of IV-D paternities established: 1986 - 244,966, 1989 - 339,243, 1991 - 479,066.
- o IV-D paternities established per out-of-wedlock births: 1986 - 27.9%, 1989 - 31%.
- o Also see table 9.

The Current State of Affairs (page 2)

The IV-D Agencies are Collecting More Support But Mostly Because of an Increase in the Number of Cases Being Handled or Funneled Through the IV-D Agencies, Rather Than Being Handled Privately.

o Total IV-D collections: 1986 - \$3.2 billion, 1989 - \$5.2 billion, 1991 - \$6.8 billion.

o IV-D, AFDC caseload: 1986 - 5.7 million, 1989 - 5.7 million, 1991 - 6.1 million.

o IV-D, Non-AFDC caseload: 1986 - 2.5 million, 1989 - 4.2 million, 1991 - 5.3 million.

o Also see tables 10 & 11.

Closing the Collection Gap would ~~increase~~ *add* billions to poor families.

o Aggregate child support deficit: 1989 - 5.1 billion dollars.

o Estimated gap between what is now paid and what could potentially be received is in excess of 15 billion dollars.

Problems With The Current System

o **Lack of Paternity Establishment.** There are over one million children born to unwed mothers every year and yet we are only establishing paternity for about 30% of them. In the past, paternity establishment has always been a low priority. The current system does nothing to establish paternity until the mother goes on welfare. This delay means that it is much harder to ever establish paternity and some may never be established. And archaic laws combined with poor agency incentives means that many more fathers escape their obligations.

o **Inadequate Awards.** Child support awards are often inadequate, mostly because of a failure of awards to be updated.

o **Fragmentation.** The present system involves every level and branch of government and fifty separate state systems. Thirty percent of the cases are interstate cases which pose severe collection problems. There is a further lack of centralization at the state level and some programs are county based. Payment collection and disbursement is rarely centralized. Over-reliance on an overburdened court system means that many of the establishment and enforcement steps are slow and inefficient. Cases are treated differently depending upon whether they are IV-D cases or non-IV-D, AFDC cases or non-AFDC. Because of the present incentive system, non-AFDC cases often receive second-hand treatment. As a result, many women do not enter the IV-D system at all and either go without or handle the matter privately.

o **Lack of Staff and Resources.** Child Support Enforcement Agencies and custodial parents seeking help in getting their support both cite the lack of staff and resources as a major reason why service is so poor. The lack of staff and resources is due to the fiscal problems of states, political short-sightedness of some states, and the present funding and incentives structure for states. Also, historically child support enforcement has been seen as a women's issue.

o **The Burden of Enforcement is on the Mother.** The custodial parent (usually the mother) often has the burden to secure enforcement. Mothers are often in an unequal power relationship and sometimes subject to intimidation, threats and abuse if they assert their right to support. As a result, they often go without rather than taking the chance of rocking-the-boat. In most non-AFDC cases there is absolutely no monitoring of payments by the court or agency to insure that support is paid.

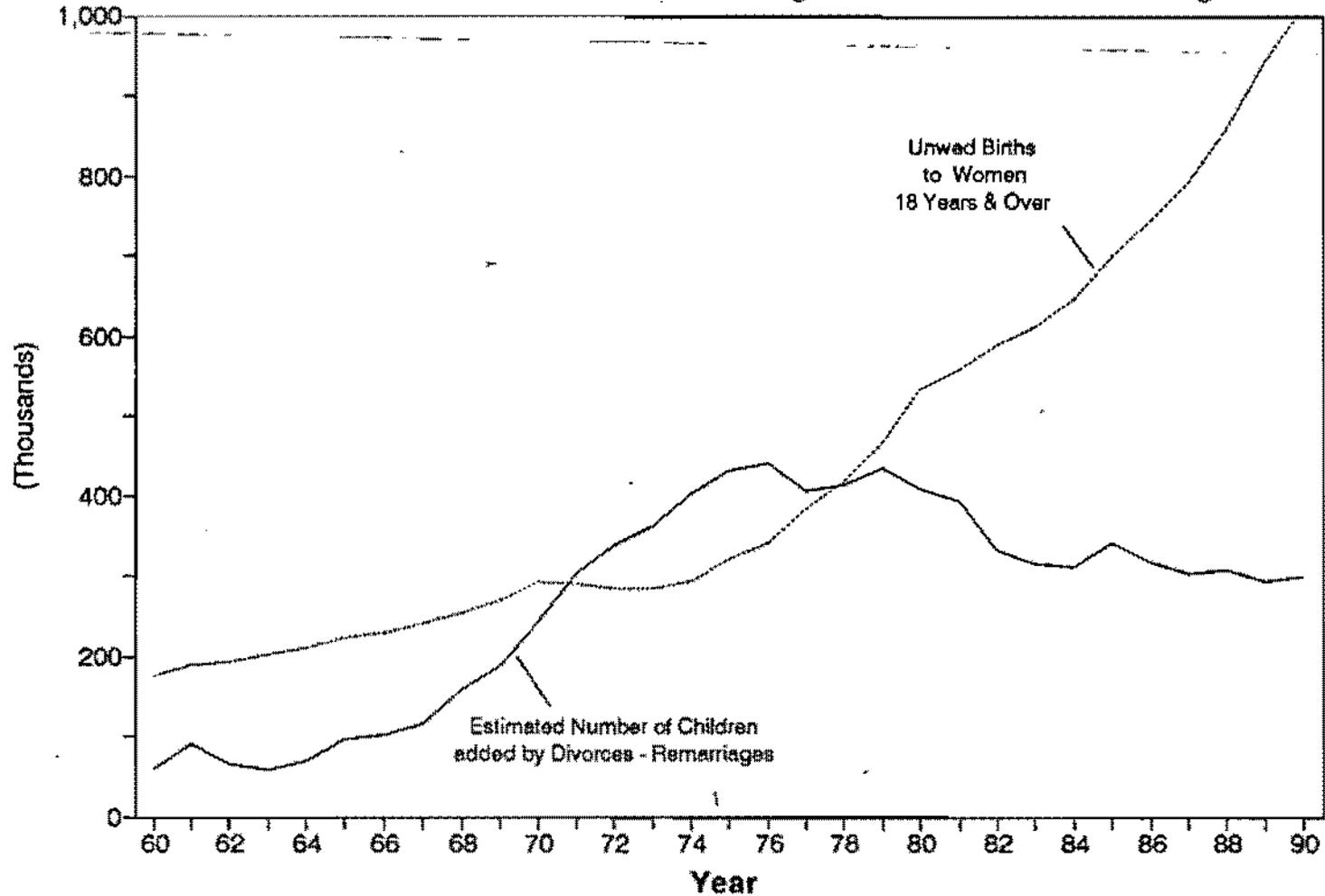
o **Enforcement is not Tough Enough.** Enforcement of child support obligations is often totally lacking or inadequate. This leads to a perception that the system can be beat. States are often slow to adopt necessary enforcement procedures and techniques. Automated systems are only being slowly adopted. There is poor medical support enforcement. Wage withholding is not fully used and it is often not instituted immediately at time of hire.

Key Issues to be Decided

- **How Far to Push Paternity Establishment.**
 - Should the government try to establish paternity for all out-of-wedlock births?
 - How far do we go towards universal paternity establishment (And still protect mothers subject to abuse) - decouple paternity establishment from welfare, create new measures and incentives for states, offer carrots to encourage the mother's cooperation, or use carrots and more sticks?
- **Universal Child Support Enforcement.**
 - Should child support enforcement be treated as part of a broader anti-poverty strategy that attempts to provide children in all single parent families with support from both parents?
 - If the goal is broader, how far do we go towards a universal system? Should it be mandatory or optional? Opt-out only or opt-in only?
- **Centralizing and Unifying the System.**
 - How far can we go in requiring states to centralize state operations and state collection/disbursement systems?
 - Should we mandate administrative process or, at least, create heavy incentives for administrative process?
 - How far do we go in imposing mandates on the states to have the necessary enforcement procedures and tools?
 - Do we decouple the child support program from welfare?
- **Federal Enforcement vs. State Based Enforcement.**
 - If federal - Which agency would be responsible? What are the political ramifications, transition difficulties and costs?
 - If state - What type of federal-state role and federal financial participation would promote states to insure that adequate staff, resources and attention are paid to child support enforcement? Is there room for an expanded federal role even if a state based system is retained?
- **Funding and Incentives.**
 - Is the federal government willing to spend more money to provide child support enforcement as a service and support system for all single parents or should we just be concerned with recouping AFDC dollars?
 - To what extent are incentives, supports, and services for non-custodial parents worthwhile and affordable?
- **Child Support Enforcement and Insurance/Assurance.**
 - What are the benefits and drawbacks to a CSEI program?
 - Should we implement CSEI as a national program? State-based phased-in? State demonstrations?

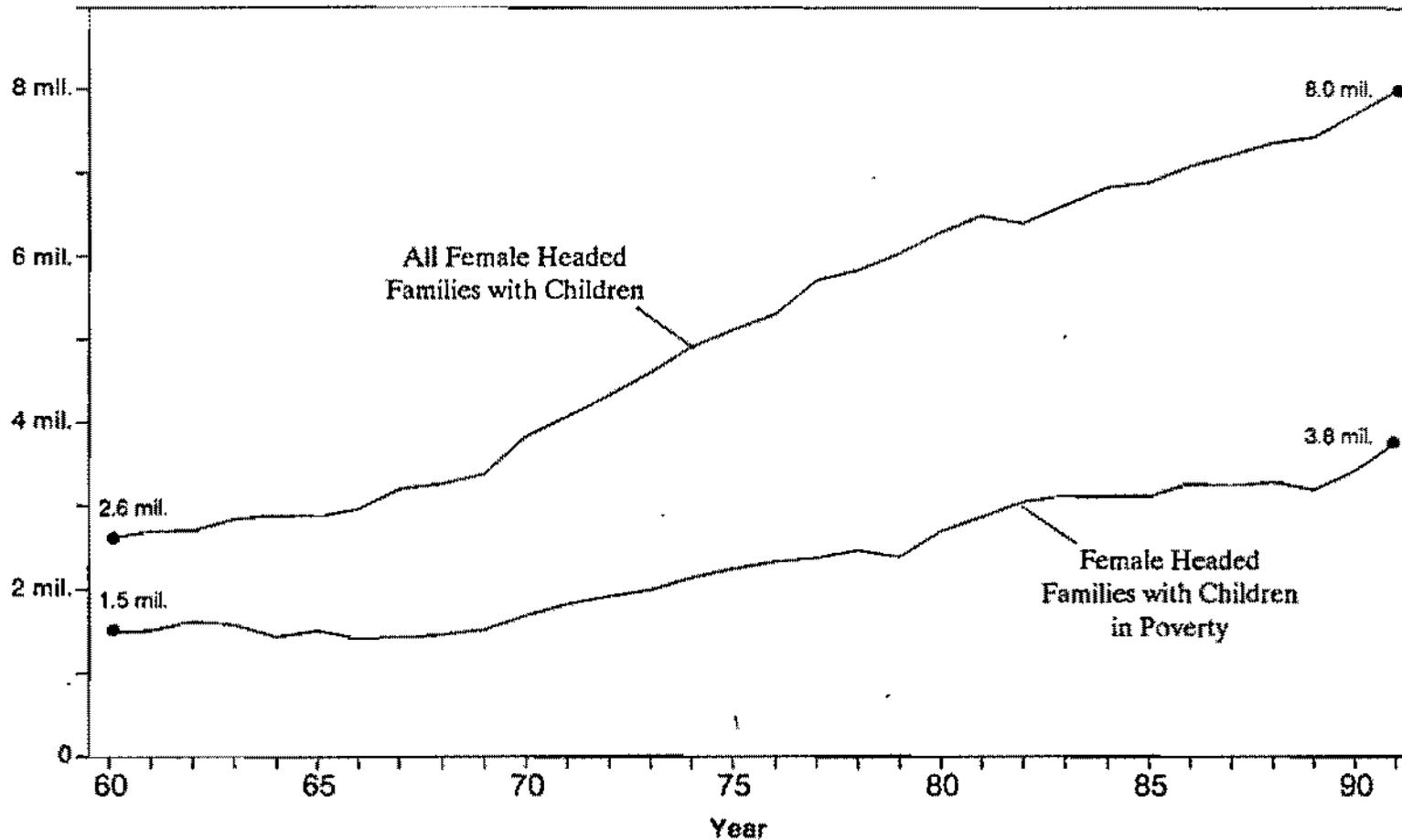
GROSS ADDITIONS to CHILDREN in MOTHER-ONLY FAMILIES

Annual Additions from Unwed Childbearing and Divorce net of Remarriage



Source: National Center for Health Statistics, *Vital Statistics of the United States*, annual and *Monthly Vital Statistics Report*, Vol. 41, No. 9, Supplement, February 25, 1993.

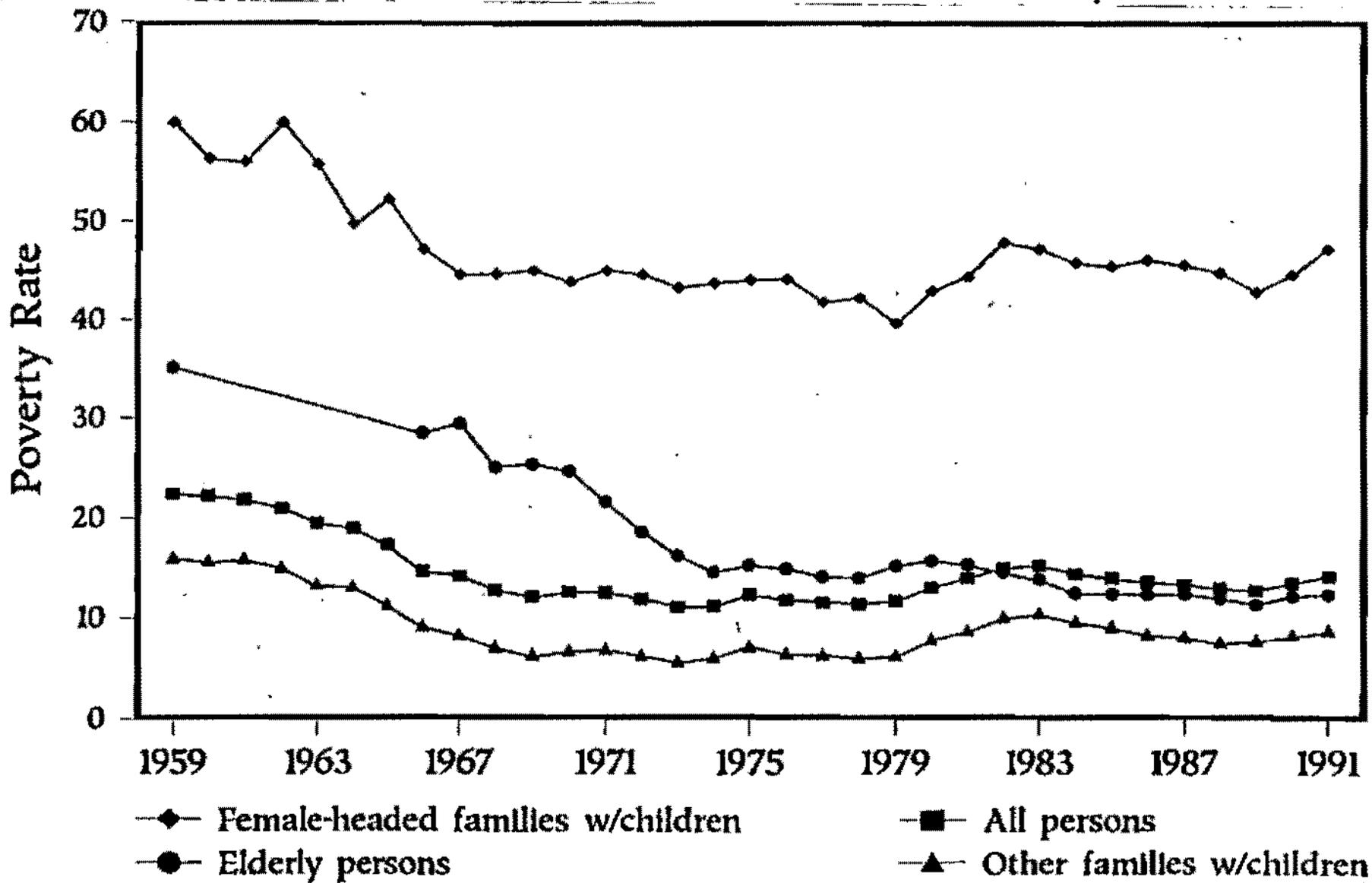
FEMALE HEADED FAMILIES with CHILDREN "ALL" and "IN POVERTY"



Source: U.S. Bureau of the Census, *Current Population Reports*, series P-60, No. 181.

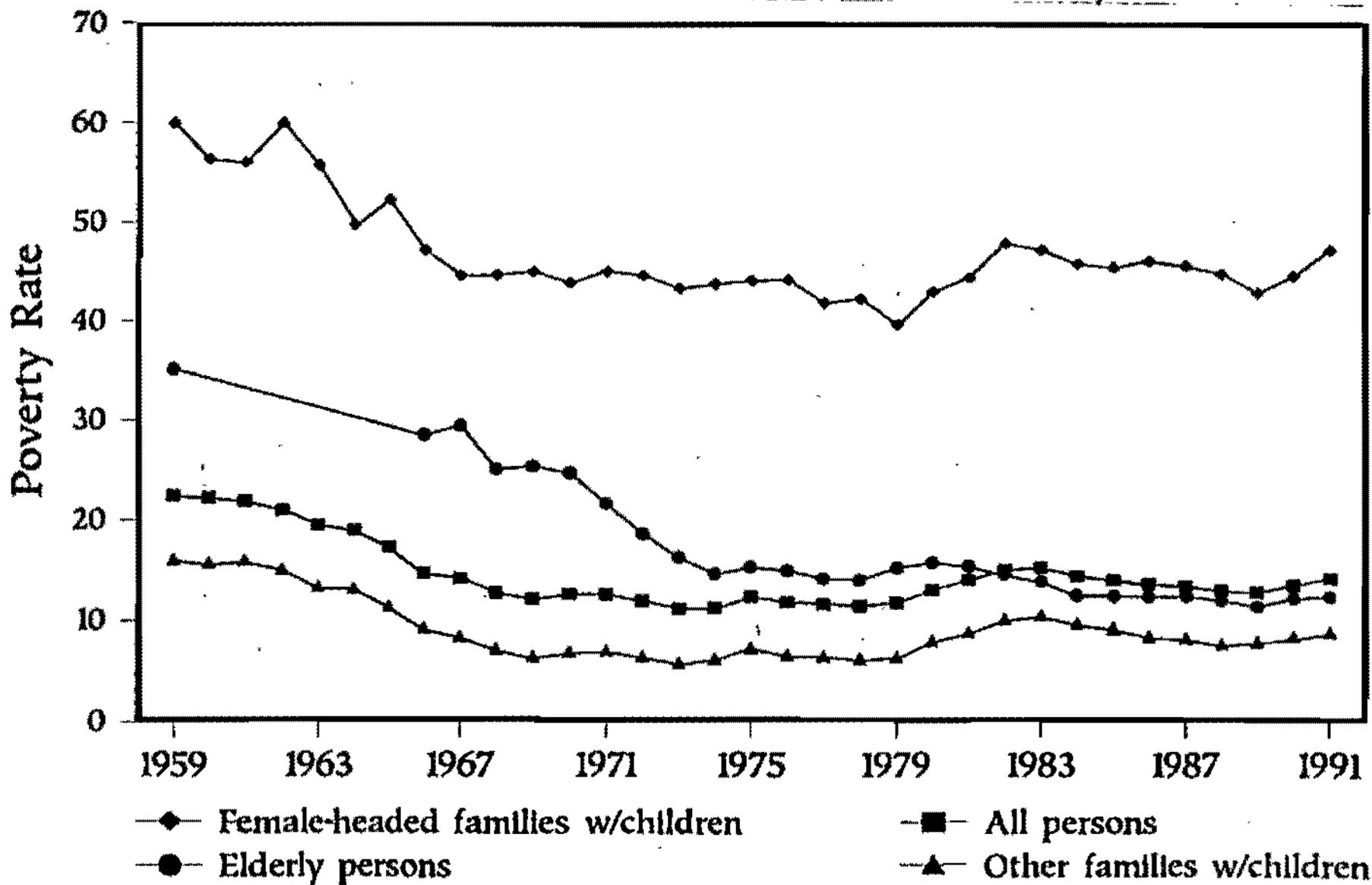
Poverty Trends, 1959-91

(Female-headed vs. Other Families)



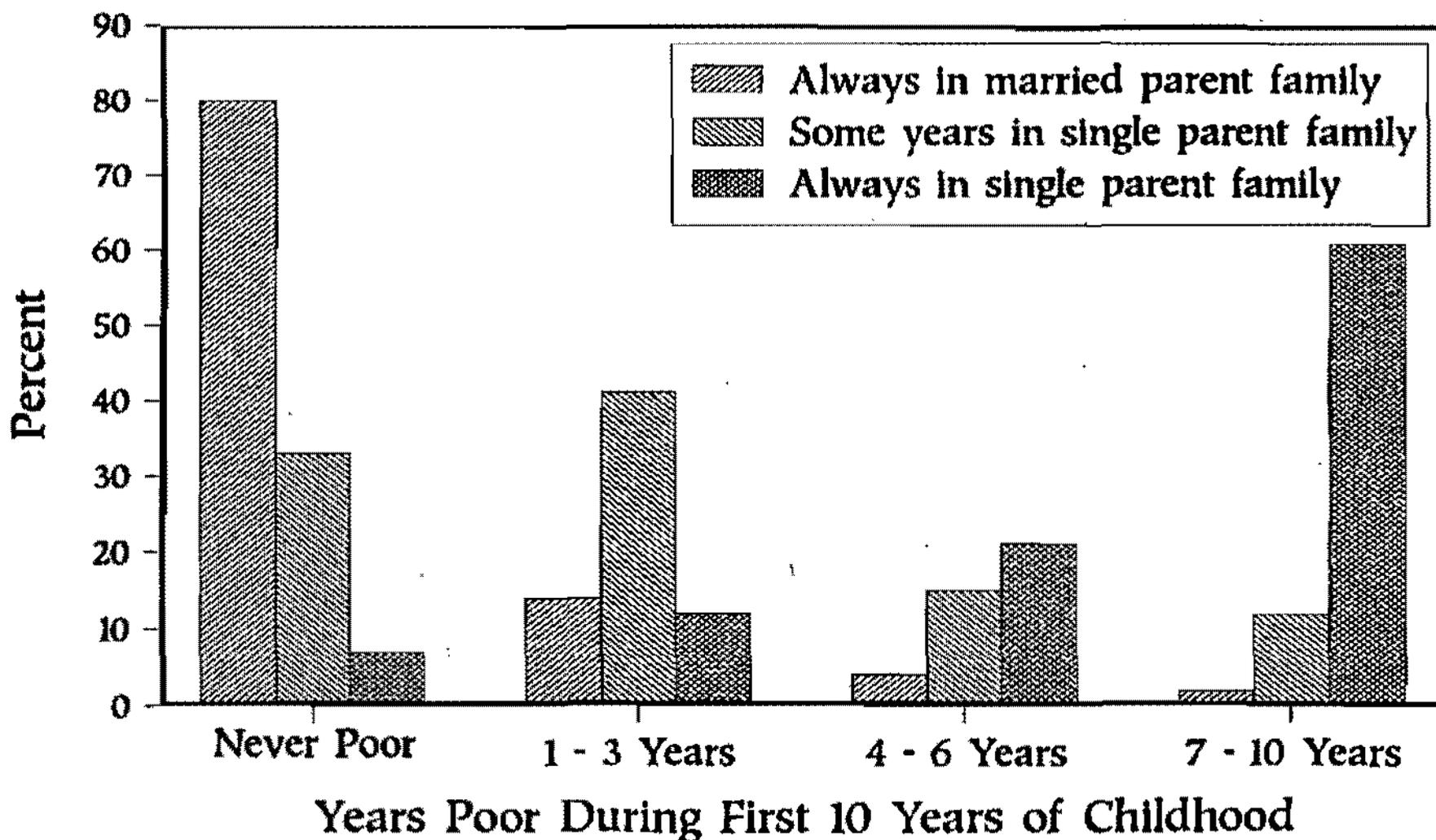
Poverty Trends, 1959-91

(Female-headed vs. Other Families)

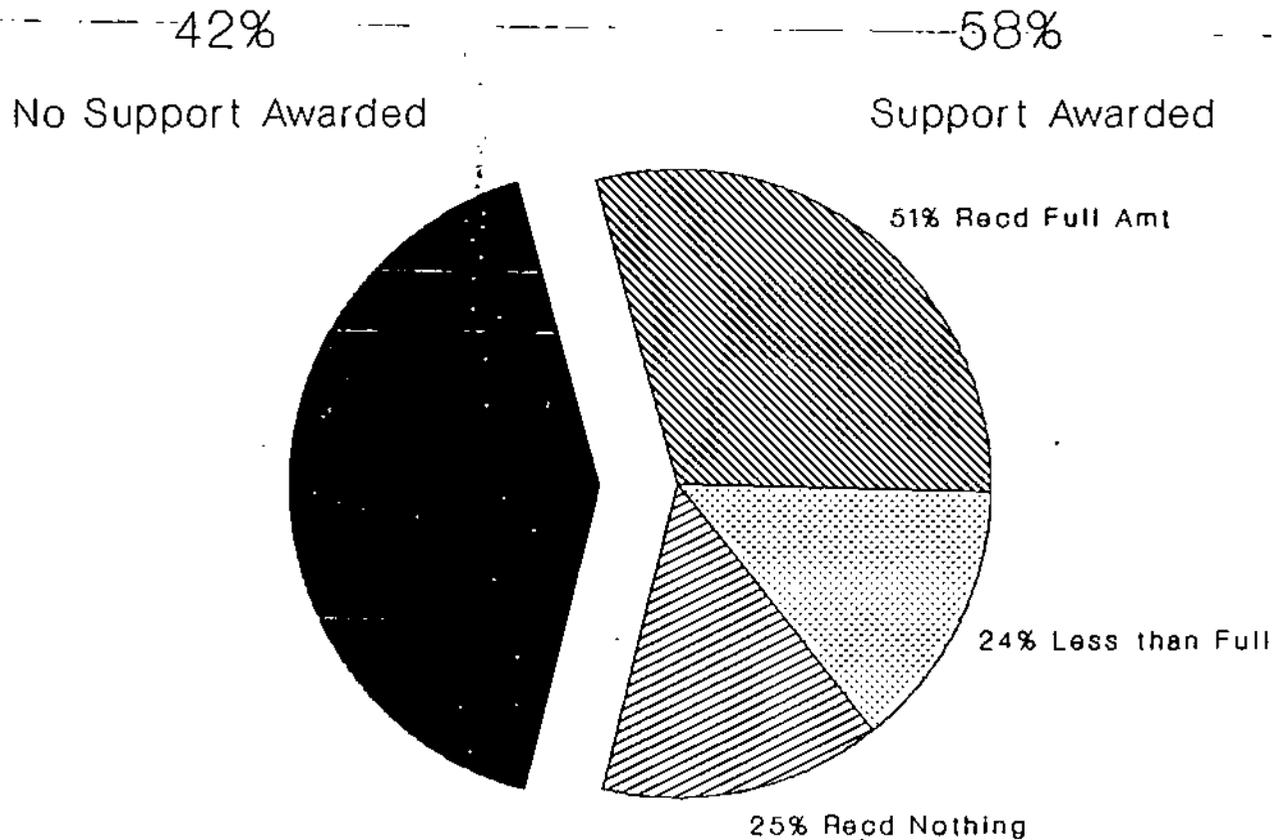


Distribution of Children by Duration of Poverty

By Family Type, 1970 - 1982



AWARD AND RECIPIENCY RATES OF WOMEN

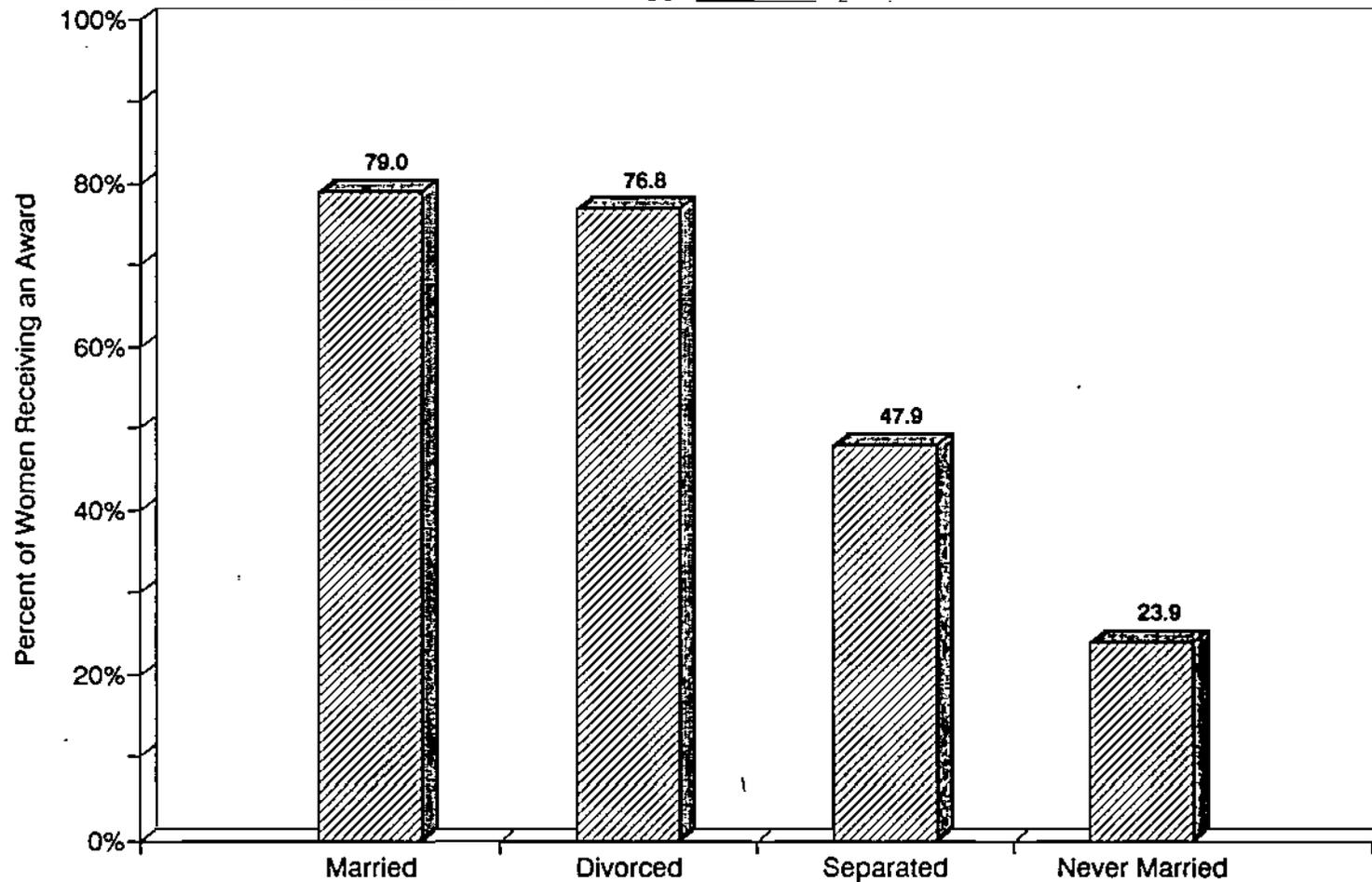


10.0 Million Women in 1989
lived with Children and
the Father was not Present.

Source: Current Population Reports,
Consumer Income, P-60, No.173

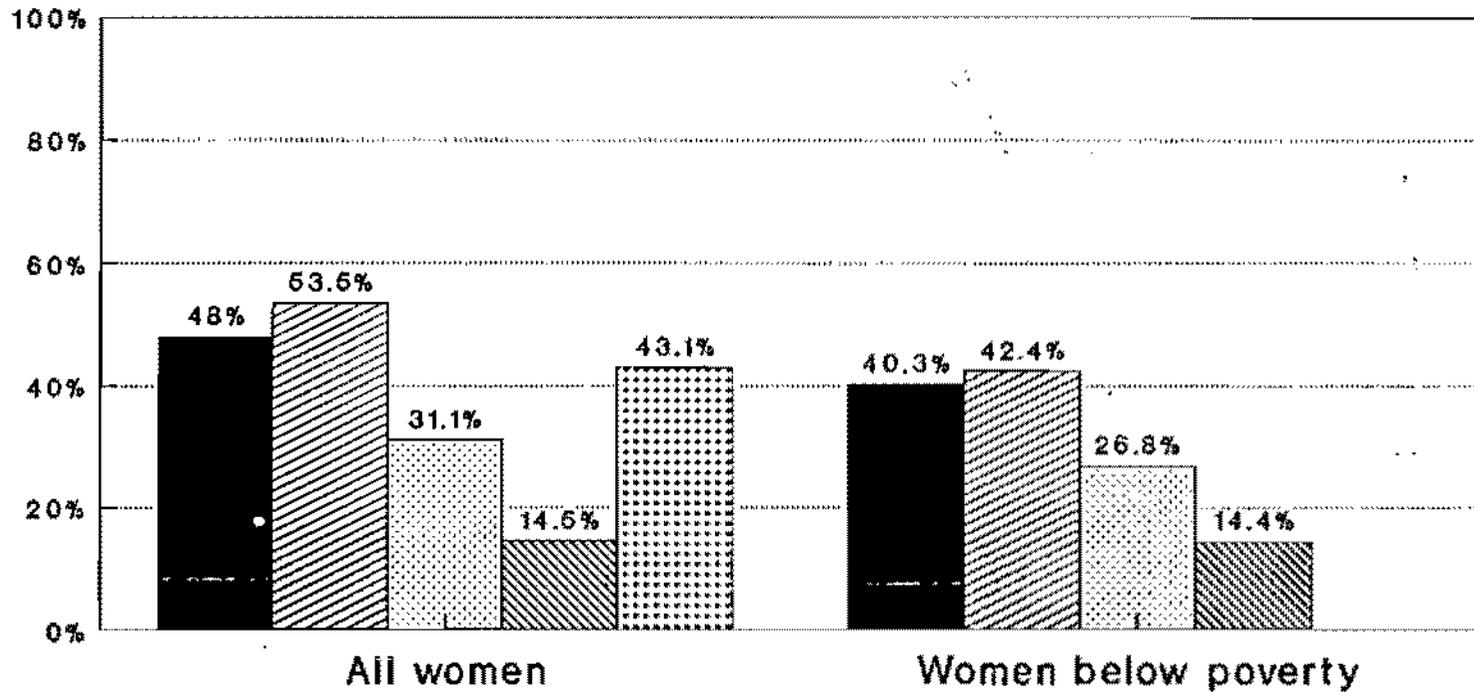
CHILD SUPPORT PAYMENTS AWARDED

Women 15 years and older with own children under 21 years of age present from absent fathers as of spring 1990.



Source: U.S. Bureau of the Census, *Current Population Reports*, series P-60, No. 173.

Child Support Payments Received (By Marital Status)

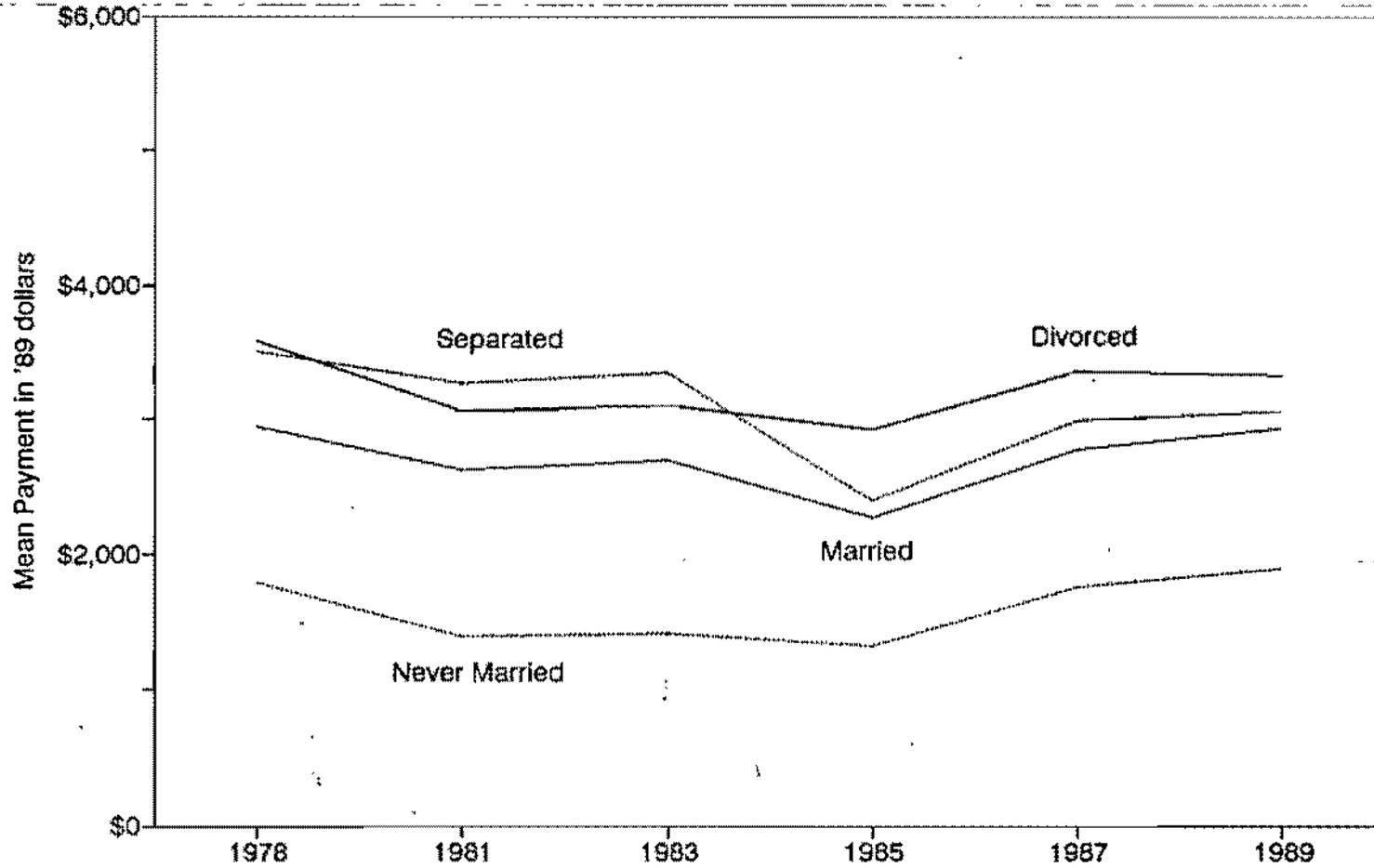


Married
 Divorced
 Separated
 Never Married
 Widowed

Source: Current Population Reports,
Consumer Income, P-60, No. 173

MEAN CHILD SUPPORT PAYMENTS RECEIVED

By Current Marital Status

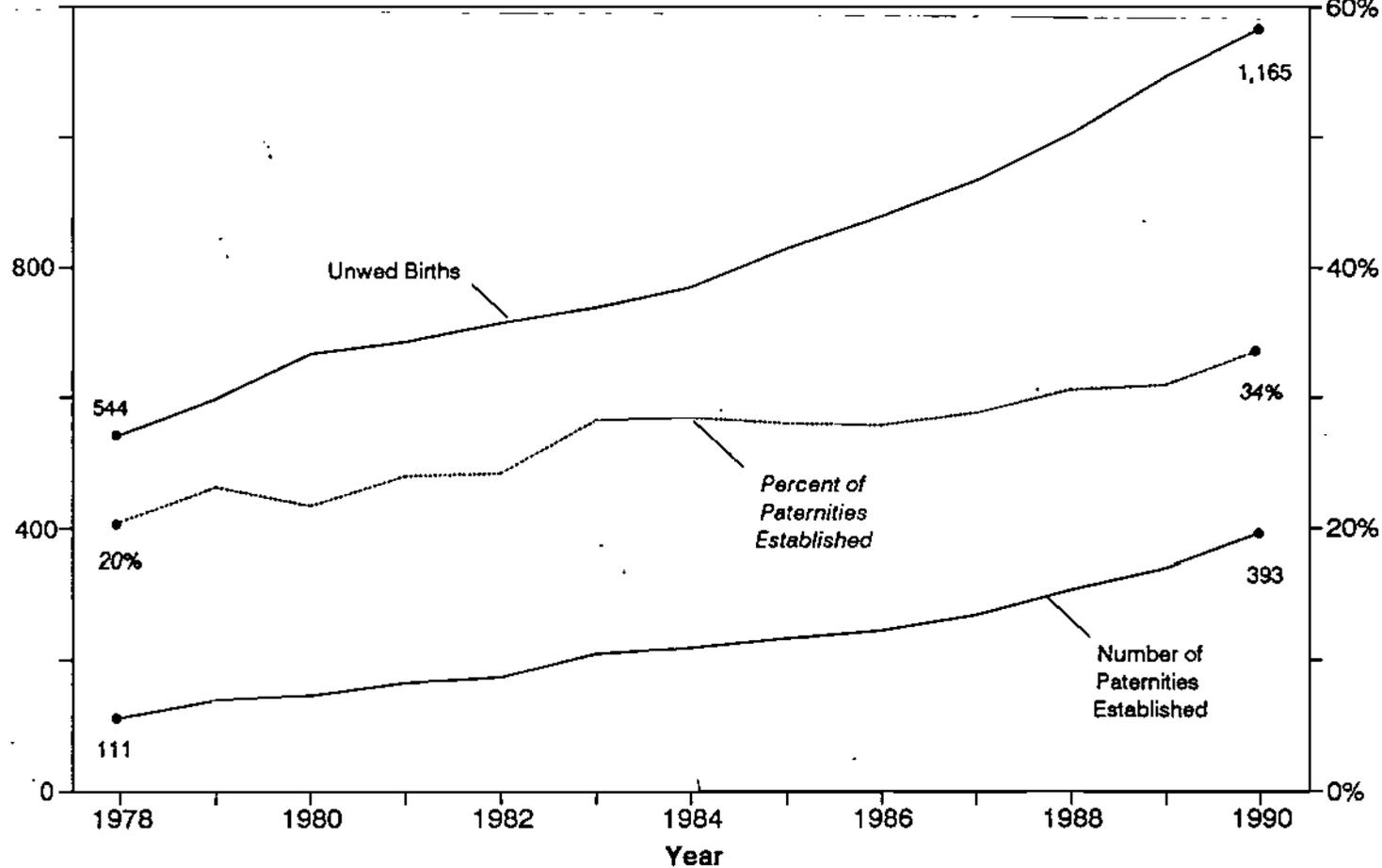


Source: U.S. Bureau of the Census, *Current Population Reports*, series P-60, No. 173.

UNWED BIRTHS & PATERNITIES ESTABLISHED

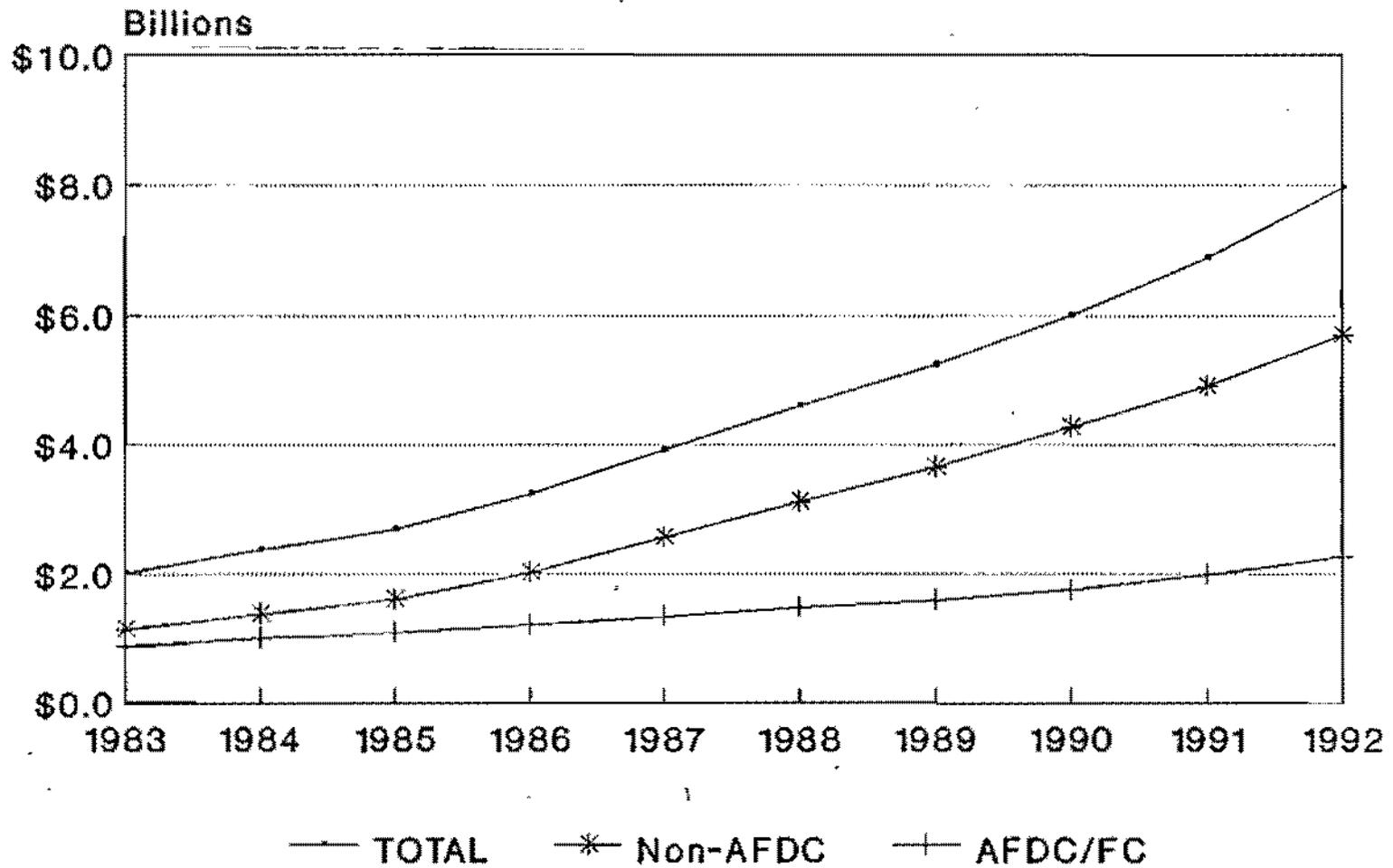
Number
in 1,000s

Percent
Established



Source: National Center for Health Statistics, *Vital Statistics of the United States*, annual and *Monthly Vital Statistics Report*, Vol. 40, No. 8, Supplement, December 12, 1991; Committee on Ways and Means, *Overview of Entitlement Programs, 1992 Green Book*.

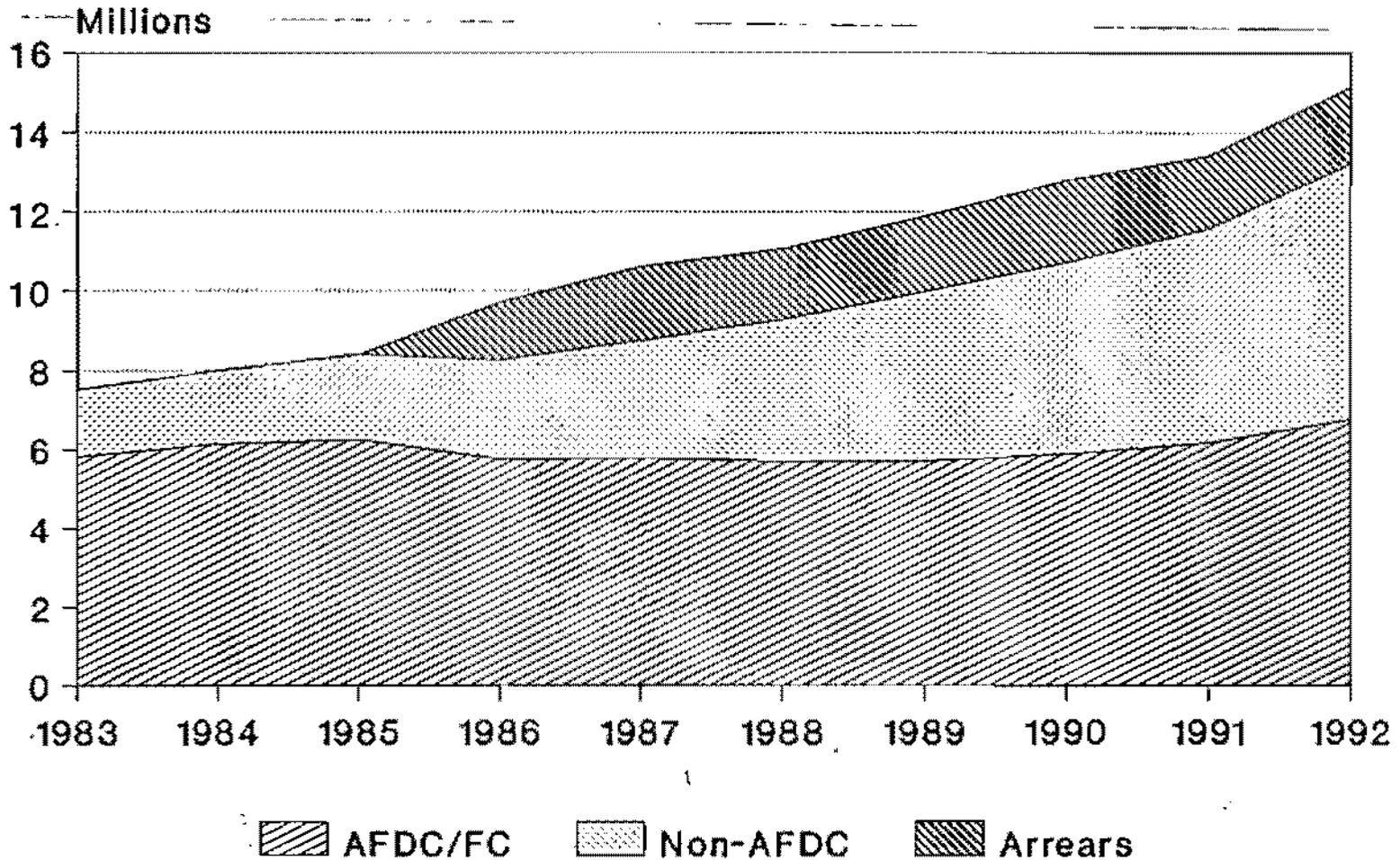
TOTAL DISTRIBUTED COLLECTIONS



Source: OCSE Program Data
FY 1992 Data are Preliminary

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ANNUAL CSE CASELOAD



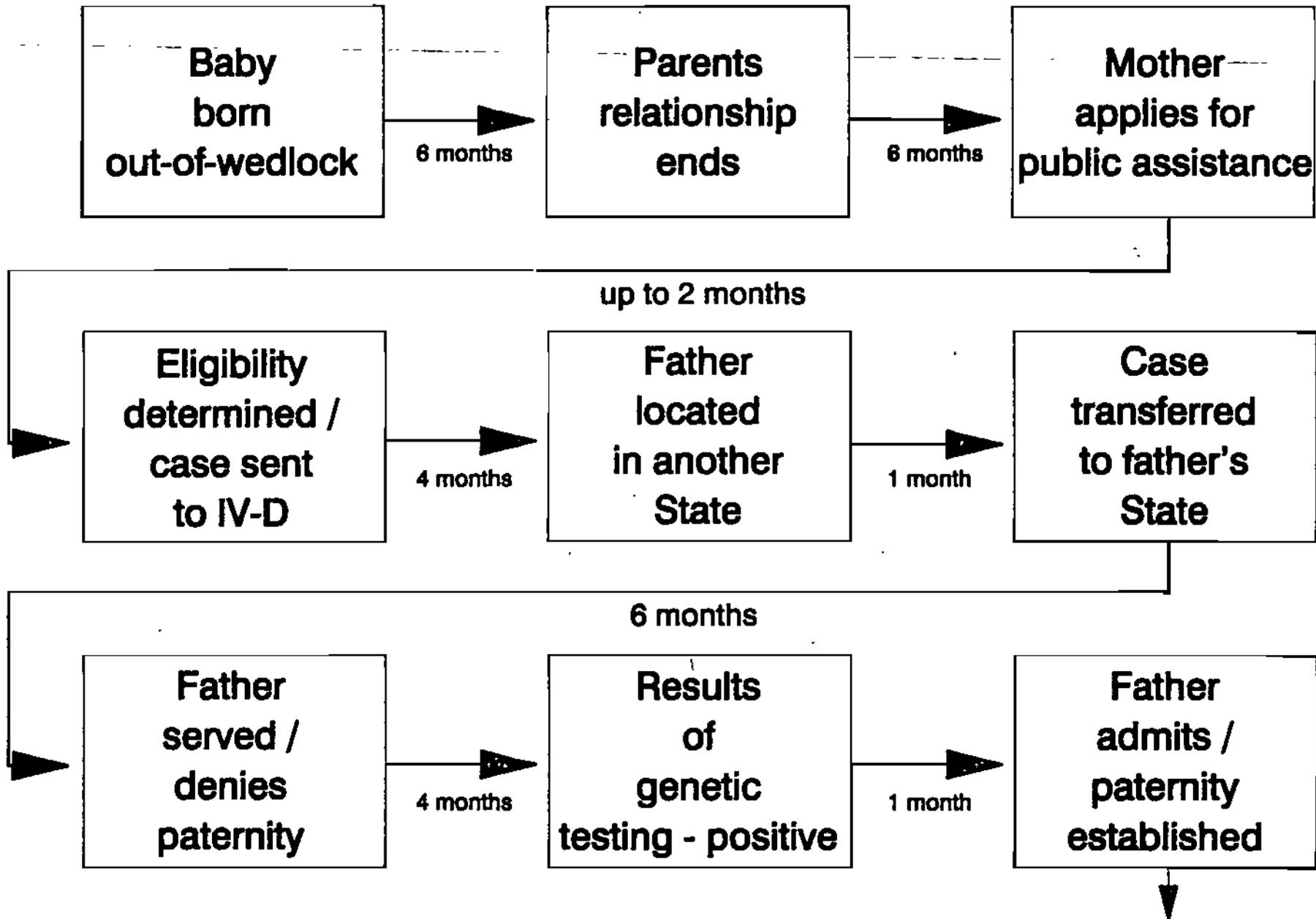
Source: OCSE Program Data
FY 1992 Data are Preliminary

HYPOTHETICAL PATERNITY ESTABLISHMENT & CHILD SUPPORT CASE

Typical Problems & Delays

<u>Age of Child</u>	<u>Action/Event</u>	<u>Problem</u>
0	Unwed mother gives birth to a child at a hospital	No attempt is made to establish paternity at time of birth
1	Mother applies at welfare office for assistance and enters the welfare system case load	No attempt is made to establish paternity until mother goes on welfare
2	Case file reaches top of pile in the IV-D office	IV-D office is another agency and is understaffed
3	Paper served, blood test made, trial is held, and support set	Court system is overburdened and slow
4	Father is summoned to court after failure to pay	Enforcement actions are slow due to lack of staff & resources
5	Father moves to another state; case is transferred	Interstate processing causes significant delay
6	Mother takes a job and moves off welfare	Agency makes little effort when not pushed by mother
7	Mother pushes agency; father is brought to court	Court system delays
8	Father moves up into higher paying job; wages garnished	Support payment not adjusted unless mother pushes for review
9	Father quits current job and finds a new job	Father's new job location is hard to identify
10	Father moves to another state; case is transferred	Delays continue

PATERNITY CASE PROCESSING



13

PATERNITY CASE PROCESSING

3 month

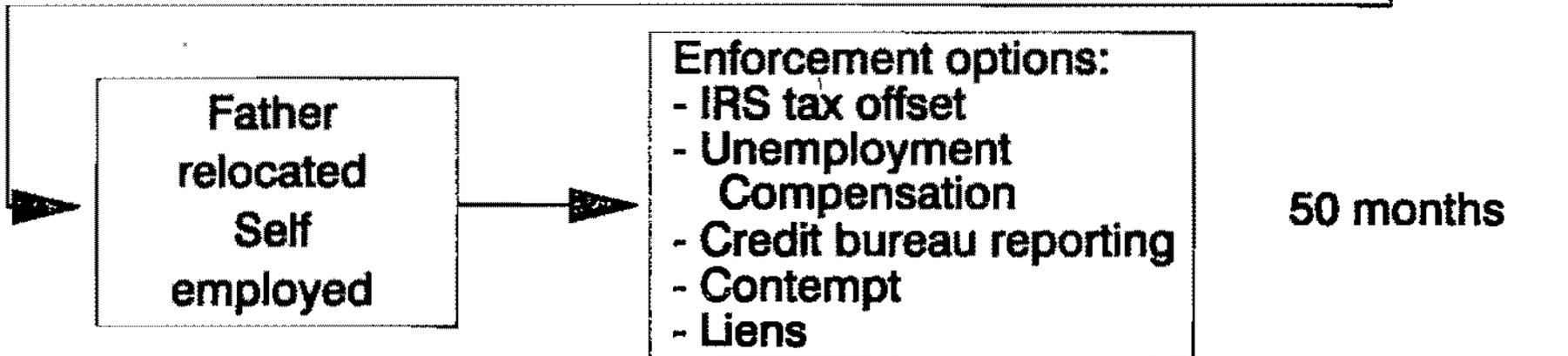
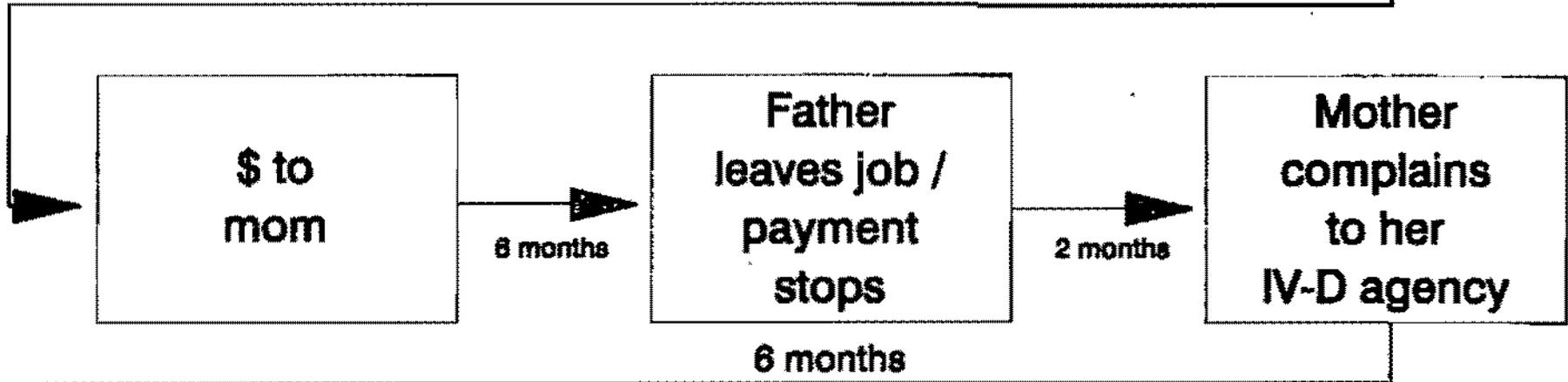
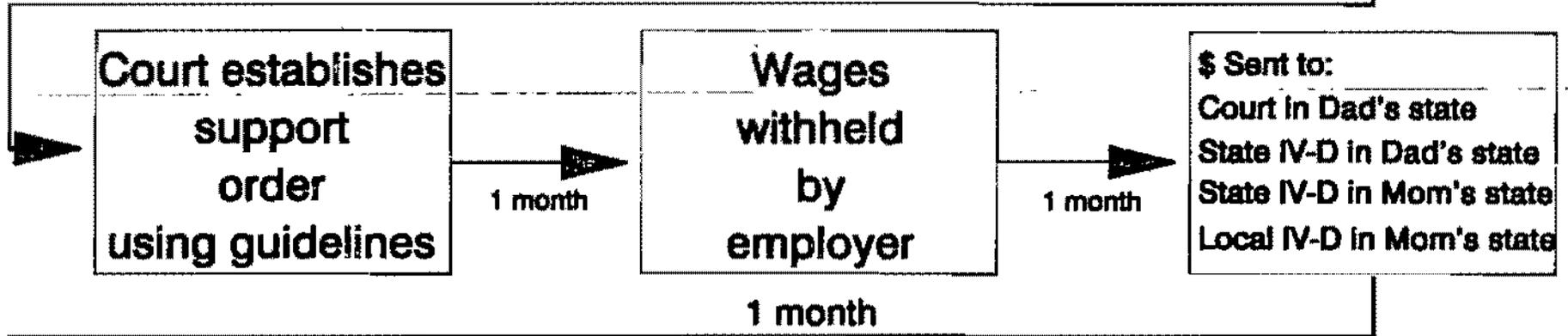
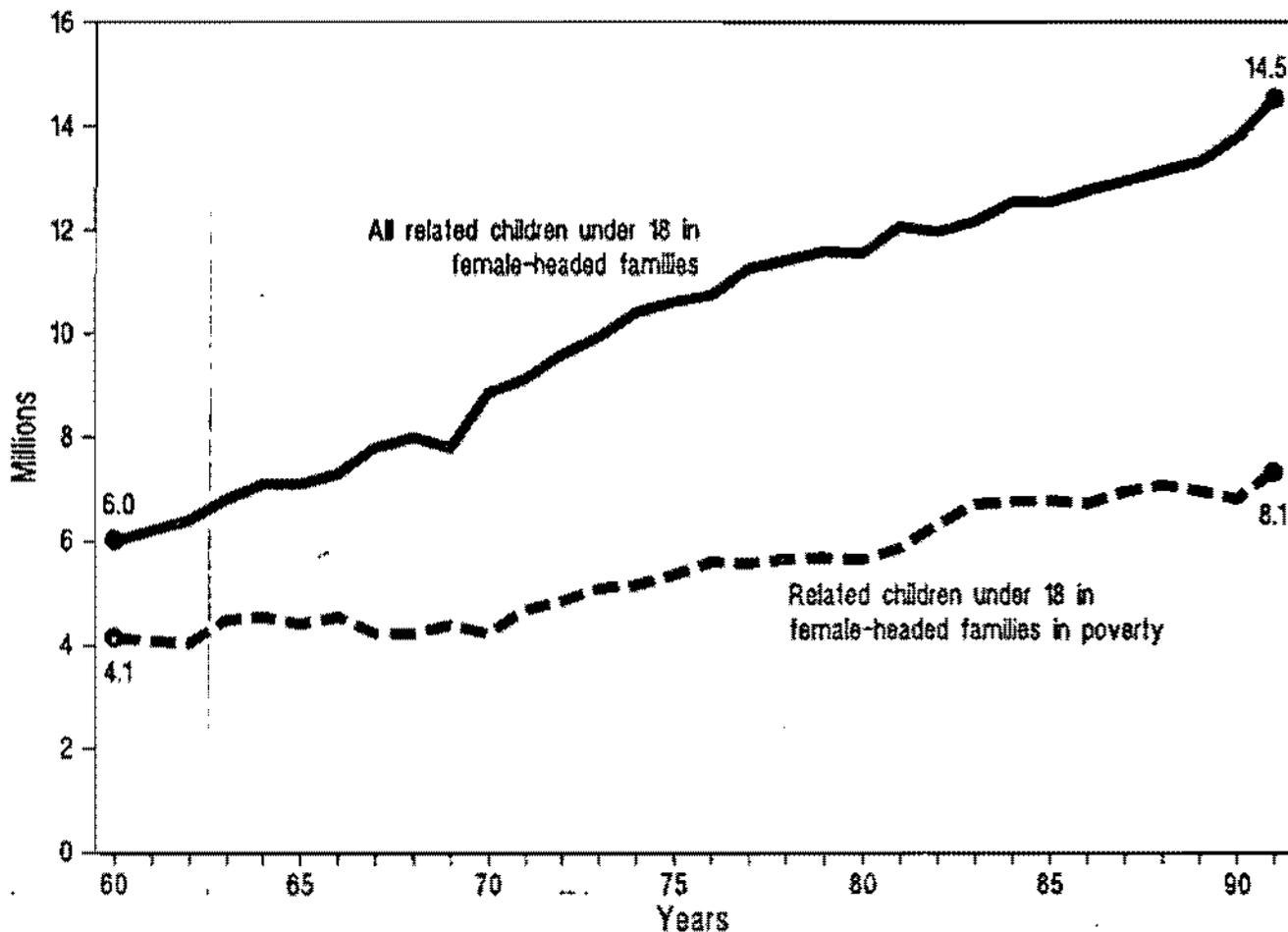


Table I

Children in Female-Headed Families

"All Related" and "In Poverty"



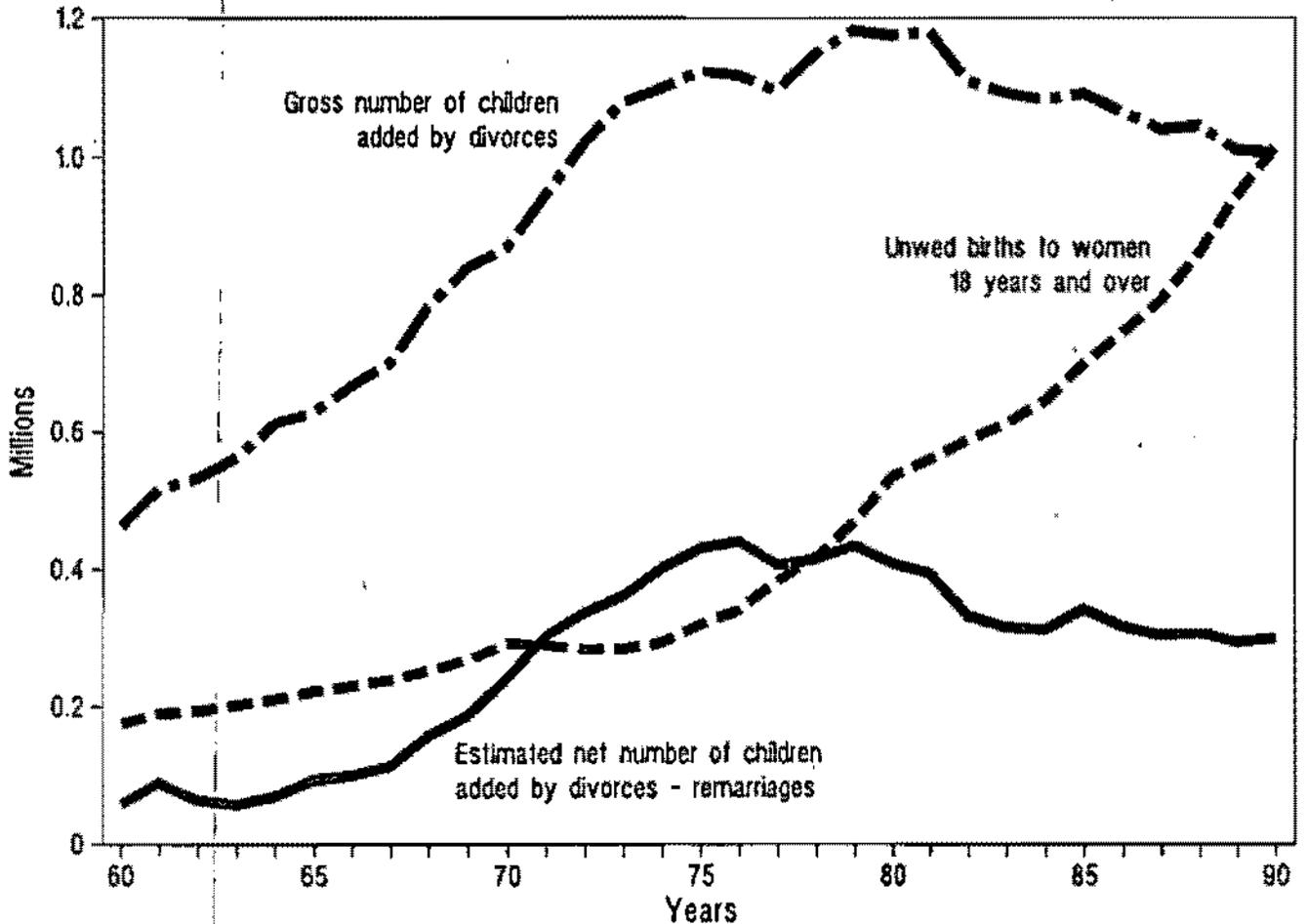
SOURCE: U.S. Bureau of the Census, Current Population Reports, series P-60, No. 181 and earlier reports.

- There is a large and increasing number of children in female-headed families
- A substantial proportion of the children in female-headed families is poor

Table II

Gross Additions to Children in Mother-Only Families

Annual Additions from Unwed Childbearing and Divorce
Net of Remarriage



SOURCE: National Center of Health Statistics, Vital Statistics of the United States, annual and Monthly Vital Statistics Report, Vol. 41, No. 9, Supplement, February 25, 1993.

- Female-headed families are formed by divorce and by birth to unmarried mothers, but in recent years births to unmarried mothers have become the major contributor to the growth of female-headed families
- The trend is even more dramatic when remarriage is taken into account

Table III a

Distribution of Financial Contributions by Fathers & Mothers in Families with Children by Type of Family

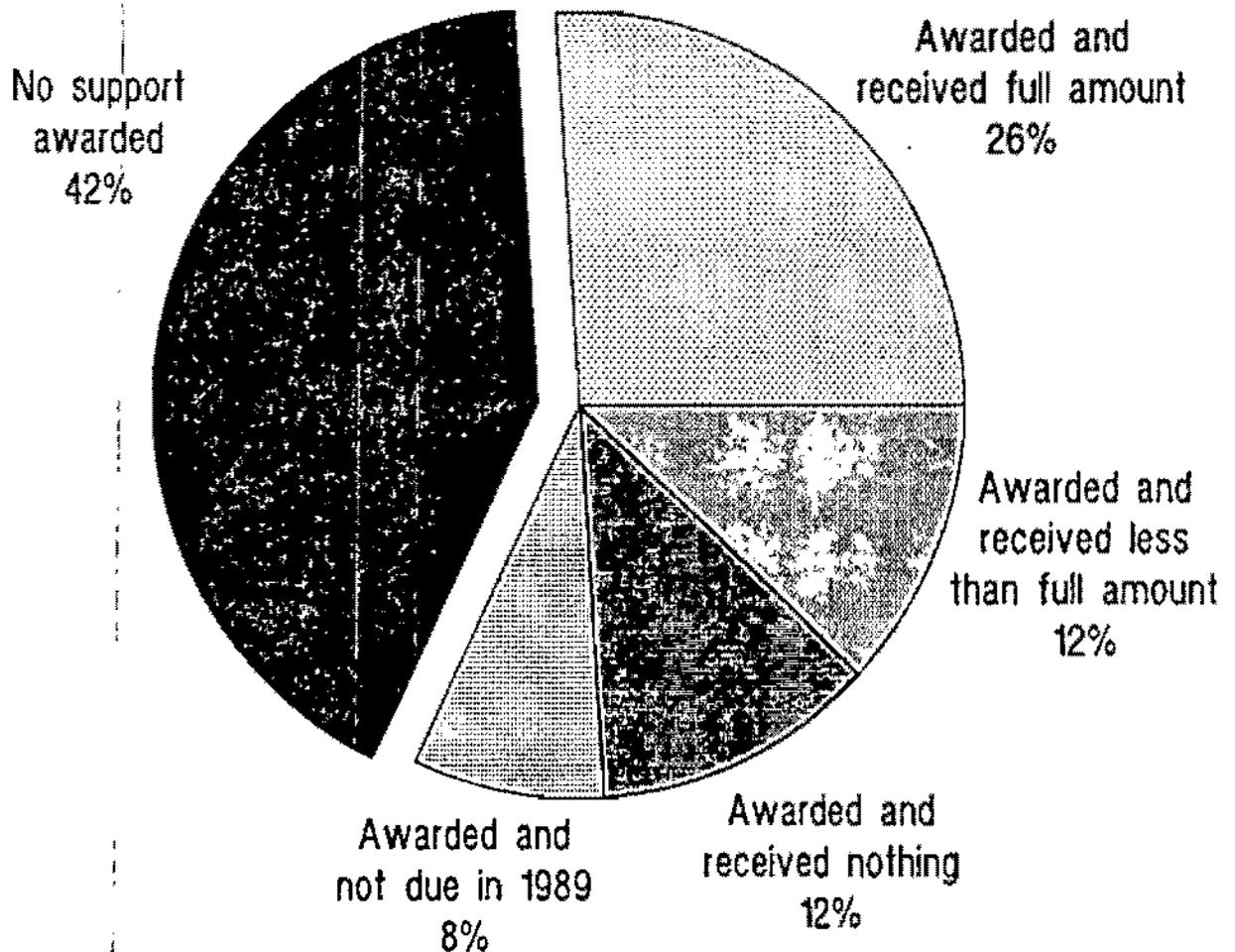
In Some Cases, The Husband, Wife, or Female-Head Will Not Be the Biological Parent of the Children

Contribution	Father's earnings in husband-wife families	Child support and alimony in female-headed families	Mother's earnings in husband-wife families	Mother's earnings in female-headed families
None	5.3%	65.4%	30.1%	31.4%
\$1 - \$2,499	1.9%	21.0%	11.2%	8.9%
\$2,500 - \$4,999	1.9%	8.0%	7.4%	5.5%
\$5,000 - \$9,999	5.8%	3.8%	14.2%	11.5%
\$10,000 - \$14,999	10.1%	1.0%	12.9%	13.1%
\$15,000 - \$19,999	11.1%	0.3%	9.7%	10.3%
\$20,000 - \$24,999	12.5%	0.2%	6.4%	7.1%
\$25,000 or over	51.6%	0.2%	8.0%	12.2%
Total	100.0%	100.0%	100.0%	100.0%
Overall average	\$27,983	\$1,070	\$8,696	\$10,462

- A primary reason for the low income status of female-headed families is that income is coming basically from only one parent

Table III b

Award and Recipiency Rates of Women



10 million women in 1989 lived with children and the father was not present

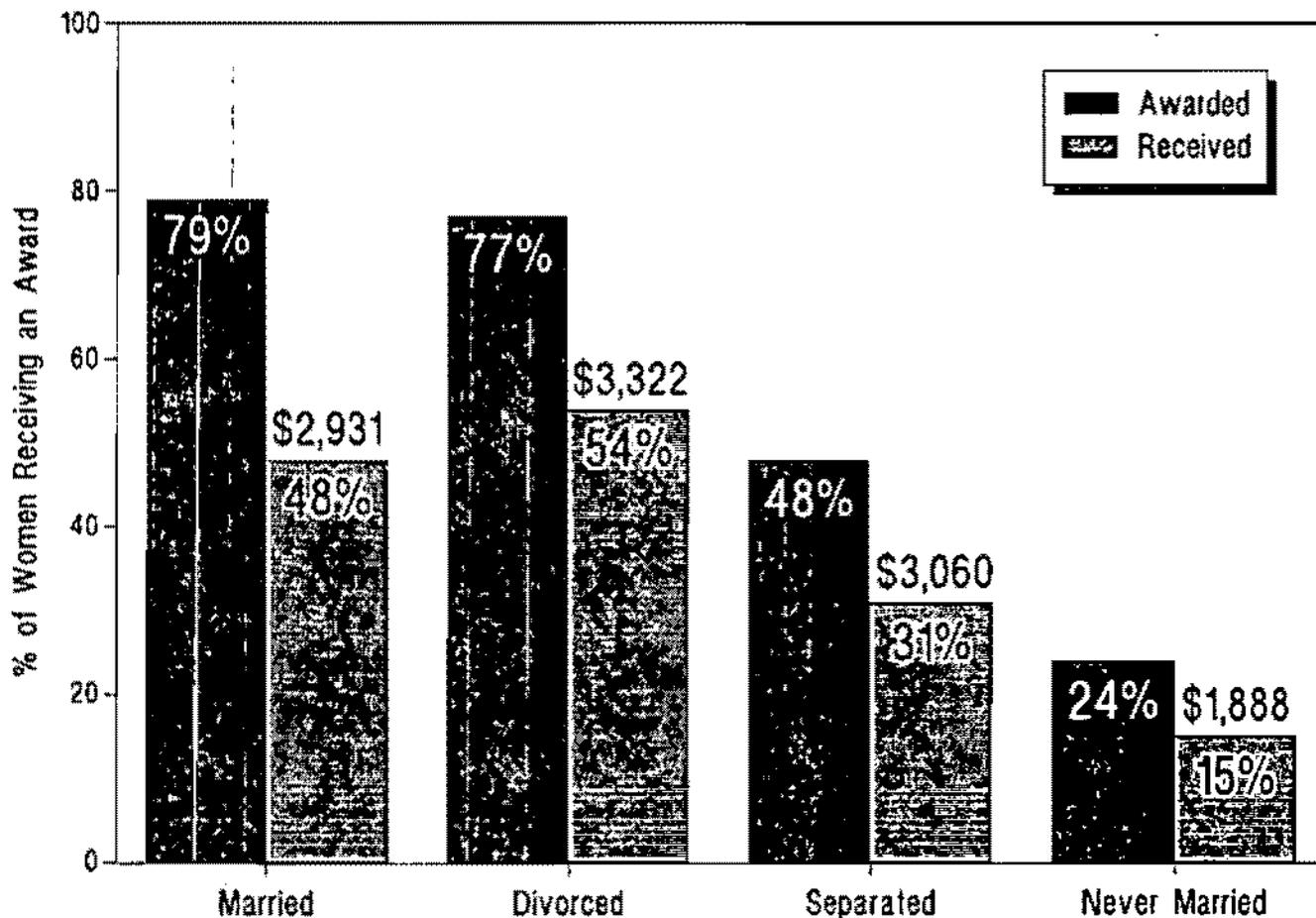
SOURCE: U.S. Bureau of the Census, Current Population Reports, series P-60, No. 173

Of the 10 million women theoretically eligible for child support

- 42% had no award
- Only 26% had an award in place and received the full amount due

Table IV

Child Support Payments Awarded and Received by Marital Status

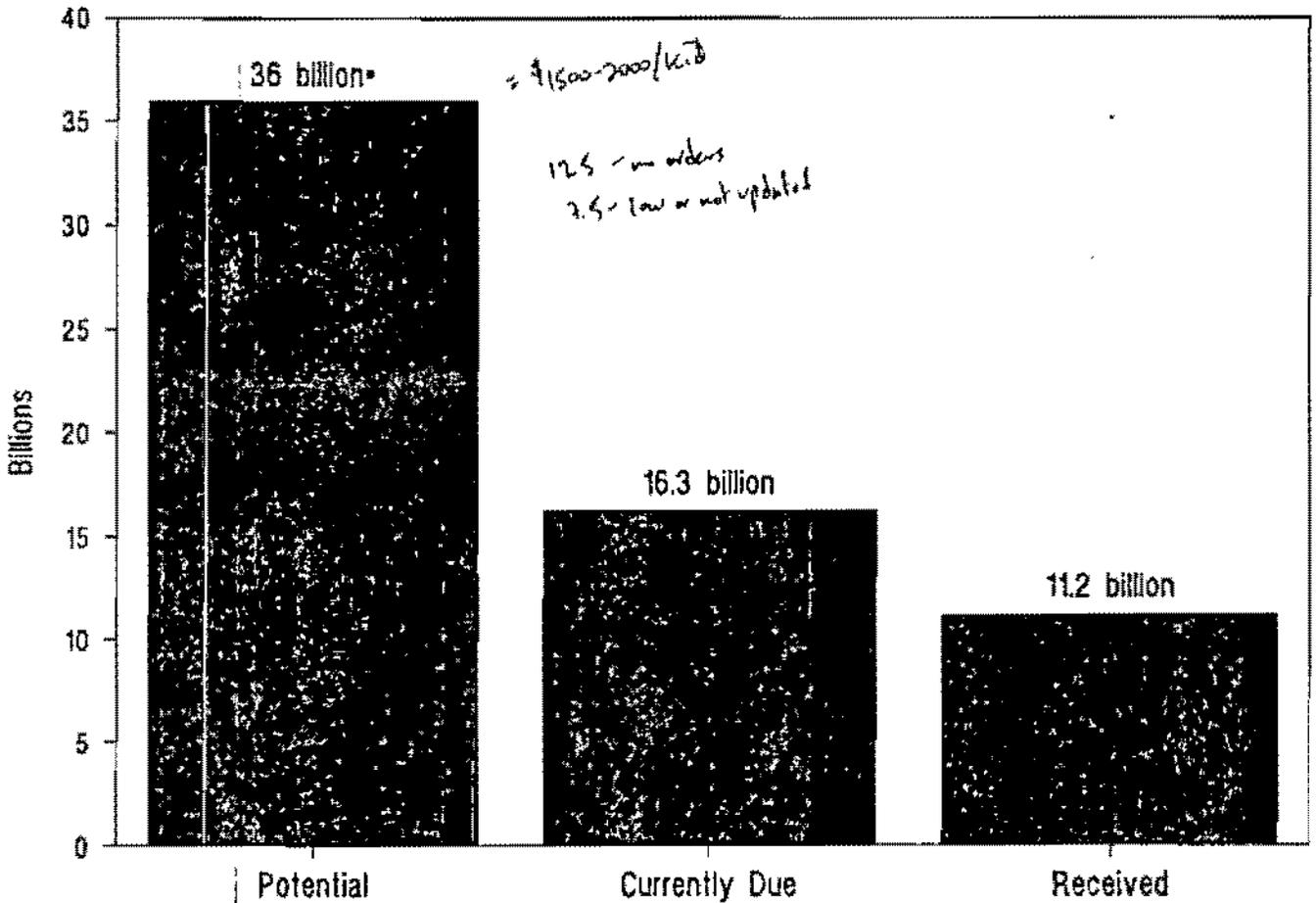


Women 15 years and older with own children under 21 years of age present from absent fathers as of spring 1990

SOURCE: U.S. Bureau of the Census, Current Population Reports, series P-60, No. 173

- Child support awards and amounts received vary dramatically by marital status
- Among never married mothers, the fastest growing segment of the single parent population, only 24% had awards, 15% received support and the average amount received was only \$1,888

Table V a The Collection Gap



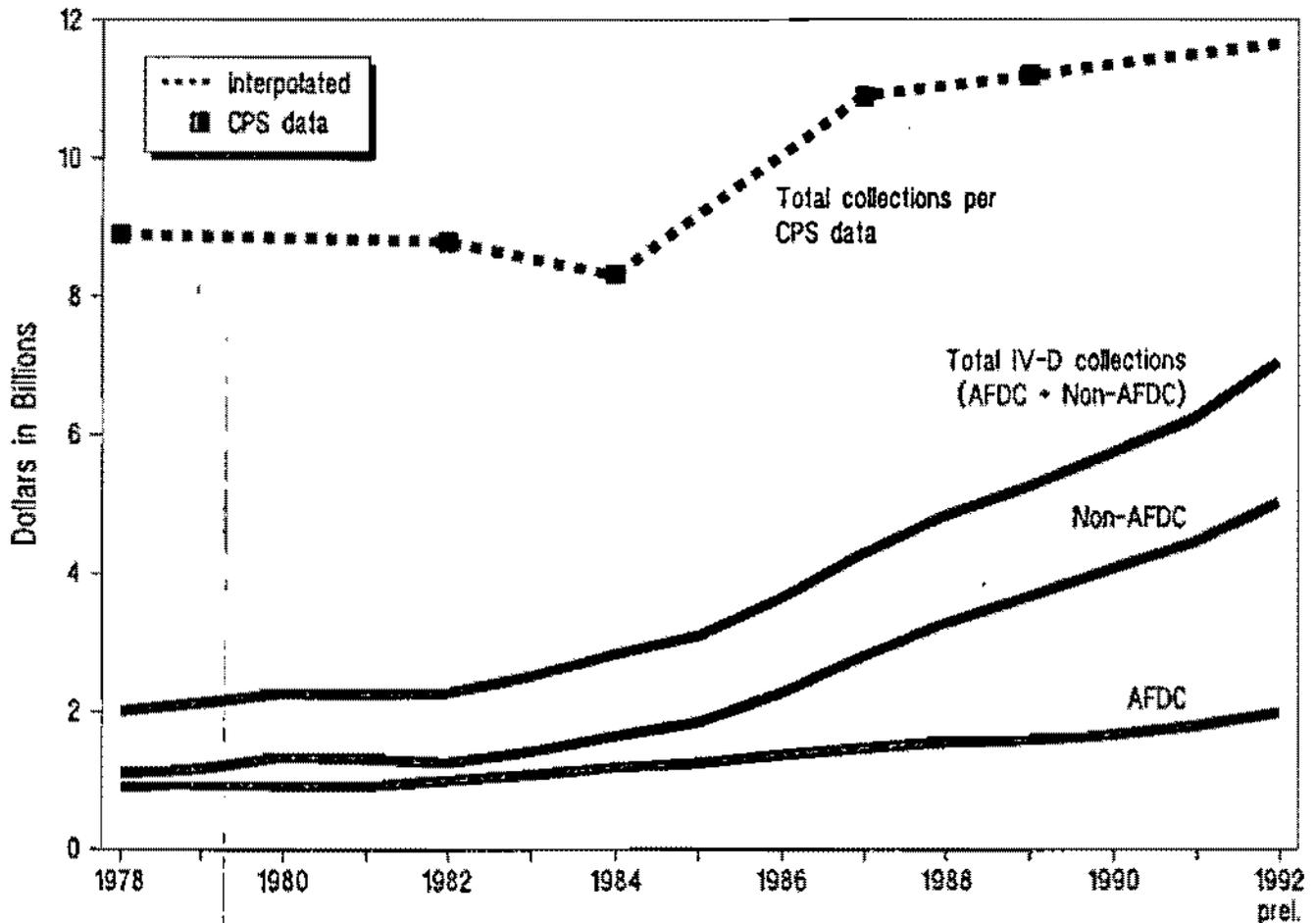
• 1983 estimate adjusted by CPIU

SOURCE: U.S. Bureau of the Census, Current Population Reports, series P-60, No. 173

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■ The potential for increased child support is very large

Table V b
Total Distributed Collections
 Total & IV-D Collections (1989 dollars)

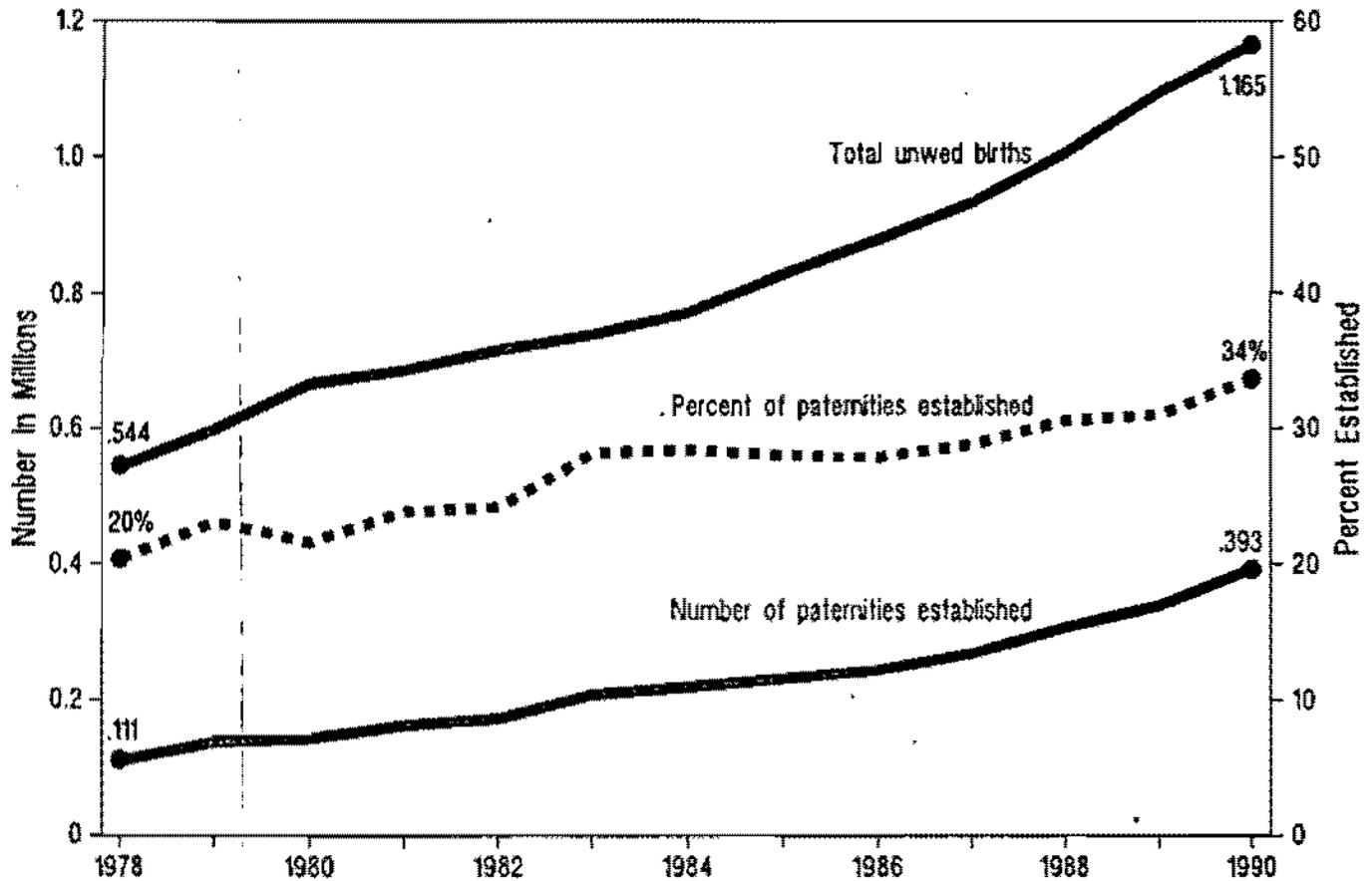


SOURCE: U.S. Bureau of the Census, Current Population Reports, series P-60, No. 173.

- Child support is collected both inside and outside the IV-D system
- Total child support collections have risen, but only modestly in the last few years
- Child support collections through the IV-D system have risen dramatically, but that appears to result mostly from a movement of non-AFDC cases into the system

Table VI

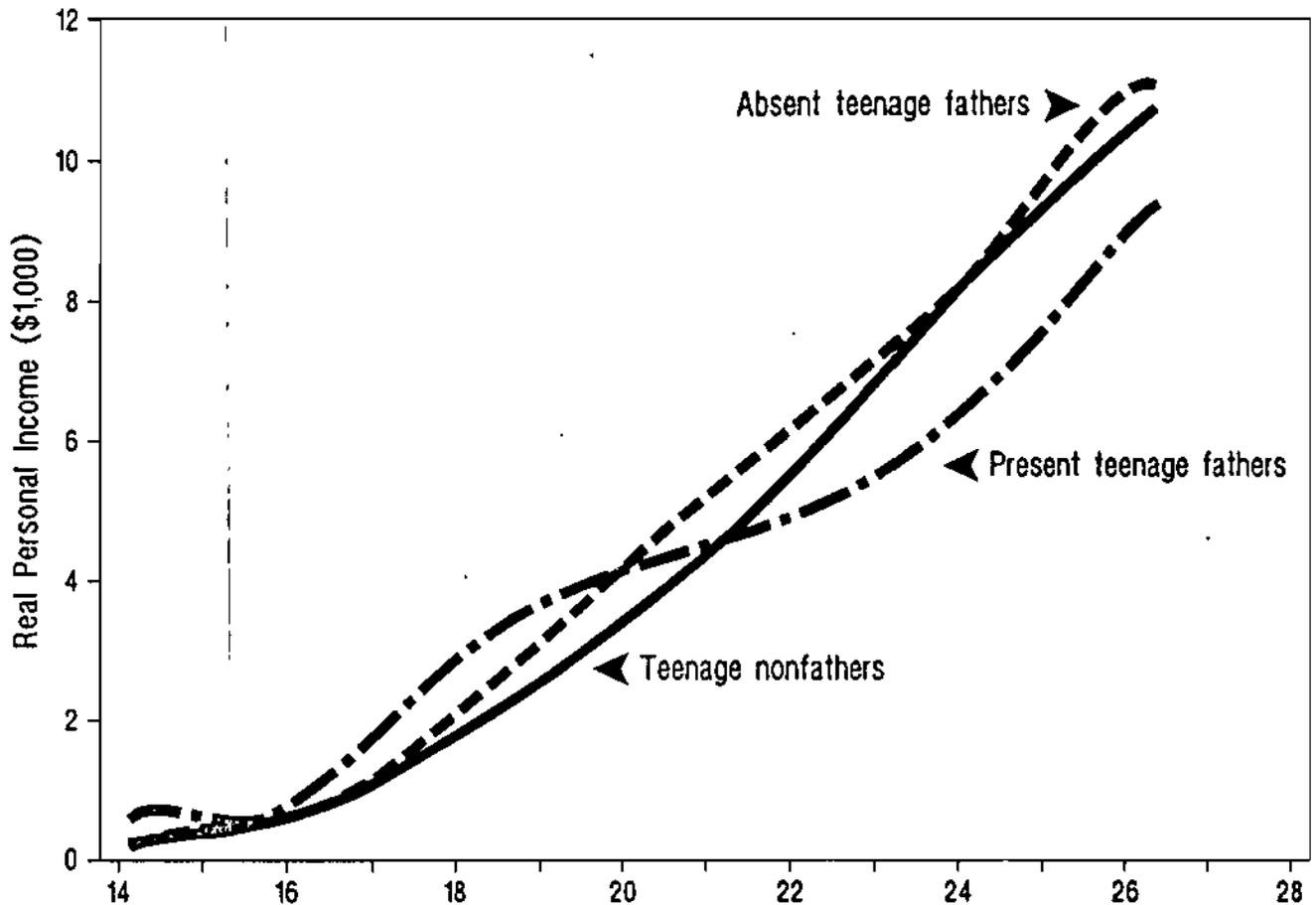
Unwed Births & Paternities Established



SOURCE: National Center for Health Statistics, *Vital Statistics of the United States, annual and Monthly Vital Statistics Report*, Vol. 40, No. 5, Supplement, December 12, 1991; Committee on Ways and Means, *Overview of Entitlement Programs, 1992 Green Book*.

- A major problem in child support is the establishment of paternity in cases of births to unmarried mothers
- Currently, paternity is established for only about a third of unmarried births; the percentage has risen only modestly in the last few years

Table VII Age-Earnings Profile for Teen Fathers



SOURCE: Maureen A. Pirog-Good, "Teen Fathers and the Child Support Enforcement System" (1992)

- The child support system has historically paid little attention to unmarried fathers, especially teen fathers, because current earnings are so low
- Over time, however, even teen fathers develop the earning capacity to make contributions

Table VIII b

Hypothetical Paternity Establishment and Child Support Case

Potential Problems and Delays

Action/Event	Problem
■ Unwed mother gives birth to a child at a hospital	■ No attempt is made to establish paternity at time of birth
■ Mother applies at IV-A office for assistance and enters the welfare system case load	■ No attempt is made to establish paternity until mother goes on welfare
■ Case file reaches top of pile in the IV-D office	■ IV-D office is separate agency from IV-A and often understaffed
■ Papers served, blood test given, trial held, and support set	■ Court system is overburdened and slow
■ Father is summoned to court after failure to pay	■ Enforcement actions are slow from lack of staff and resources; states often lack administrative process
■ Father moves to another state; case is transferred	■ Interstate processing causes significant delay
■ Mother takes a job and moves off welfare	■ Agency makes little effort when not pushed by mother
■ Mother pushes agency; father is brought to court	■ Lack of system for monitoring payments and court system delays
■ Father moves up into higher paying job; wages garnished	■ Support payment not adjusted unless mother pushes for review
■ Father quits current job and finds a new job	■ It takes months to locate father after a job change
■ Father moves to another state; case is transferred	■ Delays continue . . .

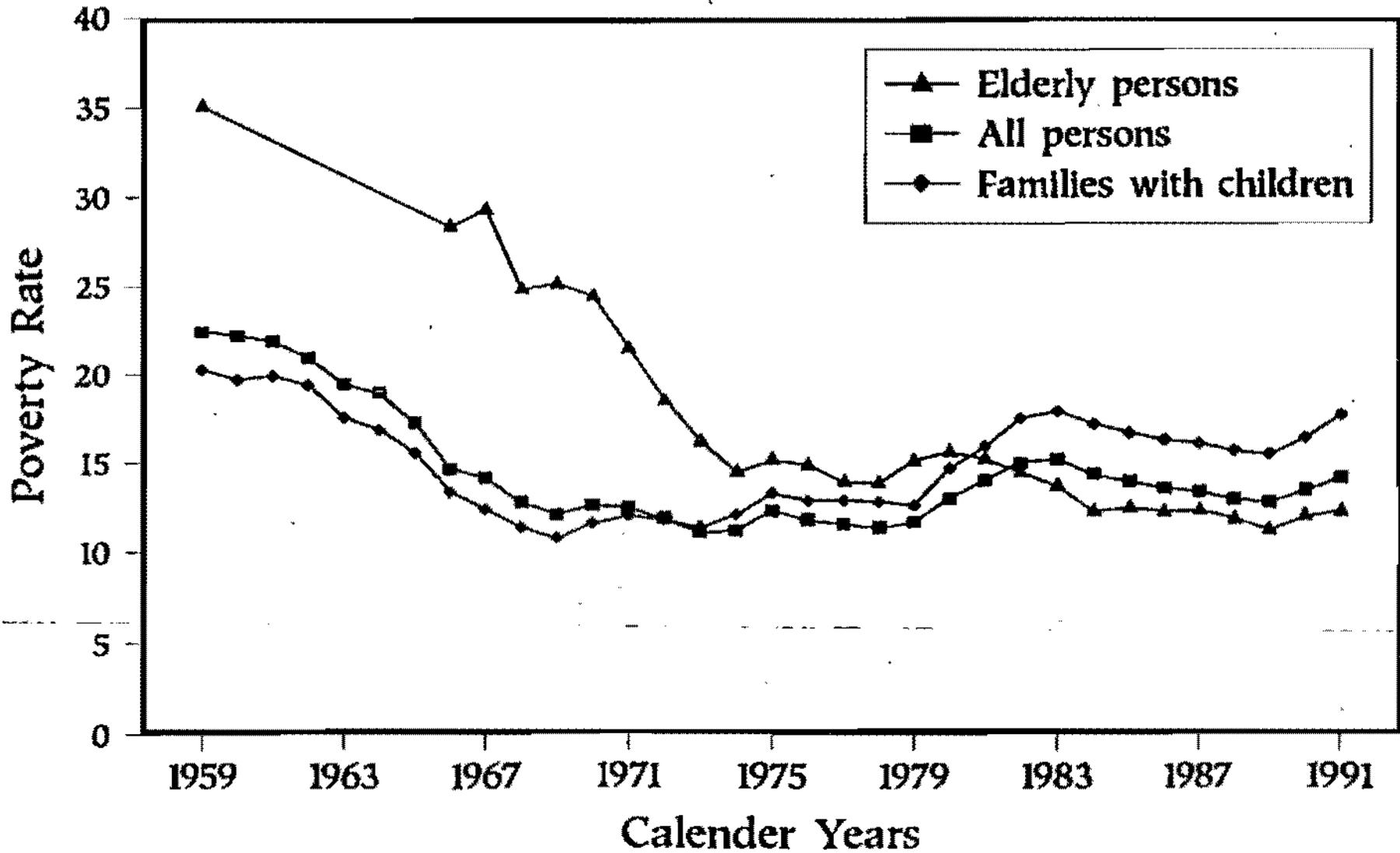
Table IX

Key Issues To Be Decided

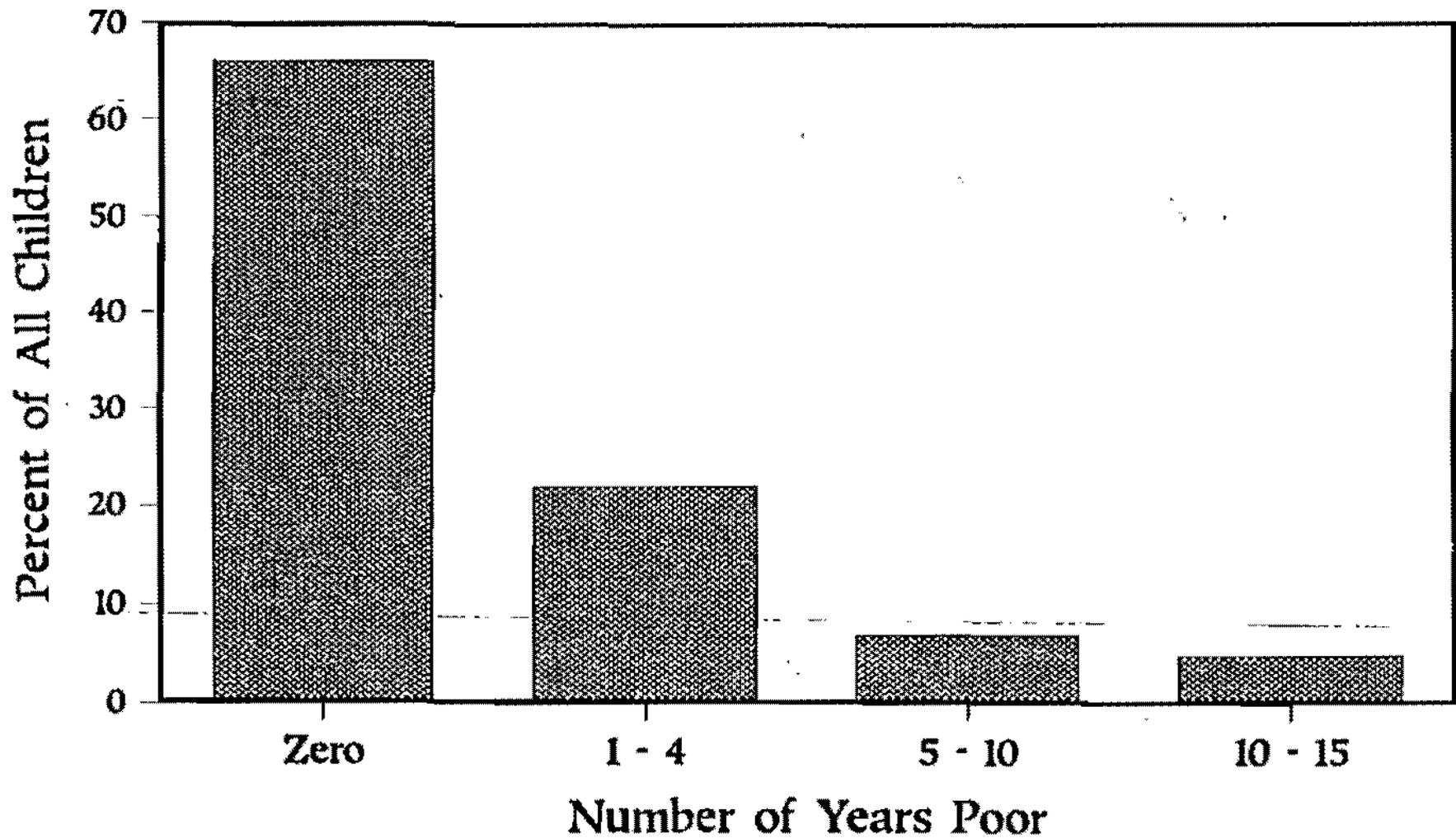
- How far to push paternity establishment
- Universal child support enforcement
- Centralizing and unifying the system
- Federal enforcement vs. state-based enforcement
- Funding and incentives
- Child support enforcement and insurance/assurance

Child Support

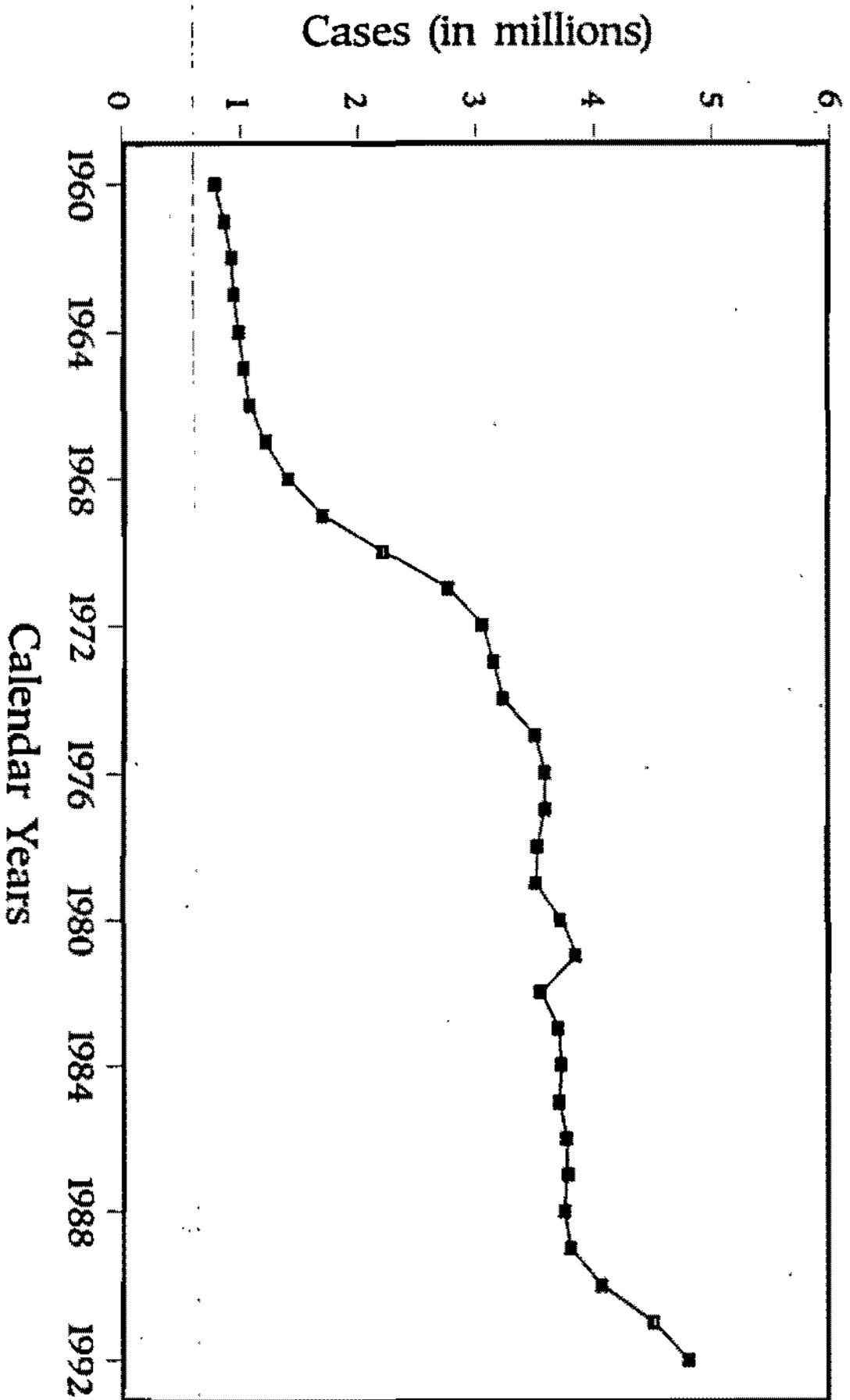
Poverty Trends, 1959-91



Incidence of Short Term and Persistent Poverty

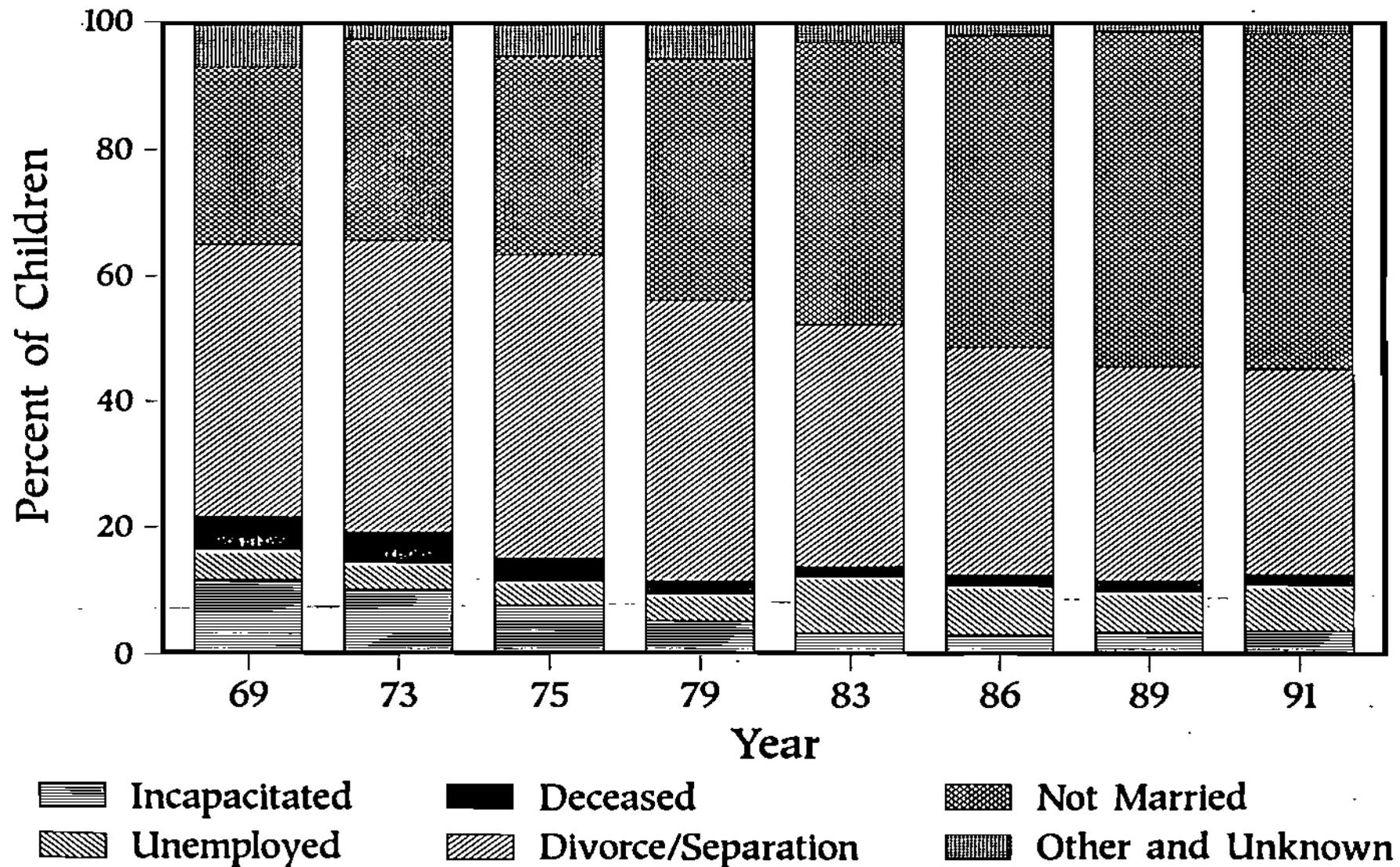


AFDC Caseload

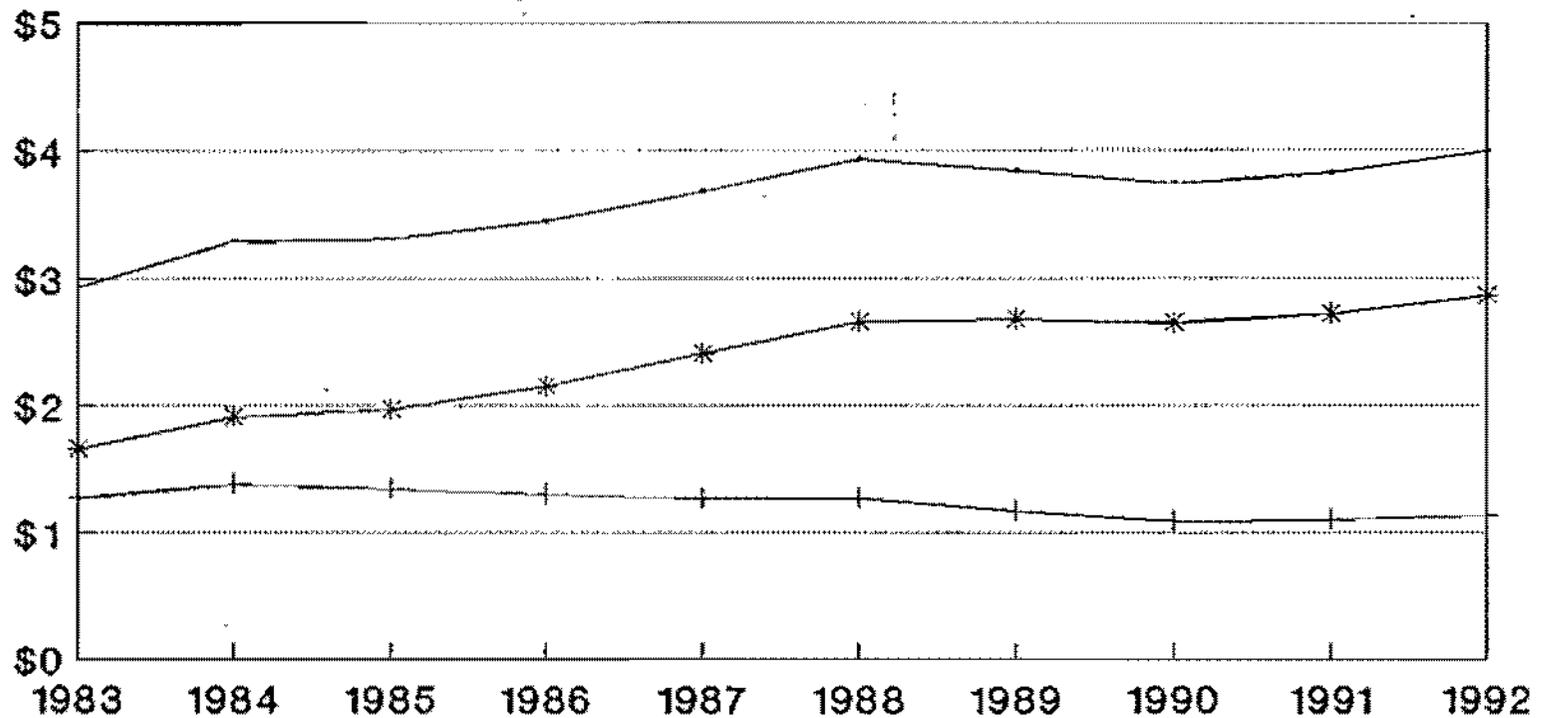


Basis of Eligibility for AFDC

1969 - 1991



COST EFFECTIVENESS (TOTAL COLLECTIONS PER DOLLAR OF TOTAL ADMINISTRATIVE EXPENDITURES)

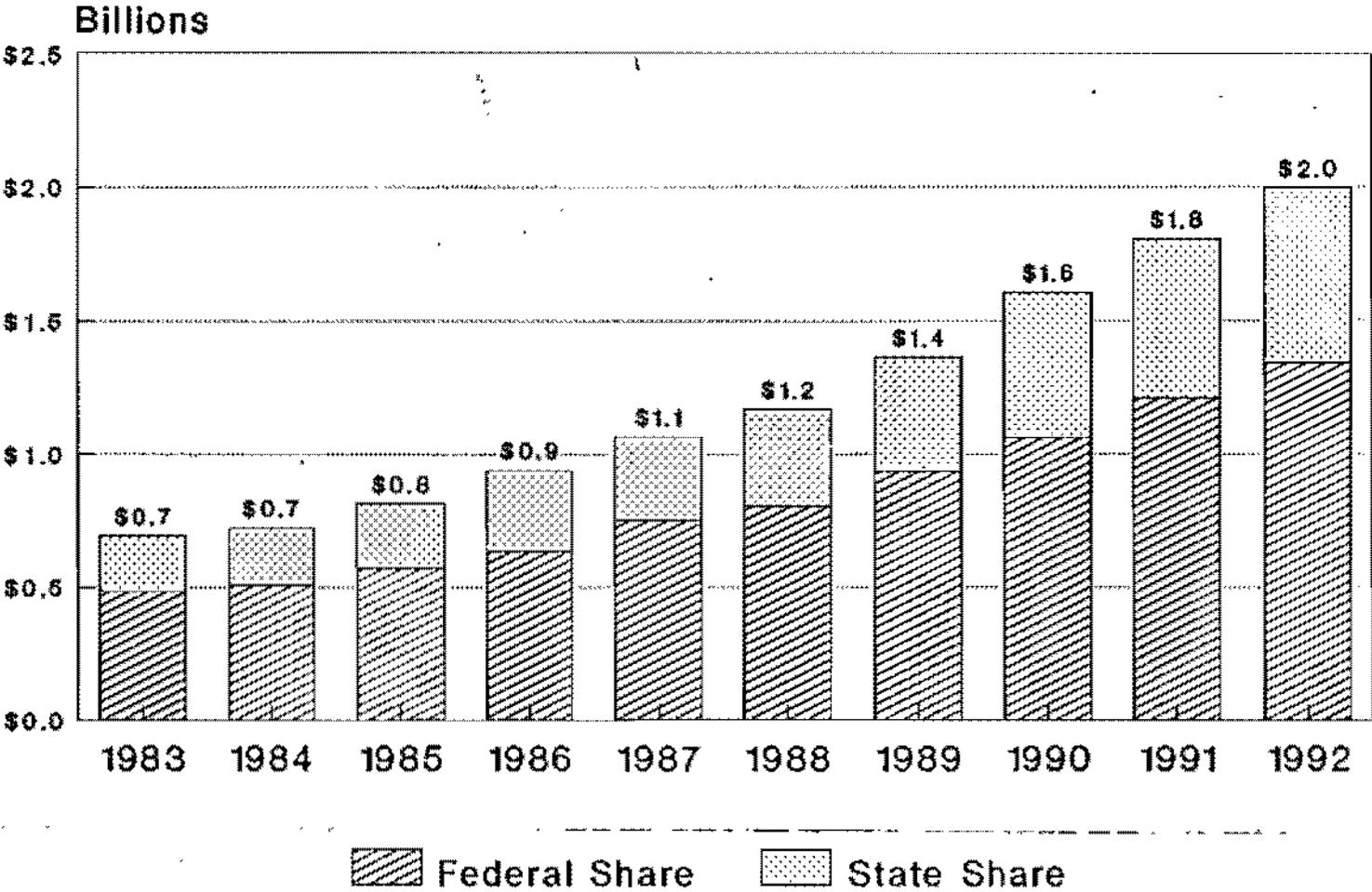


— TOTAL/TOTAL + AFDC/TOTAL * Non-AFDC/TOTAL

Source: OCSE Program Data
FY 1992 Data are Preliminary

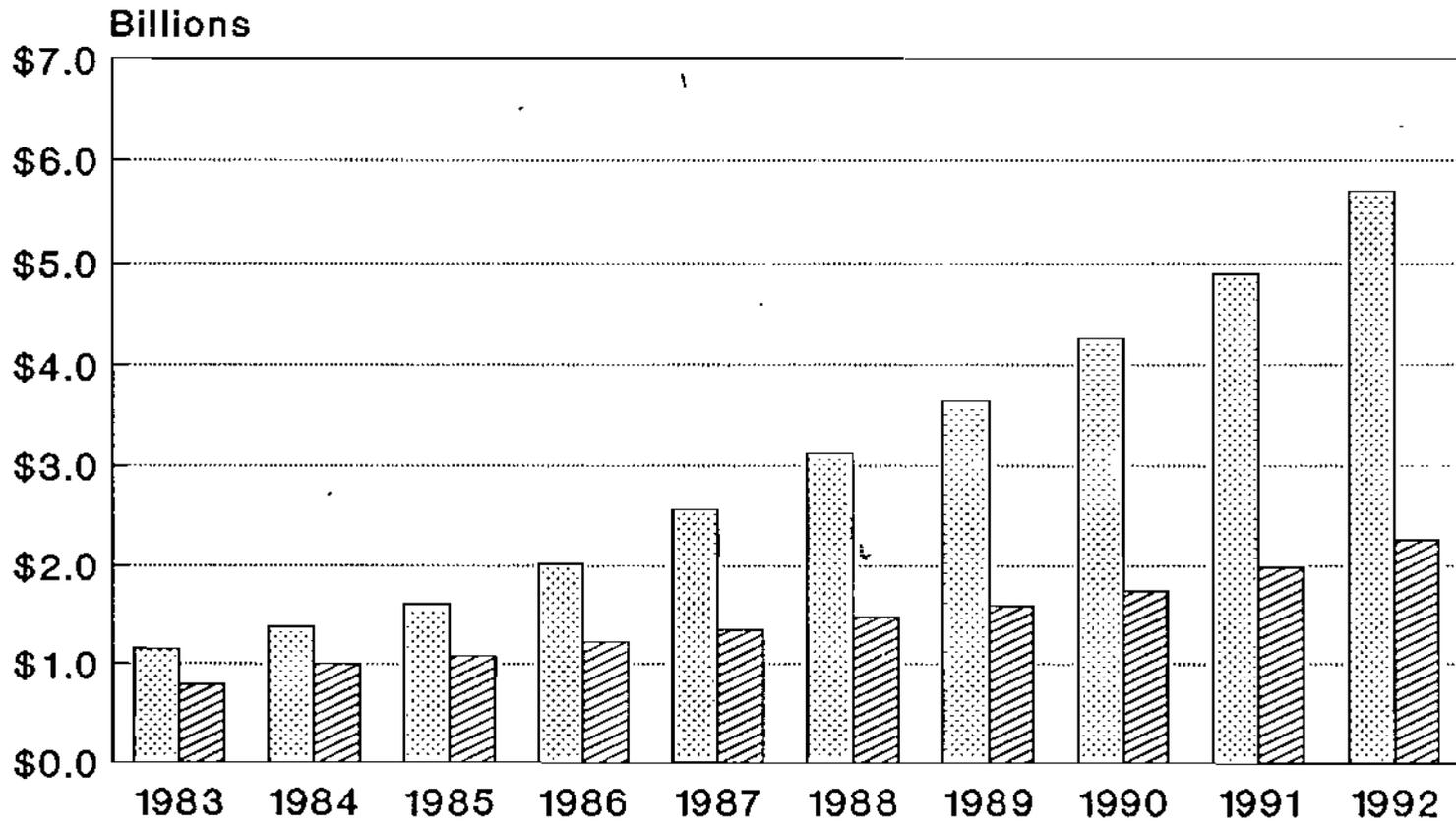
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ADMINISTRATIVE EXPENDITURES



Source: OCSE Program Data
FY 1992 Data are Preliminary

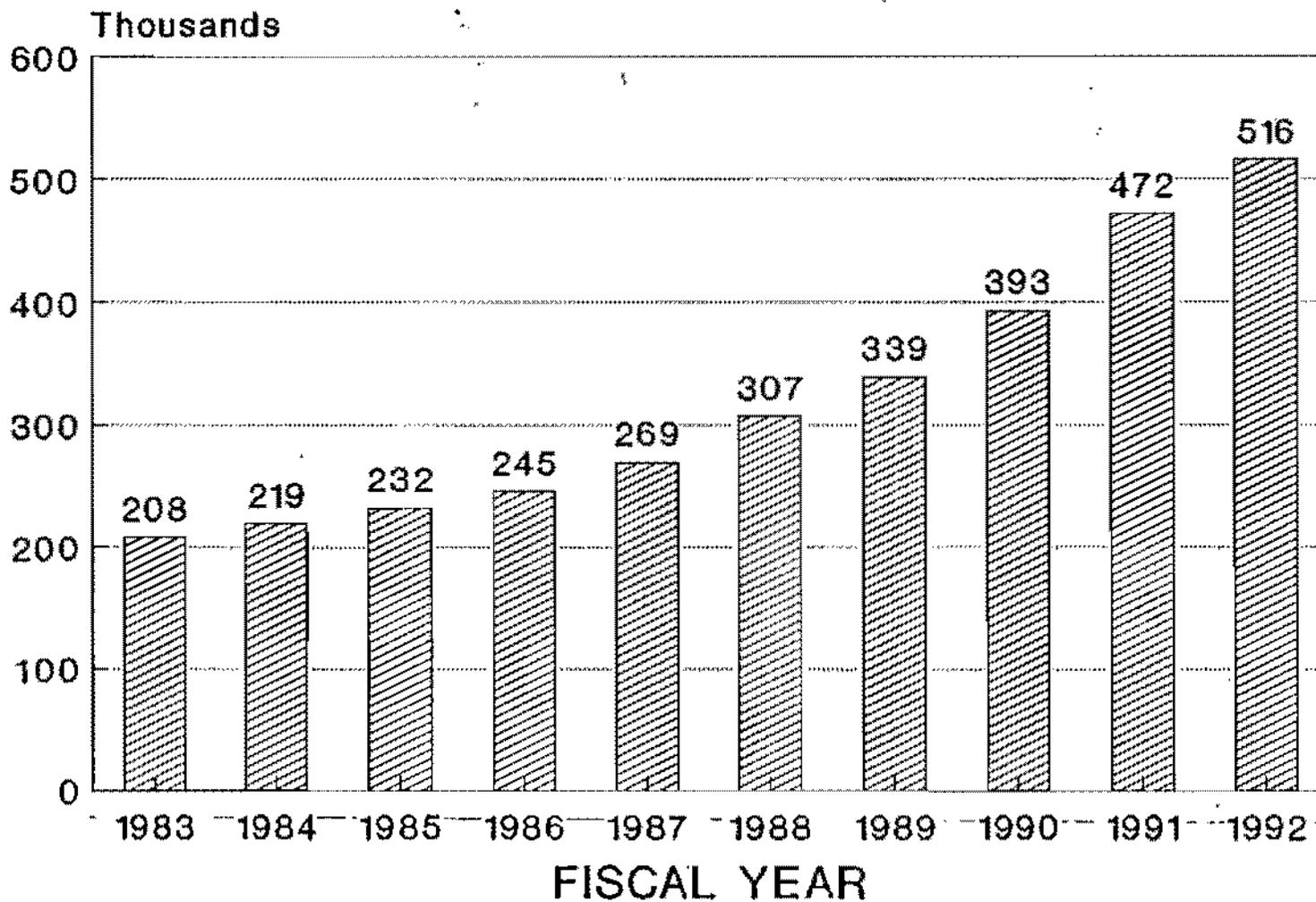
DISTRIBUTED COLLECTIONS



Non-AFDC AFDC/FC

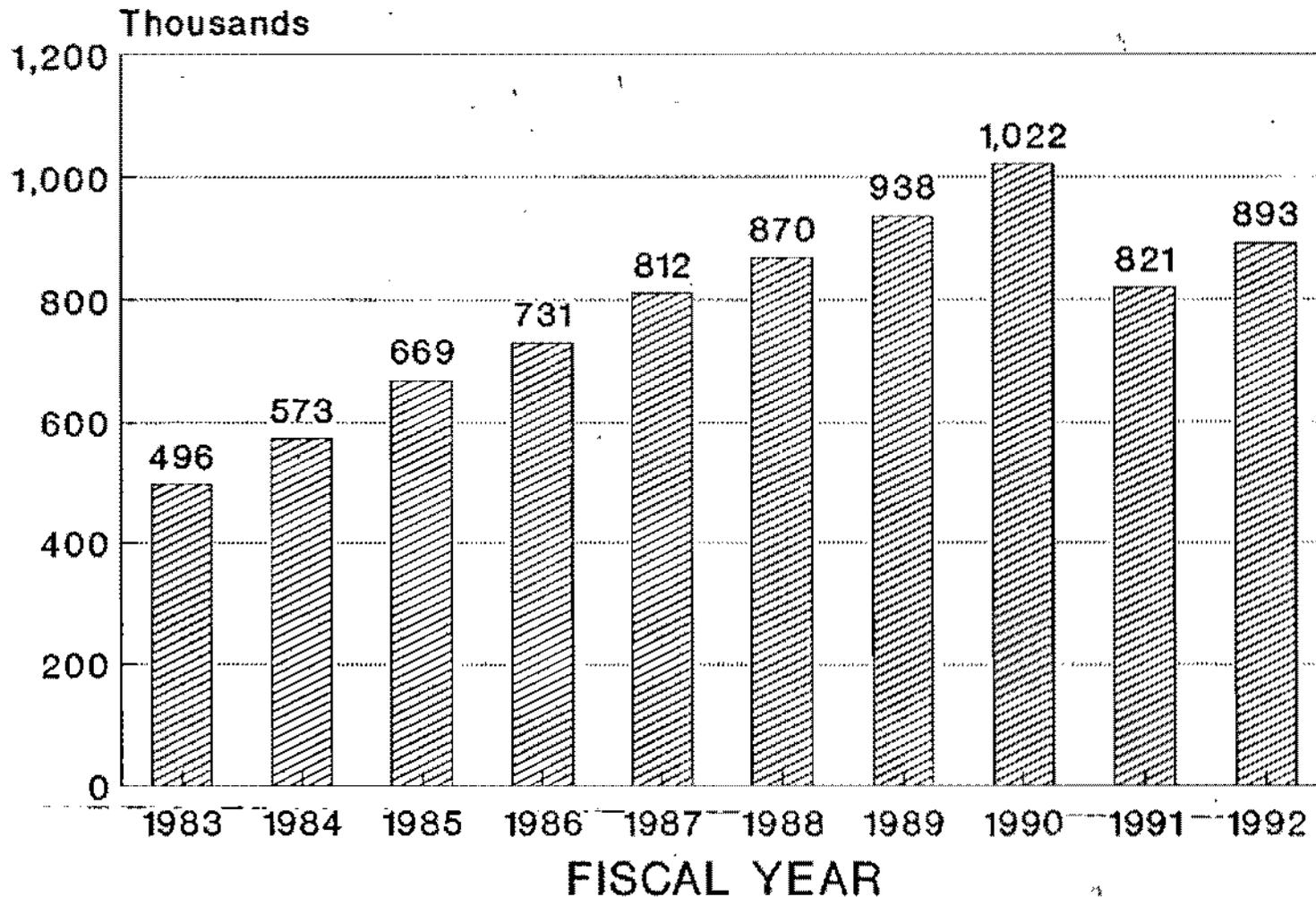
Source: OCSE Program Data
FY 1992 Data are Preliminary

PATERNITIES ESTABLISHED



Source: OCSE Program Data
FY 1992 Data are Preliminary

SUPPORT ORDERS ESTABLISHED



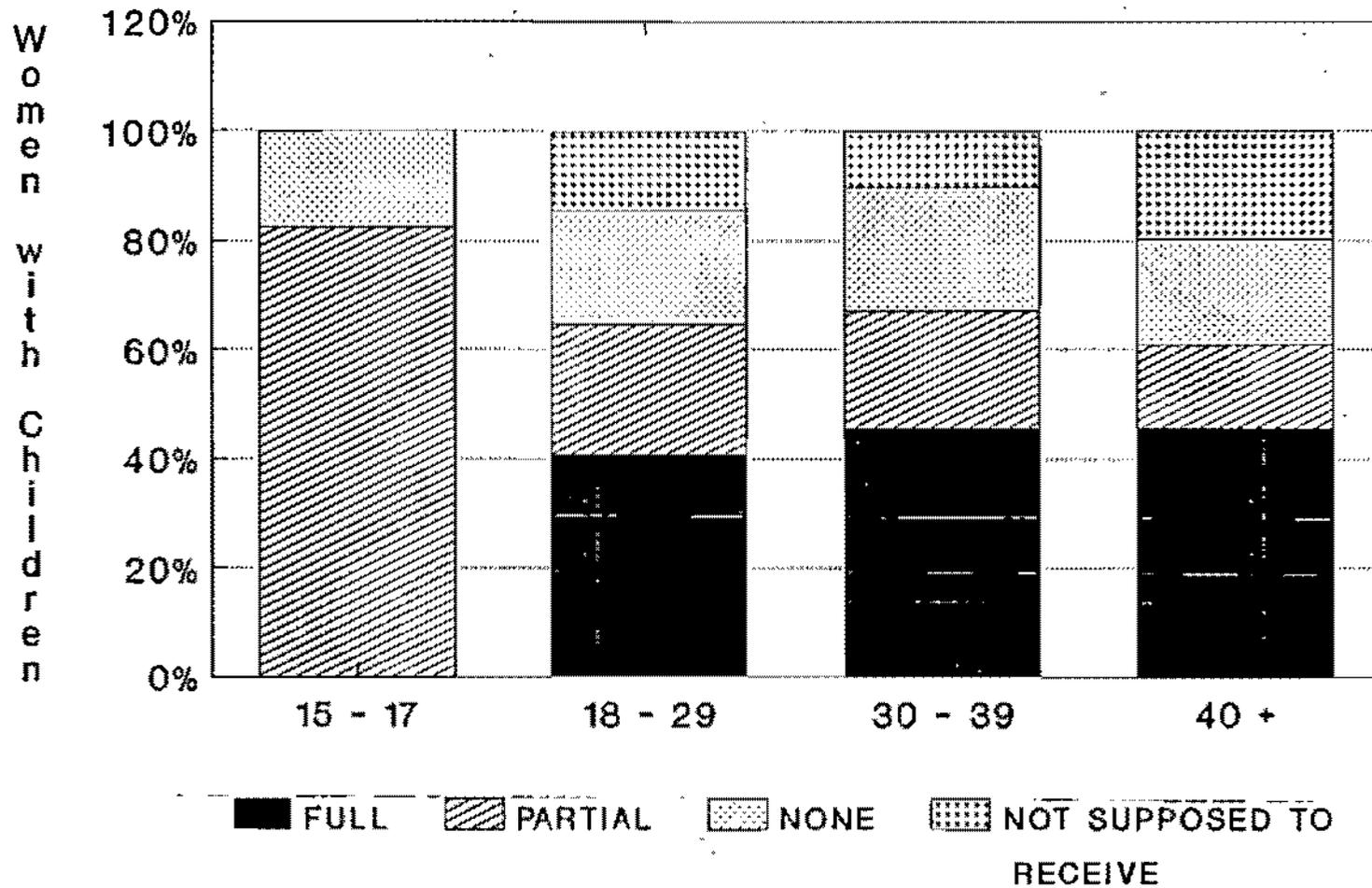
Source: OCSE Program Data

FY 1992 Data are Preliminary

Due to new reporting requirements effective FY 1991 which separate data on new and modified support orders, support obligations established for prior years are not comparable to FY 1991 and 1992 numbers.

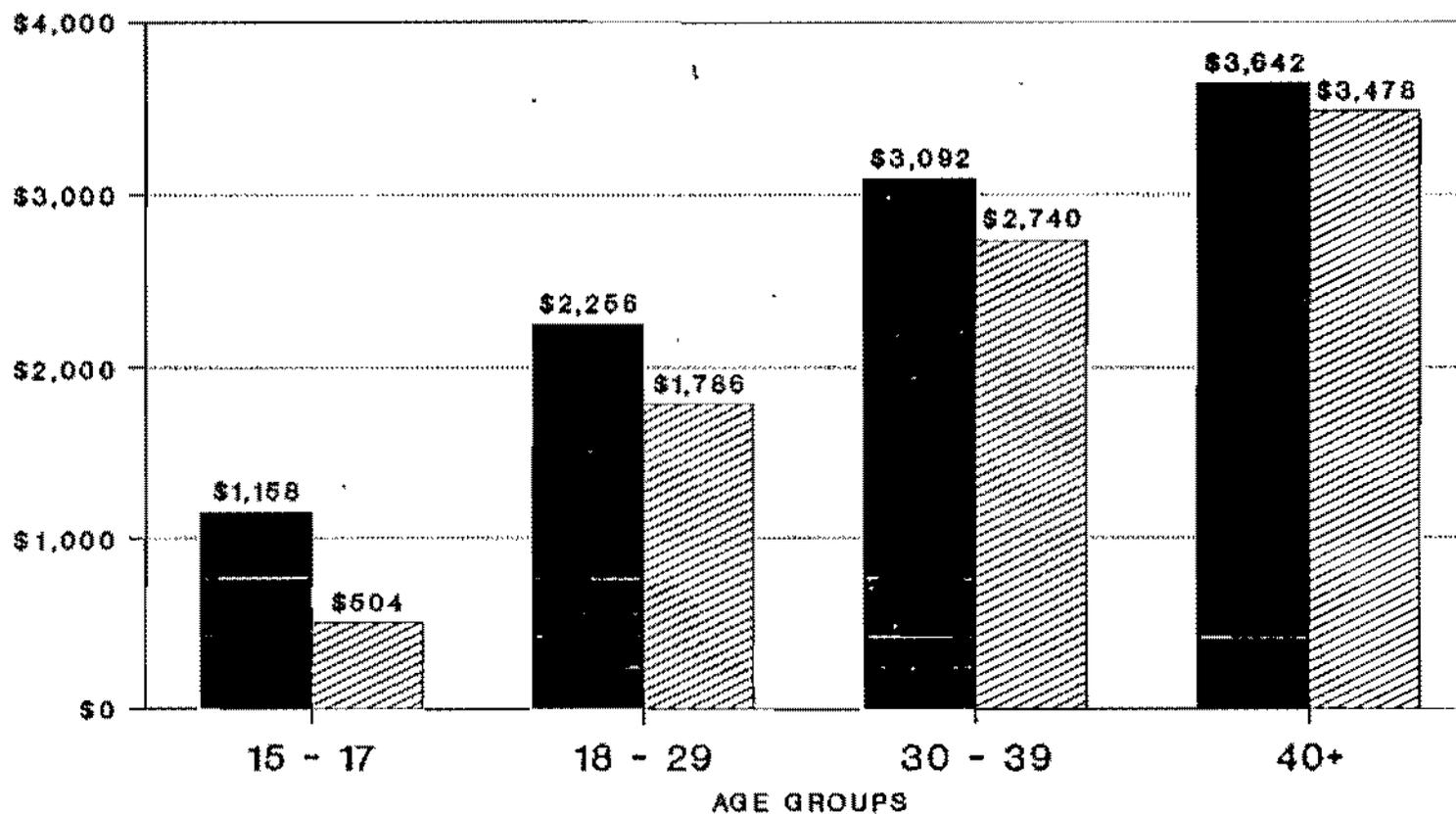
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AWARD AND RECIPIENCY STATUS OF MOTHERS (BY AGE GROUPS)



Source: Current Population Reports,
Consumer Income, P-60, No.173

ANNUAL MEAN CHILD SUPPORT SUPPOSED AND ACTUALLY RECEIVED



■ SUPPOSED ▨ ACTUAL

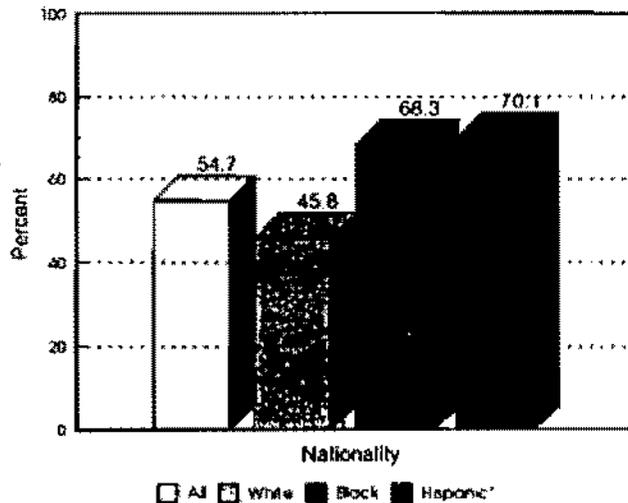
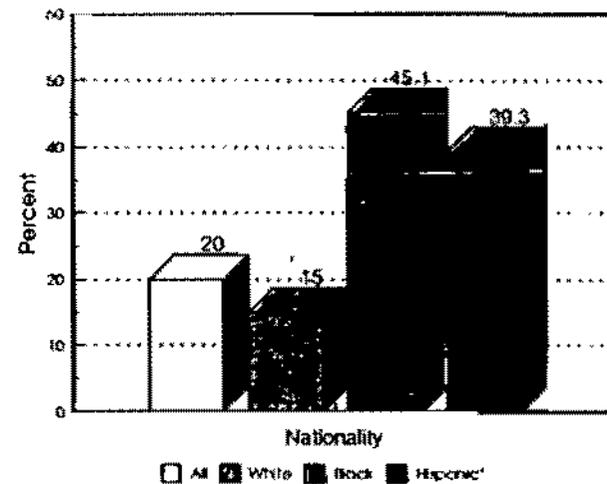
Source: Current Population Reports,
Consumer Income, P-60, No. 173

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Table B: Poverty Status of Related Children Under 18 Years in Families, by Type of Family, Race, and Hispanic Origin: 1987

Point #1: Children in Poverty

Approximately 20% of all children in all families were in poverty in 1987; 45% of the children in all Black families were in poverty and 39% of children in all Hispanic families were living in poverty.



Point #2: Female-Headed Households

More than half of all children in families headed by a woman with no husband were living in poverty.

* Persons of Hispanic origin may be any race.

FRAGMENTATION OF CHILD SUPPORT PROGRAM

	State IV-D Agency	Local IV-D Agency	County Prosecutor	Court	Clerk of Court
Location	X	X	X	X	X
Paternity	X	X	X	X	X
Establishment	X	X	X	X	X
Enforcement	X	X	X	X	X
Collection	X	X	X	X	X
Review & Adjustment	X	X	X	X	X

Table 1
Financial Overview for Five Consecutive Fiscal Years

	1988	1989	1990	1991	1992
Total IV-D Collections (\$000)	\$4,605,018	\$5,240,676	\$6,010,125	\$6,885,619	\$7,951,148
AFDC/FC Collections	1,485,597	1,593,067	1,750,125	1,983,962	2,252,595
State Share	524,858	563,265	620,001	699,647	785,894
Federal Share	449,027	457,572	532,737	625,601	736,887
Payments to Families	289,306	306,581	333,727	381,150	430,455
Incentive Payments	222,406	265,649	263,660	277,564	299,366
Non-AFDC Collections	3,119,422	3,647,609	4,260,000	4,901,657	5,698,553
Total IV-D Administrative Expenditures (\$000)	\$1,170,714	\$1,363,209	\$1,606,065	\$1,804,104	\$1,994,710
State Share	366,263	425,581	545,192	592,520	651,814
Federal Share	804,451	937,628	1,060,872	1,211,584	1,342,896
Cost-Effectiveness Ratios					
Total/Total	3.93	3.84	3.74	3.82	3.99
AFDC/Total	1.27	1.17	1.09	1.10	1.13
Non-AFDC/Total	2.66	2.68	2.65	2.72	2.86

Source: OCSE Financial Data as Reported by the States.
 Note: Data for fiscal year 1992 are preliminary.

Table 2

Statistical Overview for Five Consecutive Fiscal Years

	1988	1989	1990	1991	1992
Total IV-D Caseload	11,077,603	11,878,435	12,796,388	13,422,739	15,160,044
AFDC/FC Caseload	5,702,756	5,708,730	5,871,637	6,166,438	6,755,640
Non-AFDC Caseload	3,576,978	4,266,395	4,842,894	5,388,503	6,453,014
AFDC Arrears Only Caseload	1,797,869	1,901,310	2,081,857	1,867,798	1,951,390
AFDC and AFDC Arrears Only Caseload	7,500,625	7,610,040	7,953,494	8,034,236	8,707,030
Total Cases for Which a Collection was Made	1,885,224	2,107,246	2,287,820	2,588,291	2,834,517
AFDC/FC Cases with Collections	621,083	657,585	700,803	755,328	831,150
Non-AFDC Cases with Collections	1,083,125	1,247,228	1,362,821	1,554,740	1,748,410
AFDC Arrears Only Cases with Collections	181,016	202,433	224,196	278,223	254,957
Percentage of Total Cases with Collections	17.0%	17.7%	17.9%	19.3%	18.7%
Percent of AFDC/FC Cases with Collections	10.9%	11.5%	11.9%	12.2%	12.5%
Percent of Non-AFDC Cases with Collections	30.3%	29.2%	28.1%	28.9%	27.1%
Percent of AFDC Arrears with Collections	10.1%	10.6%	10.8%	14.9%	13.1%
Total Locations Made	1,387,924	1,628,120	2,061,709	2,577,082	3,703,891
Total Paternities Established	307,135	339,243	393,304	472,105	515,557
Total Support Orders Established	n.a.	n.a.	n.a.	820,917	892,852
Percentage of AFDC Payments Recovered	9.8%	10.8%	10.3%	10.7%	11.4%

Source: OCSE Statistical Data as Reported by the States.

Note: Data for fiscal year 1992 are preliminary.

Table 5

Program Trends - FY 1991-1992

	1991	1992	Percent Change
Total IV-D Collections (\$000)	\$6,885,619	\$7,951,148	15.5%
AFDC/FC Collections	\$1,983,962	\$2,252,595	13.5%
Non-AFDC Collections	\$4,901,657	\$5,698,553	16.3%
Total IV-D Administrative Expenditures (\$000)	\$1,804,104	\$1,994,710	10.6%
Total IV-D Caseload	13,422,739	15,160,044	12.9%
Total Cases for Which a Collection was Made	2,588,291	2,834,517	9.5%
Total Locations Made	2,577,082	3,703,891	43.7%
Total Paternitys Established	472,105	515,557	9.2%
Total Support Orders Established	820,917	892,852	8.8%

Source: OCSE Financial and Statistical Data as Reported by the States.

Note: Data for fiscal year 1992 are preliminary.

I am Pat Forehand, the mother of two girls, Stacy age 7 and Becky age 5, who are owed over \$10,000 in unpaid child support. When I am able, I work as a nurses aide earning just above minimum wage. We are once again on welfare because we have not received any child support payments in over a year. The girls' father was ordered to pay \$264 per month in child support when he left us and moved to Louisiana 5 years ago. I immediately contacted my local child support agency in Wisconsin and gave them the address and place of employment of my children's father in Louisiana. The girls have received support, but the payments have not been consistent. During periods when I have been sick or laid off from work, we have been forced to rely on welfare only because the child support is not coming with any regularity.

In early 1989, Wisconsin decided to file an URESA petition to the state of Louisiana to try to obtain child support for my daughters. It took 8 months for the paperwork to leave Wisconsin and when it finally did leave, they sent it to the wrong place in Louisiana and eventually it was lost. Neither Louisiana nor Wisconsin knows what happened, each state is blaming the other for losing the paperwork.

At the end of 1989 my children's father began to voluntarily make regular child support payments. The payments were finally coming on time every month, but this only lasted for a few months because once again, they stopped coming.

The Wisconsin child support agency would not try to locate the girls' father. They told me that I had to find out where he lived and where he was working. When I did find out that he was living and working in Texas, the Wisconsin child support agency refused to send any paperwork to Texas because they said that Texas will not cooperate on interstate cases. I was told that I should just forget about receiving child support as long as he continued to live in Texas. Now I have learned that my children's father is no longer living in Texas, but my local agency tells me that since this case is a little more difficult, and because the agency does not have enough staff or resources they will not spend any more time or money on this case. The only reason this case has been difficult is because Wisconsin refuses to take any action.

Because of the lack of cooperation between the states, my daughters as well as many other children in the U.S. are in desperate need of a national, uniform child support system. The Office of Child Support Enforcement (OCSE) needs to be placed within the IRS. No child should have to go through the financial devastation that my daughters have had to experience as a result of not receiving their child support.

I am Juliane Rice, a single parent with two children who are entitled to child support totaling \$12,000. I work full time as a clerk, I earn \$14,000 per year. I applied for child support services at the Los Angeles District Attorney's Office in 1988. At that time, I gave them my ex-husband's last known address which was in Kansas. I specifically told the DA's office that I was unsure of the his social security number and did not believe he was still in Kansas.

The Los Angeles District Attorney's Office never verified the address or social security number I had given them. Instead, they sent an URESA to Kansas. Kansas then spent almost three years trying to serve papers to the wrong person. I have made several calls to the Los Angeles District Attorney's Office, the Kansas Child Support Office, the State IV-D Office in Sacramento, California and the Federal Regional Offices of Child Support. None of these government agencies have ever tried to verify his address or given me adequate or regular status reports. The Los Angeles District Attorney's Office has not made any attempts to locate my ex-husband.

Out of desperation in November of 1990, I hired a private investigator, who in 20 minutes, located my ex-husband. I gave all of this information to the Los Angeles District Attorney's Office on December 5, 1990. Once again the DA's office took no action on my case and nothing else has been done since that time.

Our family qualifies for food stamps, but not AFDC. I do not know how much longer I can support my family alone. I am two months behind on all of my bills. Because I do not have any medical coverage for my children, I also have many unpaid medical bills. We may be forced to go on AFDC if they start garnishing my paycheck to collect the unpaid medical bills.

If the government child support agencies began collecting the support and made my ex-husband get medical coverage for my children, I would not have to worry about going on welfare.

I am Marie Sims and I live in Detroit, Michigan. I am an African American single parent. My six year old son and I received AFDC, because he has not received regular timely payments since the court order was established in 1985. When Ashley was born we lived in Chicago, paternity was established when he was four months old. Ashley's father was ordered to pay \$240 a month. Shortly after paternity was established he moved to Mississippi. Since he has been in Mississippi he has easily been able to abandon his child and fail to meet his legal and moral child support obligations.

The child support agency has been able to attach his IRS tax refund twice. Yet, they tell me that they cannot locate his place of employment. This does not make any sense, the place of employment is listed on the W-2 attached to the tax return. This must be on file in order for the agency to take the tax refund to collect the child support arrearages. It should be a routine activity for the IRS to report the employer listed on the tax return to the child support agency, so that a payroll deduction to collect the child support can be done.

In the 6 years that I have been trying to collect support, the child support agency has never taken any enforcement action on my case without prompting. The only action ever taken on my case is when I called and specifically told them what to do. What happens to all the children whose mothers don't know they can request specific actions? What happens to all the children whose parents are unable to specifically ask for action, because they do not know the child support laws? What happens to all the children whose parents don't have assertive personalities?

Government agencies should know what action to take to locate absent parents, and what action to take to collect the support payments. They should take this action without having to be called and reminded to do so. Federal law currently requires this, yet the government ignores its' own laws!

My recommendations for improving the child support system are to improve communication between the IRS and the child support agencies. To make the IRS take a more active role in enforcement such as enforcing and collecting payments. They have income information on self-employed non-payers from 1099 forms, they have employer information from W-2's filed with returns, they are experts in collecting money. Right now the only action they take is attachment of income tax refunds and IRS Full Collection Service. The IRS Full Collection Service is rarely used, because the IRS charges the state \$122.50 per case. State Child Support Agencies will not spend that much money on a case, even when it would move a child out of poverty.

State Child Support Agencies say our children are not worth them paying \$122.50, they want the low income mothers to pay the \$122.50. This is impossible for most low income single parents. There should not be a fee for the IRS Full Collection Service.

It makes sense for the IRS - who is a federal agency, and deals with all of the states to be much more active on interstate cases and to be involved in enforcement and collection of payments. It is time to make children as important as taxes in the U.S.

THE IMPACT OF NONSUPPORT

o FOR THE CUSTODIAL PARENT, TYPICALLY A WOMAN

"WHAT LOOKS LIKE A DOLLARS-AND-CENTS ISSUE HAS FAR-REACHING IMPLICATIONS FOR EVERYBODY IN THE FAMILY."

* * * * *

"EVEN PERIODIC LAPSES IN SUPPORT PAYMENTS CREATE A CHRONIC SENSE OF PANIC IN THE CUSTODIAL MOTHER."

* * * * *

"LEARNING TO BUDGET YOUR MONEY--THAT'S A JOKE WHEN YOUR INCOME IS ERRATIC. THE MOTHER'S ANXIETY OVERSHADOWS THE CHILDREN'S LIVES OF COURSE."

* * * * *

"FOR THE POOR AND FOR THOSE WITH NO ACCUMULATED SAVINGS, PULLING OUT THE SECURITY BLANKET OF CHILD SUPPORT PRODUCES ANGER, DEPRESSION AND FRIGHT--ALL OF WHICH CAN SPILL OVER TO THE CHILDREN."

SOURCE: FERN MORVAE TOLMAN, WORKING MOTHER, IN MURKIN, 1983

THE IMPACT OF NONSUPPORT (CONT.)

o FOR SOCIETY AT LARGE

"EXCEPT FOR TRAFFIC COURT, MORE AMERICANS COME INTO CONTACT WITH OUR JUDICIAL SYSTEM THROUGH THE FAMILY COURTS THAN THROUGH ANY OTHER ASPECT OF THE LAW. IT IS ESTIMATED THAT TWO-THIRDS OF THE CHILDREN BORN THIS YEAR WILL ENCOUNTER THE CHILD SUPPORT SYSTEM: HALF WILL BE NAMED AS RECIPIENTS OF CHILD SUPPORT, HALF WILL BE EITHER PAYORS OR PAYEES WHEN ADULTS. IT IS NO WONDER THAT THERE IS AN EROSION OF CONFIDENCE IN OUR COUNTRY'S LAWS AND INSTITUTIONS WHEN COMPLIANCE IS SO LOW WITH COURT ORDERS RELATED TO SOMETHING OF SUCH IMPORTANCE."

(SOURCE: REPRESENTATIVE BARBARA KENNELLY OF CONNECTICUT, NOVEMBER 1983).

A. ORGANIZATIONAL FRAGMENTATION AND LACK OF ACCOUNTABILITY

"THE SYSTEM FOR COLLECTING SUPPORT IS A JUMBLE OF UNCONNECTED PARTS, EACH CREATED FOR A DIFFERENT PURPOSE AND NONE EXISTING PRIMARILY TO FACILITATE SUPPORT COLLECTION. THE SYSTEM LACKS CENTRALIZED AUTHORITY; MANY AGENCIES ARE RESPONSIBLE FOR SOME PIECE OF THE PROCESS, BUT NO SINGLE PERSON OR GROUP HAS OVER-ALL RESPONSIBILITY. THIS LACK OF ORGANIZATION CAUSES CONFUSION AND DELAY, FRUSTRATING AND DISCOURAGING THOSE SEEKING THE MONEY THEY NEED TO SURVIVE. THOUGH THERE ARE SEVERAL AVENUES BY WHICH SUPPORT CAN BE OBTAINED, PARENTS GET LITTLE OR NO GUIDANCE TO HELP THEM CHOOSE THE ROUTE MOST LIKELY TO BE EFFECTIVE."

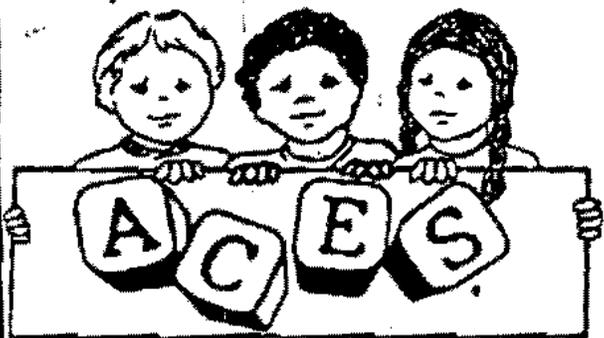
(SOURCE: "ECONOMIC CHILD ABUSE; A REPORT ON CHILD SUPPORT ENFORCEMENT IN MASSACHUSETTS," SOUTH MIDDLESEX OPPORTUNITY COUNCIL, INC., 1985)

B. INADEQUATE RECORDKEEPING

IT IS "...INDEED DISHEARTENING TO KNOW THAT IT IS POSSIBLE TO CALL THE WASHINGTON SUBURBAN SANITARY COMMISSION AND OBTAIN AN UP-TO-DATE AND ACCURATE READ OUT ON ANY HOMEOWNER'S WATER BILL IN THIS COUNTY, BUT NEXT TO IMPOSSIBLE TO OBTAIN THE SAME INFORMATION WITH REGARD TO THE AMOUNT OF CHILD SUPPORT PAYMENTS DUE, RECEIVED AND DISBURSED ON EVEN THE MOST ROUTINE OF CASES."

(SOURCE: REPORT OF THE TASK FORCE ON CHILD SUPPORT APPOINTED BY THE PRINCE GEORGES COUNTY, MARYLAND COUNTY COUNCIL, MARCH, 1985)

File: Child Support



The Association for Children for Enforcement of Support, Inc.

FAX FOR:

Bruce Reed - Whitehouse Dome Policy

Sorry we keep missing last attend.

To follow letter for Pres. Clinton re:

Speak 5/24/93 - National Childright

for Child Support

From: ② Testimony for 3/18/93
House Ways & Means,

Sub Com. Human Resources

Date: 3/17/93

Thanks,
Benjamin

0 Of Pages:

(INCLUDING THIS TRANSMITT

PLEASE CALL 419/476-2511 IF YOUR DO NOT RECEIVE THE ENTIRE TRANSMISSION OR IF THERE IS ANY PROBLEMS. THANK YOU!

MAR 12 '93 9:13 FROM NEW ENGLAND TELEPHONE

PAGE.002

5 Esquire circle
Peabody, Mass. 01960
March, 9, 1993

Dear President Clinton,

Shortly after I wrote you my letter, after returning from meeting you in Washington, D.C. at the children's special, my Mom received notice from ACES (the Association for children for Enforcement of Support), that Boston, Massachusetts is going to be the National Headquarters this year for the National Candlelight Vigil being held on Monday, May, 24, 1993 at 7:00 PM. ACES is a national organization that my Mom volunteers for that help children receive their Child Support. Every year, a beautiful Candlelight Vigil is held in every State across the nation on the same night. We light a spark of hope for the forgotten Children of the United States who are owed Child Support.

I was wondering if you are not busy on May 24, 1993, if you could please come to Boston and be the featured and best guest speaker. You said at the White House that you are going to make fathers pay their Child Support to their children. Can you please come to Boston and say that, and tell us now you are going to do that at the Candlelight Vigil?

MAR 12 '93 9:14 FROM: NEW ENGLAND TELEPHONE

PAGE.003

(2)

It only takes one hour to get to Boston from Washington by airplane. You could come and be back home again before it gets too late. Maybe Chelsea could come too, I'd love to see her again.

Please let me know as soon as possible if you can come. I hope you can. My telephone number is (508) 531-8685.

Love,

Washington
Brother

TESTIMONY OF GERALDINE JENSEN, PRESIDENT
THE ASSOCIATION FOR CHILDREN FOR ENFORCEMENT
OF SUPPORT, INC. (ACES)
HUMAN RESOURCES SUB COMMITTEE, MARCH 18, 1993

ACES is the largest child support advocacy organization in the U.S. We have almost 300 chapters in 49 states with over 25,000 members. ACES members are typical of the 10 million families entitled to child support payments in the U.S. We have joined together to seek improved child support enforcement so that our children are protected from the crime of non-support, a crime which causes poverty.

ACES is a member of the National Child Support Assurance Consortium, which was formed along with the Health and Welfare Council of Long Island and the Center for Law and Social Policy. We interviewed 325 families about their experience with-in the first year after the father left the family. The following is a summary of the effects of family breakup on children in America.

- 75% of the families did not receive child support payments
- 58% experienced a housing crisis (10% went to shelters, 48% move in with friends or relatives to avoid homelessness)
- 36% of the children did not get medical care when ill
- 32% of the children experienced hunger
- 57% of the children loss regular day care
- 26% of the children were left unsupervised while their mother worked
- 49% of the children could not afford to participate in school activities due to lack of funds

These statistics prove that the current state based support enforcement system is failing to serve the children and that this causes child poverty. The system needs radical, fundamental restructuring if it is to become a program which ensures that both parents are responsible for the well being of their children and decreases the burden of welfare costs placed on the taxpayers. The child support enforcement system needs to be a *Uniform Federal System*. In, *A Vision Of Change For America*, it is estimated that \$328 million dollars can be saved in the next four years, if child support enforcement is improved. ACES believes \$500 million can be saved if we federalize the system.

Improvement is truly needed, over 20 million children are owed over \$23.5 billion dollars in unpaid child support. This large amount of debt to children is really only about one-half of what is truly due, because about 45% of the entitled children do not yet have child support orders.

In 1991, almost three million children needed paternity established. Paternity was established for only about 17% of these children through the use of the traditional court based system. In states where administrative process for establishing paternity was used this figure increased to 50%. (examples include: 47% in Washington State and 55% in Minnesota.)

The administrative paternity establishment process needs to include a user friendly system for voluntarily acknowledging paternity by signing the birth certificate at the hospital, or completing an affidavit at the Title IV-D child support agency or other community or government agency. In cases where there is a dispute or question about paternity, genetic tissue or blood testing should be readily available at the Title IV-D agency, hospital, or clinic. New tests allow for a small piece of tissue to be removed from the inside of the mouth of the mother, child, and alleged father. This tissue can then be tested to prove paternity. There is no longer a need for waiting six months after the child's birth to obtain blood samples. The new genetic tests are much faster and cost the same as the HLA blood testing method. Genetic test results of 98% or higher should be a presumption of paternity. Paternity cases should only be in the court system if there is a dispute over the chain of custody of the tissue samples.

For those children who have child support orders, collections were received in only 50% of the cases. Even in the worst and most devastating economic times, we did not have a 50% unemployment rate. This means that many parents who have the ability to pay child support are simply ignoring their obligations and that our law enforcement system is letting them get away with it.

A system where W-4 forms act as a reporting tool so that child support can be payrolled deducted is needed. Currently, only about 20% of the cases where payments are received come from income withholding. Amazingly, this accounts for almost 2/3's of the money collected. In Minnesota and Washington State, W-4 Reporting has been proven to be effective. The tax savings is tremendous because the government does not need to spend resources tracking down the non-payor's place of employment. Employers send a copy of all new hires W-4 forms to the child support enforcement agency who then compares it with child support records to determine if support is due. The agency then notifies the employer to payroll deduct the support. Since 30% of all child support cases involve more than one state, a national registry needs to be established for W-4 forms to be compared with existing child support record and to issue the income withholding notice to the employer.

It is logical to place this national registry with-in the IRS since employers are already accustomed to sending the IRS regular reports and payments. This would be the least burdensome for employers. The IRS needs to immediately begin to take a more active role in the enforcement of child support through the use of the IRS full collection.

We must send a national message that supporting children is a fundamental responsibility as paying taxes. A National Child Support Enforcement System needs to be adopted, such as; the national system which is outlined in HR 773. The Federal Office of Child Support Enforcement should be placed in the IRS. An Assistant Tax Commissioner should be appointed to be Director of the IRS Child Support Division. This national agency must be given all the tools it needs, including improved information for locating absent parents and improved tools for making prompt and effective collections, to aggressively pursue child support and medical support for children. ?

The recommendation by the U.S. Commission on Interstate Child Support, which call for employers to individually handle income withhold orders and issue checks directly to the payee is not good for American businesses. This type of plan would require the GMC factory in my hometown to issue 3,000 checks a week to individual people from income withholding orders, rather than the one transaction to the child support agency. Instead of the government distributing payments to the families, GMC will have to take over this duty. Some of these checks will be for AFDC families, so GMC will have to be told by the state agency which checks to send to families and which to send to the state. Since the average length of time a family is on AFDC is 17 months and that many families are on AFDC more than once, GMC will certainly be kept busy sorting out who gets which check when.

In order to know which cases need child support enforcement action, we need a national system which records payments made and initiates appropriate enforcement action to collect on delinquent accounts. Automated state child support tracking systems were suppose to be this system, but only ten states have statewide automated systems in place. Eight of these report continued problems and need additional funding to make corrections and updates. In our annual survey, thirty-five state child support agencies told ACES, that they would still not have a system in place by the 1995 deadline. We have already spent over \$257 million on automated systems. States are requesting an additional \$863 million to complete the projects. This will be a total over \$1.1 billion dollars. ACES requests Congress and the Administration to investigate the problems associated with the automated child support tracking systems, before we continue to spend tax dollars on a projects which are not working and show little hope of being in place by the 1995 deadline, even though most states have been working on it for over five years.

To help fund the child support enforcement system and to act as an deterrent against failure to pay or making late payments, a fee should be assessed against the non-payor similar to those charged by utility companies against consumers who are late with payments. Since the delinquency rate on child support cases is presently about 80%, these late fees should save taxpayers millions of dollars! Interest is rarely collected on unpaid child support debts and late fees are not charged. This system acts as an incentive to accumulate a child support debt since it can be paid off at anytime with no penalty or interest due. ?

In order for families to no longer need public assistance child support payments and medical support is needed. In the National Child Support Consortium's Survey we found that 36% of the mothers reported that they were unable to take their children to the doctor when ill, and 55% missed regular check ups.

Government studies have shown that about 78% of the non-custodial parents have health insurance available to them through their employer for their children. Unfortunately, only 23% voluntarily provide their child this health insurance coverage. Therefore, strong laws are needed to require the parent to provide medical coverage for their children after family break up. ACES members report that even when the non-custodial parent has health insurance for the children they often cannot access it because the non-custodial parent fails to provide them with the insurance claim forms, ID cards and plan information. Many of our members report that the non-custodial parent completes the health insurance claim form and checks off the box which requests that the insurance company pay the non-custodial parent rather than sending the money to the health care provider. Some non-custodial parents then cash the insurance check, spend the money on themselves, and fail to pay the health care provider. This causes children to be denied health care because the hospitals and doctors were not paid.

About ten states have enacted laws which require employers to add children of non-custodial parents to health insurance plans and payroll deduct any premiums, provide the custodial parent claim forms and ID cards and require claim payments to be made directly to the health care provider. Unfortunately, these state laws do not reach insurance companies who are governed by ERISA (Employees Retirement Income Security Act). Congress needs to act to create an exemption under ERISA for state medical support laws.

A federal law is needed requiring employers to comply with any medical support court order from any state and for all insurance companies to supply custodial parents needed information, forms and ID cards for children covered under non-custodial parent insurance plans. Insurance companies should be prohibited from refusing to cover a child which does not live with the insured parent if that parent is required to provide medical support.

All of the above reforms are needed if we are to truly alleviate childhood poverty. Children are the innocent victims of family break up and they should be protected from poverty. We should adopt a child support assurance program that guarantees that child support will be a regular, reliable source of income for children growing up with an absent parent.

A SYSTEM LIKE SOCIAL SECURITY IS NEEDED FOR CHILDREN ENTITLED TO CHILD SUPPORT TO INSURE THAT THEY RECEIVE REGULAR PAYMENTS EVEN IF THE NON-CUSTODIAL PARENT CANNOT BE FOUND OR CANNOT PAY DUE TO UNEMPLOYMENT. THIS CHILD SUPPORT ASSURANCE PROGRAM WILL REDUCE POVERTY IN THE U.S. BY 42%.

American Families entitled to support need an effective and fair enforcement system. The children need it to survive, to grow up secure and safe. It is time to solve the problem of non-support. We can do it. We have the resources and ability to do it. We need to set up a national child support enforcement system and a child support assurance program to protect children from poverty. It is the right thing to do for our children.

AUTOMATIC COVER SHEET

DATE: MAR-17-93 WED 16:39

TO:

FAX #: 12024567739

FROM: ACES

FAX #: 419 478 1617

09 PAGES WERE SENT

(INCLUDING THIS COVER PAGE)



DEPARTMENT OF HEALTH AND HUMAN SERVICES
OFFICE OF CHILD SUPPORT ENFORCEMENT
WASHINGTON, D.C. 20447

*Send her
a TY -
good stuff -
Keep in touch*

April 19, 1993

Dear Mr. Reed:

I have added you and William Galston to our mailing list, and I hope that Child Support Report will be as useful to you and President Clinton as it is to our 15,000 readers.

The newsletter, now in its fifteenth year of publication has an avid readership of state and local child support practitioners, managers, and advocates throughout the country. It is also sent to state Human Services Directors, legislators, and governors.

As you know, child support workers and managers are doing a very difficult job under the most austere budgetary conditions. At any time, should the President wish to communicate his thoughts on child support directly to the people who are doing the work, I am most pleased to make Child Support Report available to him as the vehicle.

We are all hopeful about the improvements that President Clinton's Administration will bring to the child support enforcement program.

Sincerely,

Aun Slayton
Aun Slayton, Editor

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Child Support Report

Office of Child Support Enforcement

Vol. XV, No. 2, February 1993

Current Topics

Review and Adjustment of Child Support Orders

Overview of the Need

The challenge of keeping child support orders up-to-date has emerged as an issue of concern for legislators, policymakers, IV-D personnel, the judiciary, child advocates and parents. Child support orders established prior to the adoption of state guidelines may be grossly inadequate. Even the use of guidelines in establishing the initial award amount does not ensure that orders, over time, continue to meet the support standards set by the guidelines. To address this problem, section 103 (c) of the 1988 Family Support Act phases in a requirement for the periodic adjustment of support orders, in accordance with the support guidelines in the state.

Historically, state laws governing modification of child support orders have required that the party seeking a change in the award amount must prove that a material change in circumstances has occurred since entry of the order. Several states require that the change in circumstances be substantial and continuing. Still others impose a condition that the change be one that could not have been contemplated at the time the order was initially established. Meeting this burden of proof has often made obtaining a change in the amount of child support a difficult undertaking for many parties. The existence of such a standard has frequently meant the need for an adversary proceeding and protracted litigation to demonstrate the oc-



June Melvin Mickens (right), coordinator of the ABA Symposium on Review and Adjustment of Child Support Orders, helps register conference participants with ABA's Sally Smallinada.

currence of a sufficient change in circumstances, or to resist an allegation that the requisite change in circumstances has occurred.

This issue of *Child Support Report* highlights several review and adjustment topics. There are articles on the federal regulations, research findings, the problem of identifying assets, and some recent court cases concerning "change in circumstances" related to state guidelines. Some of the material in this issue, including the photographs, is drawn from a recent two-day symposium sponsored by the American Bar Association Child Support project.

The symposium included five plenary sessions and 20 smaller workshops. A sampling of topics: federal requirements, the state IV-D perspective, judicial concerns, downward adjustment, the Uniform Interstate Family Support Act (UIFSA), and the nuts and bolts of handling an adjustment case. An OCSE Information Memorandum summarizing the workshops will be issued in the near future. ■



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Child Support Report

Office of Child Support Enforcement

Vol. XV, No. 1, December 1992/January 1993

Massachusetts Tax Data Reveal Portrait of Assets Among Noncustodial Parents

by Robert M. Melia

Each tax season, under the pains and penalties of perjury, more than 100 million Americans document their income and assets for state and federal income tax authorities. To ensure the accuracy and completeness of this data, the Internal Revenue Service (IRS) and most state governments maintain massive financial data bases and employ armies of auditors.

The traditional view of tax administrators is that tax data should only be used to administer the tax laws. This view is based on the belief that protecting the privacy of tax information helps ensure that taxpayers will accurately report their earnings and assets. Although most state CSE programs do not have *direct* access to these tax and financial data bases for the purpose of establishing and enforcing child support orders, they have been able to get certain kinds of information that taxpayers and financial institutions report to state and federal tax authorities. [See box.]

In Massachusetts, the CSE program is part of the Department of Revenue, which means that child support program managers do have greater access to state revenue data. In the past several years, Massachusetts has been able to conduct studies using state tax and other financial data for the purpose of making improvements to the CSE program.

Income Portrait from Tax Data

In one study, the Commonwealth's Department of Revenue merged state child support and state income tax data for 1990. The result was a revealing financial portrait of 72,000 obligated parents, most of whom are delinquent in their child support payments.

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Child Support Report

Office of Child Support Enforcement

Vol. XIV, No. 8, October/November 1992

In-Hospital Paternity Establishment a Hit in West Virginia

When a three-month in-hospital paternity pilot project yielded a 40 percent establishment rate, West Virginia lost little time in expanding the number of participating birthing hospitals from three to twenty-five.

With the support of Martha Hill, Director of the Child Advocate Office (CAO) which administers the CSE program, West Virginia established the In-Hospital Paternity Establishment project. Directed by Gary Kreps, the program has established 1,100 paternities in the year following the program's inception in September 1991, representing 40 percent of all births to unwed mothers in the participating hospitals. A full two-thirds of established paternities involve non-AFDC parents.

The State has had voluntary acknowledgement and administrative procedures for paternity establishment for several years, yet little was being done to maximize those policies to increase the number of early paternity establishments. It was clear that early paternity establishment greatly reduces, if not eliminates, the costs involved with locating alleged fathers, genetic testing, and court costs.

Knowing that in-hospital programs were in place in Virginia, project manager Gary Kreps toured a few hospitals to learn how their programs were designed, the procedures, and the amount of staff time involved. As he discovered, early paternity establishments don't necessarily "just happen," and often mean added work for staff, so Kreps assembled those who would be



New dad in West Virginia happily signs the paternity affidavit promulgated by the Child Advocate Office.

affected by a stepped-up establishment effort. He explained, "It's important to sell an idea to the right people, to bring the right players to the table to work things out."

The players in this case were Chuck Bailey, State Registrar for Vital Statistics, and Robert Whittler, vice-president of the West Virginia Hospital Association. The goal was to make in-hospital paternity establishment a win-win project by sharing duties and having the proper parties take responsibility for the costs incurred.

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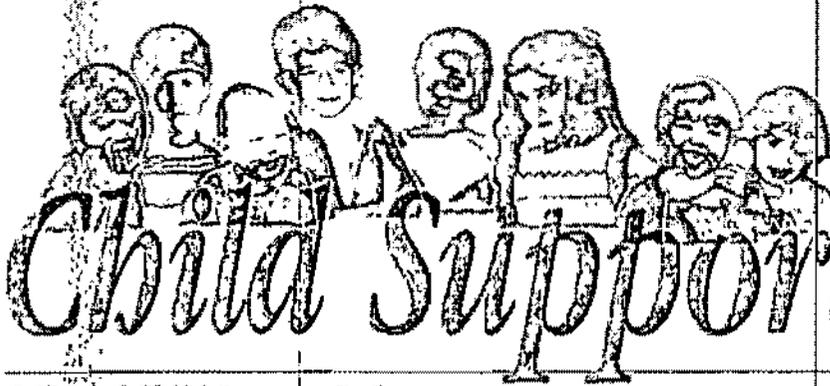
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Child Support Report

Office of Child Support Enforcement

Vol. XV, No. 3, March 1993

Clinton Administration Takes its Stand on Child Support

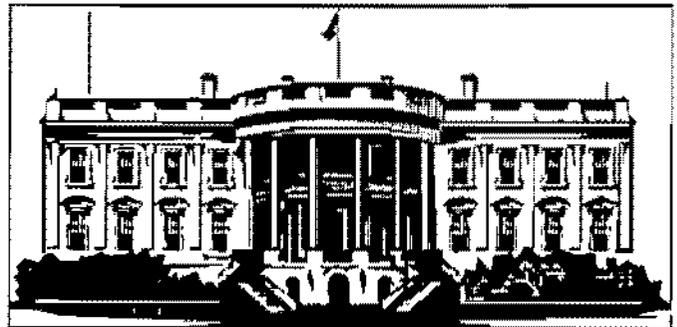
President Bill Clinton has made improved child support enforcement a feature of the new Administration's domestic agenda, and has included it in his public statements. Donna E. Shalala, Secretary of the U.S. Department of Health and Human Services has also stressed improved child support enforcement.

Following are excerpts from some of President Clinton's and Secretary Shalala's recent public statements:

President Clinton addressing the mid-winter meeting of the National Governor's Association, February 2, 1993.

We need tougher child support enforcement. An estimated 15 million children have parents who could pay child support but don't. We need to make sure that they do. Parents owe billions of dollars in child support that is unpaid—money that could go a long way toward cutting the welfare rolls and lifting single parents out of poverty, and money that could go a long way toward helping us control government expenditures and reducing that debt. We're going to toughen child support enforcement by...having the states go as far as they possibly can to establish paternity at the hospital when children are born—and if I can prevail up here, by using the IRS to collect unpaid support in seriously delinquent cases.

I've said it before because it's the simple truth: governments don't raise children, people do. And even



people who aren't around ought to do their part to raise the children they bring into this world.

President Clinton addressing a joint session of Congress, February 17, 1993.

Later this year, we will offer a plan to end welfare as we know it...We have to end welfare as a way of life and make it a path to independence and dignity.

Our next great goal should be to strengthen our families. I compliment the Congress for passing the Family and Medical Leave Act as a good first step.

But it is time to do more. This plan will give this country the toughest child support enforcement it has ever had. It is time to demand that people take responsibility for the child they bring into this world.

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