

# Withdrawal/Redaction Sheet

## Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
--------------------------	---------------	------	-------------

001. note	Notes re: HHS press reports and reports to Congress (partial) (1 page)	ca. December, 1998	P6/b(6)
-----------	--	--------------------------	---------

---

**COLLECTION:**

Clinton Presidential Records  
 Domestic Policy Council  
 Cynthia Rice (Subject Files)  
 OA/Box Number: 15428

---

**FOLDER TITLE:**

Child Support-Data [1]

rx11

---

### RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

Freedom of Information Act - [5 U.S.C. 552(b)]

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
- P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
- P5 Release would disclose confidential advise between the President and his advisors, or between such advisors [a)(5) of the PRA]
- P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]
  
- C. Closed in accordance with restrictions contained in donor's deed of gift.
- PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).
- RR. Document will be reviewed upon request.

- b(1) National security classified information [(b)(1) of the FOIA]
- b(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
- b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
- b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
- b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
- b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
- b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

Hi Nancy

I want to answer your question, but then take advantage of the opportunity you gave me to tell you other things I think are important. First chart shows the distribution of income of fathers by payments status. As you can see from the last two columns, deadbeat dads and deadbroke dads differ radically. The incomes of the latter are concentrated at the lower tail of the income distribution, and their median earnings are 0.

The next chart shows that than a and generally have higher incomes and fathers. In a way, this gets to the issue that somehow are training programs or labor markets are not supporting in who have famine responsibilities. Somehow we need to resolve or improve upon this. We're working on getting these charts for you by race. In general these charts will show that minorities are much more likely to be concentrated in the deadbroke category.

Now begins the portion of the charts tied like you think about. There are implications for child-support enforcement, but also for our family policies more generally.

The first chart is intended to show how important are child-support enforcement system he is to poor children. Poor children who are outside of the child-support universe (37 percent), are all children in working poor married families. The other children are in single parents. That's what's brings them within the purview of the child-support force and system.

There's another chart which we're working on that will show you that child support payments are actually very important to poor children who actually receive child support. Therefore, if we could increase child support payments either by enforcement or combination of enabling and enforcement, we can actually do a great deal that benefits poor children. I think we can get to the chart before close of business tomorrow.

The next chart begins to take us in the direction I'd like you to really think about. It shows that the preponderance of poor children who are within the universe of the child support enforcement system are actually children who were born to unmarried parents. The implication is that our income security system should take a 270 degree turn from its purpose in the 1970s. This is because the primary clientele of the child-support enforcement system, at least among poor children, especially, is poor children born to unmarried parents, rather than children who born to married parents, who became poor after their parents divorced.

The next chart shows that unmarried fathers are highly involved in the lives of their children, much more so than previous research would have led us to believe. But I have been try to argue for the last five years, but now have data to support, is that our family support systems should be oriented toward strengthening families, during the early years, rather than doing a mid-course correction around income for families after they have split. This chart shows that 62 percent of all children born to unmarried parents, not poor children, but all children, are born into households where their parents are co-habiting or the father visits the child (and the mother) at least once a week. This is at least the case with the children are two years old or less.

The next chart focuses on poor children incomes from a different study. This chart shows that the overwhelming majority of children born to poor unmarried parents, are born to parents who are romantically involved. In my mind, the fourth goal of the personal responsibility act should need that we take these poor romantically involved parents and try to strengthen their family structure so that in the end we end a with few genuine single parent families, and more families in which the parents are working together on behalf of their children or, the parents are married. This would require radical changes in a child-support enforcement policy because it involves much more than collecting money from deadbroke dads.

The next chart switches to the first data source, which like all the charts except for the last one is from a new survey accurate Institute which is being examined by Elaine Sorenson. This chart shows that no 27 percent of poor children are in fragile families when they are one-year old or less, this fraction falls rapidly as children age. Notice also, that the fraction of children in married families also collapses rapidly as children age. It seems that there is indeed to strengthen both married and fragile families but that that need arises during the early. Of children's lives. If we could find some way of articulated the goal of strengthening families without falling on the sort of marriage, we were truly have an income security policy appropriate for the times. This is a tough thing to articulate politically.

The last several pages are an attempt by Elaine Sorensen myself to articulate a strategy that responds to high-level father involvement in the lives of poor young children born to unmarried parents. I hope this would be a basis for further discussion.

After runoff to teach classic Princeton now. but I can call you early tomorrow morning or you can reach me myself own the number is P6(b)(6) We're working on getting pretty printed copies of all these charts. And is possible to get slight variations on the seems pretty rapidly. Take care

## A New Approach to Strengthening Fragile Families

### Presentation to the Assets Trustee Committee

Thank you for this opportunity to discuss the changing demography of poor children and its implications for anti-poverty policy. The main point that I would like to make is that public policy needs to develop ways of encouraging the formation and maintenance of two-parent families. Unfortunately, current anti-poverty policies do just the opposite and contribute to father absence. Yet one fourth of poor children are born to unwed parents, both of whom are actively involved in the child's life. To continue ignoring this important asset deserves children.

#### The Problem

The number of single mother families has been steadily increasing over the last 20 years. In fact, the number of single mothers has almost doubled since 1976, reaching a peak of 9.1 million in 1995. Importantly, the composition of this population has changed significantly during this time frame. Whereas 20 years ago, almost all single parent families were headed by a divorced or separated mother, today this is no longer the case. Currently, almost half of all single parent families are headed by a never married mother.

Figure here --

Driving this change in the composition of single mother families is the fact that nonmarital childbearing has been steadily increasing during this period. Since the early 1970s, the number of children born outside of marriage has exploded, increasing more than threefold to more than 1.2 million children born in 1996. Although this rapid increase has leveled off in recent years, there is no reason to think that the trend will reverse itself. In fact, this major change in family formation will continue to affect the population of children for some time.

Figure here--

#### The Silver Lining

Although nonmarital childbearing is highly associated with father absence, the image of mothers raising their children born outside of marriage by themselves is not totally accurate. Today, one out of four children under the age of 4 who were born outside of marriage live with both of their biological parents who have never married each other. Another 27 percent lived with their mother, but saw their father at least once a week. We do not know whether these mothers and fathers were romantically involved because the survey did not ask them, but other research suggests that many of them are.

Figure here --

These findings suggest that a new family type has emerged. We estimate that 15 percent of all children, and 25 percent of all poor children, are born to two unwed parents who are poor and actively involved in their child's life. We call these families "fragile families." The parents are not legally married, but both parents are involved with child. An affirmative decision to marry or to separate hasn't been made.

Unfortunately, father involvement drops precipitously as children age. Among children who are four years of age or older and were born outside of marriage, only 4 percent lived with their mother and father and another 14 percent lived with their mother and saw their father frequently. Thus, most children born outside of marriage end up in single mother families without much support from their biological father. But when children are young, many fathers are highly involved.

#### Current government solution discourages father involvement

In 1996, Congress proclaimed its dedication to the goal of encouraging the formation and maintenance of two parent families as part of its overall strategy to help needy families move into self-sufficiency. However, three years later, there are few if any public policies designed to help poor families stay together.

Unfortunately, our anti-poverty policies have been discouraging father presence for 60 years. In 1935, the federal government enacted a program called Aid to Dependent Children as part of the Social Security Act. It was designed to benefit children who were in need of economic support as a result of the death, incapacity, or continued absence of a parent. Although widows and orphans were clearly the type of family that captured the sympathy of lawmakers at the time of its passage, the law was never limited to them.

In the 1960s, as participation in this program increased, tension emerged between helping poor children and appearing supportive of divorce and out-of-wedlock childbearing, the two demographic factors contributing to increased participation. To offset this image, Congress enacted the AFDC-UP program in 1962, which extended benefits to two-parent families where the primary breadwinner was unemployed. But Congress imposed strict eligibility requirements on this program to limit its scope and made it optional for states to adopt. Very few states adopted this program and by 1988 Congress mandated that all states adopt it, but they retained the strict eligibility requirements. Thus, very few poor children who live with both parents have ever qualified, let alone received cash assistance.

The 1996 welfare reforms ended AFDC and AFDC-UP and allowed states considerable flexibility in determining eligibility for the new program, called Temporary Assistance for Needy Families. Although most states eliminated the strict work and income eligibility criteria for two-parent families, 14 states retained them. More importantly, few, if any states, have attempted to broaden the eligibility criteria of their TANF program to reach more two-parent families. Thus, most two-parent families are effectively eliminated from participating in TANF because the

income eligibility limits are so low.

Another component of our anti-poverty strategy that focuses on father absence is the child support enforcement program. In 1975, Congress enacted Title IV-D of the Social Security Act, which established the federal government as a lead player in child support enforcement. The purpose of this program is to help children and their custodians obtain child support from an absent parent. Thus, its intended universe consists solely of separated families.

An unfortunate underlying assumption of this program is that all noncustodial parents have an ability to pay child support. Yet research clearly shows that half of all nonpaying noncustodial fathers have a limited ability to pay child support. By imposing high financial requirements on poor fathers, the child support enforcement system adds to the obstacles that already exist between these fathers and their children.

Moreover, other anti-poverty programs tend to be linked to cash assistance. Thus, someone who qualifies for cash assistance will necessarily be enrolled in Medicaid and Food Stamps, two federal programs that retain their entitlement status. But, if a family is not eligible for TANF, these other entitlements are not necessarily pursued for the family. Using data from the NSAF, we find that take up rates for food stamps and Medicaid among poor children not receiving cash assistance are disturbingly low. Thus, single parent families tend to receive the entire array of anti-poverty programs as a result of receiving cash assistance, but two-parent families who tend to be ineligible for cash assistance, miss out on other benefits that are not necessarily limited to single parent families. This all-or-nothing approach to service delivery works against family formation. In fact, it is exactly these divides that encourage fragile families to choose single parenting.

A Table here -- Among children currently receiving AFDC, 99% also currently receive Medicaid. Among poor children not receiving AFDC, however, only 42% receive Medicaid and 29% are completely uninsured. Similarly, 89% of children on AFDC also receive food stamps compared with only 13% of poor children not on AFDC.

Thus, our current anti-poverty strategy is designed to help families with an absent parent. Clearly these families need support, but to limit support to these families, at a minimum, sends the wrong message, and probably contributes to parental absence.

## V. We Need a New Way

In response to these failures of the anti-poverty programs, it is my belief that we need to establish a new program, called Temporary Assistance for Fragile Families (TAFF), that provides temporary assistance to fragile families. The joint goals of this program are to encourage the formation and maintenance of two parent families. This program would view the family as a unit, regardless of whether or not the mother and father lived together or were married. As long as the mother and father agreed that they wanted to work together on behalf of their child, they would receive services as a family from TAFF.

As I see it, TAFF would provide services as a comprehensive package designed to meet each family's needs. Both the process of jointly seeking assistance, as well as the actual benefits received will facilitate the maintenance of stable families by giving them the resources to stay on their feet together when times are tough. In general, if fragile families are poor enough to qualify for TANF, they would receive these benefits through TAFF. If they do not qualify for TANF, but do qualify for other services such as food stamps, employment training, child care assistance, and public health insurance, then TAFF would make sure these families received these non-cash benefits. If the mother and father lived apart, TAFF would refer these families to CSE, where they would receive only those services that benefited their family, such as paternity establishment.

New services would be added to encourage the formation and maintenance of two parent families. Most notably, "team parenting" would be added, a concept that is akin to marriage counseling, but is based on a peer learning model rather than an individualized counseling relationship.

This program would also establish a three-year window, in which fragile families could receive anti-poverty assistance based solely on the higher earner's income. TAFF families may enroll in this program at any time, but the intent is to help fragile families when the children are young. They would only have three years during which their families can obtain public assistance based on one earner's income.

Although we have limited research evidence that shows community-based organizations are the better service deliverer for these families, anecdotal evidence strongly suggests that the service deliverer needs to be in the community and trusted by the community. Poor unwed parents typically live in fear of government organizations; they are not going to turn to them for assistance. More inviting arrangements appear to be hospitals, health start and head start programs, health clinics, and family support service organization—entities in the community that have traditionally tried to help poor families rather than check up on them as the welfare and CSE programs are designed to do.

Our target population is the 6.7 million poor children who either live with both of their parents or live with their mother and their father is highly involved. By providing services to this

population, we ensure that families who are making good choices about responsible parenting have the resources to continue to do so in the future. Supporting positive choices about parenting among this group of families will reinforce family formation and maintenance.

For the other 7.2 million poor children who are not eligible for this program, both TANF and CSE will continue their services with a primary concern for their traditional focus — poor children with single mothers. While the addition of TAFF will not eliminate the need for reform of these programs, particularly CSE's refusal to recognize the plight of poor fathers, it will help many poor families make good decisions about their future.

### VI. Conclusion

We need a new approach for strengthening fragile families. TANF, as currently implemented, tends to help only the poorest single moms on the in-road to self-sufficiency. CSE, as currently implemented, focuses exclusively on fathers' wallets, assuming that they all have the ability to pay. TAFF builds on fragile families' strengths to help both parents overcome the multiple barriers they face in their struggle to be responsible parents. It focuses on the establishment and preservation of strong families.

If we want to encourage family formation among the parents of poor kids, we need to recognize that many poor fathers are already involved, but they need help turning that involvement into responsible fatherhood over the long haul. We need to provide services to families who need help to overcome the numerous barriers that they face in becoming responsible parents without threatening the non-cash services that they would receive if the father was not around.

This proposal makes sense for poor kids, poor moms, poor dads, and taxpayers. We ensure that poor kids have regular access to two parents and receive any services they are entitled to. We help mom and dad. And we cut back on csc costs, saving taxpayers money since these children's parents are working together.

Earnings Distribution of Noncustodial Fathers  
by Payment Status: 1996

	Paying Noncustodial Fathers	Not Paying and Deadbeat	Not Paying and Deadbroke
<b>Total Number</b>	5.5 m	2.4 m	2.6 m
<b>Earnings Distribution</b>			
\$0	6%	0%	56%
\$1-\$10,000	21%	5%	41%
\$10,001-\$20,000	22%	40%	3%
\$20,001-\$30,000	22%	16%	0%
\$30,001-\$40,000	13%	12%	0%
\$40,001+	17%	27%	0%
<b>Median Earnings</b>	\$21,000	\$24,000	\$0

Source: National Survey of America's Families, 1997

*Child Support -*

*data*

DATE

### Earnings Distribution of Men and Noncustodial Fathers Between 18 to 64 Years of Age, 1997

	Men (Custodial, Noninstitution- alized)	Noncustodial Fathers (Custodial, Noninstitution- alized)	Noncustodial Fathers (Total)
<b>Total Number</b>	19.9 m	7.3 m	10.5 m
<b>Earnings Distribution</b>			
\$0	10%	9%	18%
\$1-\$10,000	16%	21%	22%
\$10,001-\$20,000	18%	23%	21%
\$20,001-\$30,000	18%	18%	15%
\$30,001-\$40,000	14%	12%	10%
\$40,001+	24%	17%	14%
<b>Median Earnings</b>	\$24,000	\$19,000	\$15,000

Source: National Survey of America's Families, 1997



# ACF Press Room

U.S. Department of Health and Human Services  
Administration for Children and Families

[Recent News](#)
[News Archive](#)
[Fact Sheets](#)
[Statistics](#)
[ACF](#)
[HHS Press Room](#)

Last Update: Friday, 18-Jun-1999 10:25:07 EDT

## Topical Index

### News Archive:

[1998 Releases](#)
[1997 Releases](#)
[Past Years](#)
[Subscribe to HHS](#)
[Listserv](#)

### Fact Sheets:

[ACF Overview](#)
[Child Care](#)
[Child Support](#)
[Child Welfare](#)
[Head Start](#)
[Welfare](#)
[Other Programs](#)

### Statistics:

[Welfare Caseload](#)
[Other Programs](#)

### Search

## Fact Sheet

### Administration for Children and Families

#### Office of Child Support Enforcement

#### Child Support Enforcement Program

The goal of the Child Support Enforcement (CSE) Program, which was established in 1975 under Title IV-D of the Social Security Act, is to ensure that children are financially supported by both their parents. Welfare reform legislation that President Clinton signed in 1996 provided strong measures for ensuring that children receive the support due them:

- States were required to enact uniform interstate laws by January 1, 1998.
- State and Federal CSE programs provide registries of newly hired employees.
- Paternity establishment has been streamlined.
- States will have computerized state-wide support collection and disbursement centers by October 1998.
- Tough new penalties, such as license revocation and seizure of assets, will be available when child support obligations are not met.

The 1996 legislation also recognizes the importance to children of access to their noncustodial parent: the new law includes grants to help States establish programs that support and facilitate noncustodial parents' visitation with and access to their children.

The CSE program is usually run by state and local human services departments, often with the help of prosecuting attorneys, other law enforcement agencies, and officials of family or domestic relations courts.

Child Support Enforcement services are available automatically for families receiving assistance under the new Temporary Assistance for Needy Families (TANF) programs. Any current child support collected reimburses the state and federal governments for TANF payments made to the family.

Child support services are also available to families not receiving

TANF who apply for such services. Child support payments that are collected on behalf of non-TANF families are sent to the family. For these families, states must charge an application fee of up to \$25, but may pay this fee from state funds. Some states may also charge for the cost of services rendered.

The most recent census data show that, in the Spring of 1992, 11.5 million families with children had a parent living elsewhere. Custodial parent families, 86 percent of which were headed by women and 14 percent headed by men, comprised one third of all families with their own, never married children under 21. Of the 11.5 million, only 6.2 million (54 percent) of the custodial parents had awards or agreements for child support. Of the total \$17.7 billion owed for child support in 1991, \$5.8 billion was not paid. Among those due support, about half received the full amount, about a quarter received partial payment and about a quarter received nothing.

During FY 1997, about \$13.4 billion in child support payments was collected, and services were provided in over 19.3 million cases through the Program. Paternity was established for more than 1.29 million children that year through CSE Program and voluntary in-hospital acknowledgements, providing vital links between the children and their noncustodial parents. Almost 1.2 million new child support orders were established through the Program in FY 1997. The Federal government collected a record \$1.1 billion in delinquent child support by intercepting income tax refunds of non-paying parents for tax year 1996.

The Child Support Enforcement Program provides four major services: locating noncustodial parents, establishing paternity, establishing child support obligations, and enforcing child support orders.

**Locating Absent Parents** -- Child support enforcement officials use local information and resources of State and Federal Parent Locator services to locate parents for child support enforcement, or to find a parent in parental kidnapping/custody disputes. About four million cases are processed annually by the Federal Parent Locator Service.

**Establishing Paternity** -- Establishing paternity (legally identifying a child's father) is a necessary first step for obtaining an order for child support when children are born out of wedlock. Establishing paternity also provides access to Social security, pension and retirement benefits; health insurance and information; and interaction with members of both parents' families.

Many fathers voluntarily acknowledge paternity. Otherwise, father, mother, and child can be required to submit to genetic tests. The results are highly accurate. States must have procedures which allow paternity to be established at least up to the child's eighteenth birthday.

**Establishing Support Obligations** -- States must have guidelines to establish how much a parent should pay for child support. Support agency staff can take child support cases to court, or to an

administrative hearing process to establish the order. Health insurance coverage can also be ordered.

**Enforcing Child Support Orders** -- A parent can be required to pay child support by income withholding. The new welfare reform legislation establishes State and Federal registries of newly hired employees to speed the transfer of wage withholding orders. Overdue child support can be collected from federal and state income tax refunds. Liens can be put on property, and the property itself may even be sold with the proceeds used to pay child support arrearages. Unpaid child support should be reported automatically to credit reporting bureaus, and drivers, professional, occupational and recreational licenses can be suspended if the obligated parent is not paying support as required.

For further information, contact the Office of Child Support Enforcement on Internet site <http://www.acf.dhhs.gov/programs/cse>. The site provides links to States that have their own home pages.

Print version

February 1999

---

» *If you have questions or comments about the ACF server, e-mail [ACF\\_WebMaster](mailto:ACF_WebMaster).*  
» *Questions for the ACF Office of Public Affairs? Call 202-401-9215 or e-mail [apublic\\_affair@acf.dhhs.gov](mailto:apublic_affair@acf.dhhs.gov).*

---

## **NEW PATERNITY NUMBERS SHOW GROWTH IN RESPONSIBLE FATHERHOOD**

**June 21, 1999**

New data from the Department of Health and Human Services show that the number of fathers taking responsibility for their children by establishing paternity has tripled since 1992. Vice President Gore will discuss these numbers and the importance of father involvement on Monday at the eighth annual Family Reunion Conference.

Nearly 1.5 million men acknowledged paternity in 1998, an increase of 12 percent in one year alone and three times as many as in 1992. Acknowledging paternity is a crucial first step to increasing fathers' involvement in their children's lives and is essential to ensuring children receive the financial and emotional support they need. Legal establishment of paternity is required to enforce a child support order, provide children with access to health care under their father's health plan, provide rights of inheritance to social security benefits, and to establish a father's access and visitation rights. It also provides a child with the benefit of knowing his or her father, an opportunity for extended family ties, and access to medical history and genetic information.

This dramatic increase in paternity establishment is due in large part to the success of an Administration proposal enacted into law in the 1993 budget, which requires hospitals to provide new parents with the opportunity to establish paternity on site. The 1996 welfare reform law expanded the voluntary in-hospital paternity establishment program and also streamlined the legal process for paternity establishment. In 1998, 40 percent, or 614,000, of all paternities were established through in-hospital paternity programs. The figures released today follow earlier data which show that child support collections have increased by 80 percent during this Administration, to a record \$14.4 billion in 1998, and that the out-of-wedlock birth rate has declined by six percent from its peak in 1994.

The Clinton/Gore Administration has worked hard to strengthen the role of fathers in their children's lives. Five years ago, the Vice President began meeting with fatherhood groups around the country, and at his and his wife's third annual Family Reunion Conference he challenged men to become actively involved in their children's lives and to provide emotional as well as financial support. Recognizing that much of the work around fatherhood takes place at the community level, the Vice President launched a Father to Father initiative, which brings together fathers, local communities and agencies to help support and strengthen the role of men in children's lives.

In 1995, the President called on federal agencies to incorporate fathers into their programs, research, and family-friendly workplace policies. Last June, the Vice President released the first report on fathers from the Federal Interagency Forum for Child and Family Statistics, documenting that the well-being of children is enhanced by the presence of caring and involved fathers and that father absence can have lasting detrimental effects on children's lives. Specifically, the report found that children growing up without a father are more likely to do poorly in school, to get in trouble with the law, and to have a hard time getting and keeping a job.

—  
And

A critical next step in promoting responsible fatherhood is to reauthorize the Department of Labor's Welfare-to-Work program which will help more low-income fathers in every state raise their employment and earnings, increase their child support, and become more involved with their children. Ensuring fathers work and pay child support so their children don't stay on welfare is essential both to welfare reform and to the well-being of these families. The Welfare-to-Work program provides grants to states, local workforce boards, and community and faith-based organizations to help long-term welfare recipients and some non-custodial fathers of children on welfare get and keep jobs. Several states, and 20 community-based groups -- including 12 competitive grantees announced by the Vice President last November -- are targeting their Welfare-to-Work funds to serve non-custodial fathers. The Administration's proposal, which is reflected in H.R. 1482 introduced by Congressman Cardin, would require every state to use a portion of their Welfare-to-Work funds to provide job placement and job retention services for fathers who sign personal responsibility contracts committing them to establish paternity, work and pay child support. However, there is clearly more work to be done. According to a report released last week by a broad coalition of individuals concerned about the absence of fathers in the African American community, 40 percent of America's children go to bed at night in homes without fathers.

Andrea Kane

06/24/99 04:00:34 PM

Record Type: Record

To: Cynthia A. Rice/OPD/EOP@EOP, Bruce N. Reed/OPD/EOP@EOP

cc:

Subject: VP on Paternity

Here's what VP said about paternity in his speech at family reunion conference. I think it's good - but it sure sounds like he announced the numbers!

"One of the most meaningful conferences for me personally was the one we held in 1994 to promote fatherhood - for too long, the crucial role of fathers had been missing from the policy picture.

That has changed -- I have some good news to report today: we have just learned that nearly 1.5 million men acknowledged paternity in 1998, an increase of 12 percent in one year -- three times the 1993 figure of 516,000. A man acknowledging paternity does not make a father, but it is a start, the first step toward committing to a child the emotional and financial support a father must give to merit the name.

This concern with families' well being is a commitment that comes from our own lives, and our own values."

Here's the full speech -



vpfrc0699.doc

Child Support -  
Data

when he chaired hearings by the Governmental Affairs Committee last spring, on Monday called it a "noble" experiment that didn't work.

It created a new class of prosecutors with "a lot of power, a lot of money and not much accountability," the Tennessee Republican said at a news conference.

The law was meant to prevent political tampering with investigations. In cases of suspected wrongdoing by certain administration officials, it requires the attorney general to seek appointment of an outside counsel by a special three-judge panel.

Experts running the political garnut from independent counsel Ken Starr to Attorney General Janet Reno also favor letting the law expire.

But a bipartisan group of senators led by Joseph Lieberman, D-Conn., will try to save the law by reforming it.

Thompson, 56, who made a name for himself in the 1970s as the lead Republican lawyer for the Senate Watergate Committee, said the independent counsel law "is probably dead for the foreseeable future."

The expiration June 30 of the independent counsel law will have no effect on Ken Starr's probe of President Clinton and first lady Hillary Rodham Clinton or on the other four independent counsels now investigating present and former administration officials.

But when it expires, authority for deciding when and if to appoint an outside counsel will revert to the attorney general.

That's the way it should be, Thompson said, even though he has sparred repeatedly with Reno over the Justice Department's investigation of fundraising by President Clinton's campaign. The Founding Fathers gave the executive branch of government the power to prosecute, he said.

Thompson intends to introduce legislation that would require the attorney general to set guidelines, subject to congressional approval, for future outside counsels' investigations.

"We should let the independent counsel law expire," Thompson said. "We should give it a decent burial... We should... let the Constitution be our guide."

## Number of unmarried fathers who accept paternity triples

By Susan Page  
USA TODAY

**A** WASHINGTON — The number of fathers acknowledging paternity in out-of-wedlock births has nearly tripled in six years, a dramatic increase that experts say carries economic and social benefits.

The Department of Health and Human Services reports that 1.5 million paternities were acknowledged or established in 1998, compared with 1.3 million in 1997 and 512,000 in 1992.

Much of the increase is credited to a 1993 law, streamlined in the 1996 welfare reform bill, that requires states to follow the simplest of ideas: Ask unwed mothers and fathers to declare paternity by signing a

form at the hospital when their children are born.

"That's a time when you can capture the desire to be parents at its strongest point," says Nancy Duff Campbell, co-president of the National Women's Law Center. She says changes in the law "seem to be kicking in a way we can measure real change."

Last year, unmarried fathers accepted paternity of more than 614,000 children through the voluntary in-hospital program that began in 1994, the government statistics show.

The number of fathers acknowledging paternity has increased even as the rate of out-of-wedlock births has declined by 6% from its peak in 1994.

Establishing paternity has important legal and financial

consequences: making it possible to enforce child support, giving children health care coverage under a father's insurance plan, providing surviving children with Social Security benefits when a father dies and ensuring visitation and custody rights.

In addition, experts say, acknowledging paternity might encourage a father to remain engaged and involved with his child even if his relationship with the mother ends.

A federal report on the importance of fathers released last year concluded that children who grow up without a father are more likely to drop out of school, get in trouble with the law and have children themselves while still in their teens.

Child Support  
8/2/99

## Child Support Recovery Has Gone Up 20 Percent

*HHS Says Collection Gains Prove 1996 Law Is Working*

By JUDITH HAVEMANN  
Washington Post Staff Writer

Nearly three years after Congress ordered states to get tough on child support by revoking driver's licenses and tracking down deadbeat parents on the job, collections have increased by about 20 percent, according to new federal figures.

The Department of Health and Human Services hailed the record collection amounts as proof that the child support sections of the 1996 welfare reform law are beginning to work. And because some of the strongest provisions are just starting to take effect, state officials are predicting greater gains in the future.

Child support collections have increased from \$12 billion in 1996 to \$14.4 billion in 1998. The percentage of cases where some money was collected grew from 20.5 percent in 1996 to 22.1 percent in 1997.

Despite such gains, most children are still not receiving the child support they are due from their absent father or mother, the figures show. Olivia A. Golden, Health and Human Services assistant secretary, cautioned that more progress is needed for "the millions of children who don't receive child support."

While all states have passed laws allowing child support agencies to revoke drivers', professional, and even hunting and fishing licenses, most states have used their new powers sparingly, taking licenses only in rare cases.

"We do not want to revoke people's licenses," said Wallace Dutkowsky, director of child support in Michigan. "We just want to get people's attention." He said the state has revoked fewer than a thousand licenses, "more than we want to, because they just drive without it."

One of the strongest features of the new national law—a computerized national child support clearinghouse—took effect only last October but may produce more results than any other single change.

Eventually, the clearinghouse will contain 150 million employment records and about 16 million court orders for child support. Every night, Department of Health and Human Services employees feed lists of workers' Social Security numbers into computers in Baltimore, which spit out matches with outstanding child support court orders across the country.

These matches are automatically forwarded back to the states, triggering a system under which employers will eventually be required to withhold child support payments from deadbeat workers, and then mail checks to be used for the workers' children.

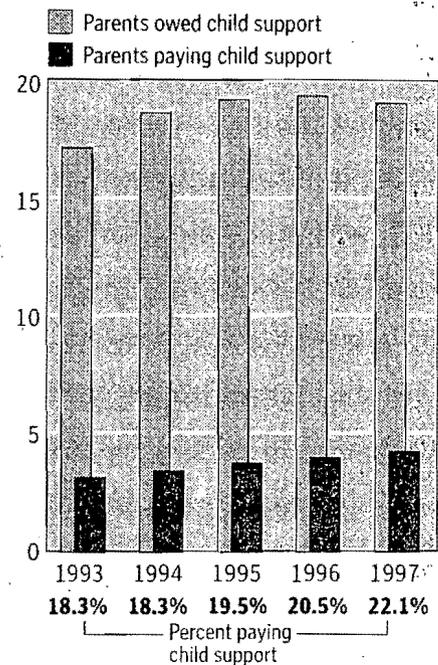
Fragmentary reports from scattered states suggest that the clearinghouse may boost the collection rate significantly when all 50 states are in full compliance. Nine states, including the most populous, California, still lack statewide computerized child support systems.

New Jersey state child support officials say they have increased collections by 8.5 percent in the past

### Paying Up

*The percentage of parents\* who owe child support and are actually paying it has increased.*

In millions



\* in the federal-state child support collection system

SOURCE: Office of Child Support Enforcement

THE WASHINGTON POST

four months. Nearly half of the increase came from matches identified by the new computerized clearinghouse for child support orders.

Arizona also has reported improvement in its system. Since Oct. 1, it has processed roughly 15,000 computerized orders to withhold child support payments from employees' checks after the employee was identified by a computer match.

"We call it the look-ma-no-hands" wage deduction process, said Patrick F. Harrington, deputy child support enforcement director for the state of Arizona.

Still, advocacy groups remain skeptical of the new law. "I don't see anything that shows me it is working," said Geraldine Jensen, head of the Association for Children for Enforcement of Support. She said that while federal and state officials cite the many parents tracked down through the computerized new-hire directory, they are unable to say how many of those parents have begun to pay.

*Preliminary Data for FY 98***Total Collections Received for Five Consecutive Years**

STATE	1994	1995	1996	1997	1998
ALABAMA	127,874,888	142,620,147	157,765,903	169,385,925	175,245,332
ALASKA	46,035,251	51,686,651	57,664,109	64,649,346	66,365,940
ARIZONA	76,689,233	94,104,551	116,299,022	132,396,413	142,671,691
ARKANSAS	55,282,532	64,188,001	79,986,328	92,183,302	100,833,013
CALIFORNIA	813,908,043	874,450,324	1,014,494,977	1,192,224,772	1,405,829,921
COLORADO	80,288,154	91,869,504	108,259,298	123,609,850	140,258,809
CONNECTICUT	100,045,988	113,005,284	125,031,287	141,504,417	154,889,782
DELAWARE	29,692,070	31,559,973	36,238,929	39,027,984	42,128,624
DISTRICT OF COLUM	24,052,550	26,013,982	27,798,625	29,937,751	33,794,569
FLORIDA	334,147,684	379,351,840	429,914,033	469,017,938	516,212,616
GEORGIA	234,229,616	253,173,271	262,891,759	279,689,948	300,235,592
GUAM	6,823,936	6,120,276	7,021,183	7,421,328	8,064,701
HAWAII	44,902,741	49,155,649	51,866,454	56,351,300	60,319,538
IDAHO	36,941,968	40,746,653	44,002,878	48,250,898	53,688,138
ILLINOIS	202,047,423	219,974,128	251,022,382	267,684,726	297,768,734
INDIANA	154,368,324	175,740,815	200,477,796	211,057,387	227,712,931
IOWA	122,885,789	136,515,207	151,552,965	167,079,796	186,137,813
KANSAS	86,725,015	97,570,769	107,578,660	115,028,251	122,230,000
KENTUCKY	119,782,613	131,771,103	145,895,290	165,834,592	186,941,068
LOUISIANA	119,554,275	126,277,837	142,885,822	154,746,900	170,528,087
MAINE	51,184,439	57,361,268	62,584,791	71,074,108	74,266,075
MARYLAND	246,822,053	260,992,367	286,725,216	322,679,402	359,345,774
MASSACHUSETTS	203,985,963	223,559,908	247,947,706	258,917,834	278,116,048
MICHIGAN	898,513,210	932,921,875	949,067,051	1,092,271,040	1,151,893,444
MINNESOTA	246,418,044	283,658,198	318,899,574	354,374,676	396,642,949
MISSISSIPPI	62,628,680	65,817,361	86,042,902	97,419,330	112,308,963
MISSOURI	211,926,544	239,824,191	277,538,040	319,346,975	286,395,523
MONTANA	21,273,314	25,560,761	29,443,765	33,374,586	36,978,129
NEBRASKA	81,140,564	90,083,712	95,255,518	108,625,758	104,841,141
NEVADA	43,685,728	50,017,520	56,789,642	60,033,528	69,248,870
NEW HAMPSHIRE	36,402,457	42,688,055	48,398,714	54,627,401	60,970,374
NEW JERSEY	439,906,403	480,156,301	501,329,513	553,176,492	581,906,691
NEW MEXICO	30,184,733	28,118,492	29,884,144	34,852,140	36,037,909
NEW YORK	573,078,763	618,657,390	704,418,369	804,012,907	847,031,517
NORTH CAROLINA	227,697,685	233,755,114	262,751,781	295,408,192	313,402,137
NORTH DAKOTA	21,883,343	25,558,833	28,488,554	32,232,301	36,088,778
OHIO	790,554,710	888,086,767	986,017,055	1,083,445,146	1,151,718,489
OKLAHOMA	57,577,689	63,907,789	73,454,649	80,858,109	86,159,797
OREGON	142,407,870	156,911,409	178,275,184	197,586,350	209,454,766
PENNSYLVANIA	862,043,746	905,120,398	959,989,169	1,005,003,988	988,056,123
PUERTO RICO	98,628,330	109,344,105	129,055,532	142,010,955	145,756,398
RHODE ISLAND	29,929,879	32,463,897	35,606,931	38,895,361	41,840,792
SOUTH CAROLINA	91,387,603	103,492,923	119,412,073	136,096,619	154,497,964
SOUTH DAKOTA	21,356,571	24,838,160	28,018,035	30,887,684	34,488,847
TENNESSEE	144,074,732	149,324,325	166,857,989	182,563,056	207,382,154
TEXAS	370,243,310	449,247,404	539,454,885	620,901,438	699,228,969
UTAH	62,174,417	63,465,024	77,253,533	84,449,991	96,741,415
VERMONT	17,927,509	21,412,614	25,354,288	28,655,137	32,017,031
VIRGIN ISLANDS	5,542,910	5,333,076	5,715,718	5,726,147	6,225,369
VIRGINIA	183,431,077	228,430,511	257,163,790	293,696,699	267,613,068
WASHINGTON	340,488,236	375,257,202	407,002,297	422,502,324	474,432,883
WEST VIRGINIA	55,427,915	73,825,803	84,816,868	98,403,340	109,014,319
WISCONSIN	380,718,788	427,608,698	441,951,343	456,955,134	499,272,091
WYOMING	14,826,218	16,626,598	24,936,029	28,599,201	33,199,009
NATIONWIDE TOTAL	9,881,751,526	10,859,324,014	12,044,548,348	13,356,746,173	14,374,430,705



Michele Ahern  
05/13/99 01:28:36 PM

Record Type: Record

To: Eugenia Chough/OPD/EOP, Cynthia A. Rice/OPD/EOP, Andrea Kane/OPD/EOP, J. Eric Gould/OPD/EOP  
cc: Jack A. Smalligan/OMB/EOP, Anil Kakani/OMB/EOP  
Subject: Characteristics of IV-D caseload

FYI. Attached is a summary write-up and tables showing analysis of CPS data that ASPE performed to provide characteristics of the IV-D caseload, including income. I've asked HHS to set up a briefing on this as well, and will let you know when that is scheduled.

----- Forwarded by Michele Ahern/OMB/EOP on 05/13/99 01:24 PM -----



Cheryl McMillen <cmcmille@os.dhhs.gov>  
05/06/99 03:05:30 PM

Please respond to cmcmille@os.dhhs.gov

Record Type: Record

To: Michele Ahern/OMB/EOP  
cc:  
Subject: fwd: income of IV-D caseload--final draft

*Cheryl Support -  
Data*

Got your call yesterday, but have been swamped. We have discussed other deliverables and they are getting the finishing touches on them and should be delivered to you by Tuesday. Attached is the CPS stuff you requested. haven't looked at it, hope it's right.

By the way I will be out tomorrow PM and Monday.

Original Text

From: "MATTHEW LYON" <mlyon@OSASPE.DHHS.GOV>, on 5/6/99 10:58 AM:  
To: SMTP@Public.11@ACF.WDC[ <DROSSACFKFA@HHS> ],  
SMTP@Public.11@ACF.WDC[ <EMATHESOACFKFD@HHS> ],  
SMTP@Public.11@ACF.WDC[ <ERICHMANACFKHC@HHS> ],  
SMTP@Public.11@ACF.WDC[ <GMALLERACFKFD@HHS> ],  
SMTP@Public.11@ACF.WDC[ <LMCCOWANACFKD6A@HHS> ],  
SMTP@Public.11@ACF.WDC[ <MHUGULEYACFKTO@HHS> ],  
SMTP@Public.11@ACF.WDC[ <TKILLMURACFKFD@HHS> ],  
SMTP@Public.11@ACF.WDC[ <jpruszyn@OSASPE.DHHS.GOV> ],  
SMTP@Public.11@ACF.WDC[ <lmellgre@OSASPE.DHHS.GOV> ], Amanda  
Barlow@OLAB@ACF.WDC, Brett Lambo@OCSE.CONTR@ACF.WDC, Emil  
Parker@OAS@ACF.WDC, Jerry Fay@GOAL1@ACF.BOS, John Monahan@OAS@ACF.WDC,

Kristin Siebenaler@OAS@ACF.WDC, Mary Cohen@OLAB@ACF.WDC, Mike Ambrose@OCSE.COO@ACF.WDC, Lauren Higgins@ASL@OS.DC, Cheryl McMillen@ASMB.BUDG@OS.DC, James Ivery@IOS.IGA@OS.DC, Patricia Savage Bravo@OAS.IGA@ACF.WDC, Paul Legler@OCSE.OC@ACF.WDC  
Cc: SMTP@Public.11@ACF.WDC[ <JBUTLERACFKMO@HHS> ],  
SMTP@Public.11@ACF.WDC[ <MAJOHNSOACFKAO@HHS> ],  
SMTP@Public.11@ACF.WDC[ <MMONTGOMACFKAO@HHS> ]

Hi everyone,

I only received one comment on the piece "Characteristics of Families Using Title IV-D Services in 1995," and that was a positive one. So this is the final draft, ready to send to OMB. The only change I made was to include in Table 1 some of the award/receipt numbers Census used in the report they released a couple weeks ago. All of the award/receipt runs in Table 8 still use our original assumptions.

Once again, I have attached the write-up and technical appendix in Word Perfect 5.1 ("96file3a.wp"). I have also attached the tables in both Word Perfect 5.1 (tablesa.wp") and Excel 5.0/7.0 ("income3.xls"). The WP tables are a little harder to read and not everything may appear on-screen, so if you use that file, go ahead and print it out. If you have trouble pulling any of the documents up, please call me and I will be happy to fax you a copy. If anyone needs a hard copy, I can provide one.

Please let myself and Linda know if OMB would like us to be present at a meeting to explain this piece in further detail.

Thanks,  
Matt



- 96FILE3A.WP



- TABLESA.WP



- INCOME3.XLS

**CHARACTERISTICS OF FAMILIES USING TITLE IV-D SERVICES IN 1995**

May 1999

prepared by: Matthew Lyon  
Office of Human Services Policy  
Office of the Assistant Secretary for Planning and Evaluation  
U.S. Department of Health and Human Services

contact info: (202) 401-3953

## **CHARACTERISTICS OF FAMILIES USING TITLE IV-D SERVICES IN 1995**

The purpose of this analysis is to identify the characteristics of the custodial parent families using the services of the child support enforcement system authorized under Title IV-D of the Social Security Act. The analysis uses Census data to describe this population by various family financial characteristics, including both participation in welfare and other government programs and income and poverty. It also provides information on demographic characteristics such as gender and marital status of the custodial parent and the residence of the noncustodial parent. Finally, it addresses the question of whether the family has an child support award or has received child support payments. The data covers the status of families in calendar year 1995.

Participation in the IV-D system was determined by a number of variables that are detailed below and in the technical appendix. Families in the IV-D system are further broken down into three categories: families receiving cash benefits under Title IV-A, families using other means-tested non-cash public assistance programs, and families that reported no public assistance usage during 1995.

### **Data Source and Methodology**

The source for this analysis is the data file matching the March 1996 Current Population Survey (CPS) and the April 1996 Child Support Supplement (CSS). Every March, the Census Bureau administers an expanded version of the monthly CPS that includes key demographic and income variables. Every other April, with funding from the Office of Child Support Enforcement (OCSE), 75 percent of the March CPS sample is given a supplemental survey that includes questions on children with absent parents and the child support program. The March and April data are then merged into one single file. The CPS-CSS match file from March/April 1996 is the most recent major national child support survey for which data are available. However, the data should be considered preliminary as the Census Bureau has not yet released the public use file for the data.

The population of interest for this analysis, custodial families that use the IV-D system, was drawn from the identified population of child support eligible parents using variables from both the March and April surveys. These variables included: parents who reported that they had contacted the child support program for help or had been contacted by the child support program; parents who reported receiving their child support payment through the child support or welfare agency, and; parents who said they did not know the amount of child support due because the child support agency had filed the paperwork. Parents who received Title IV-A cash benefits or were enrolled in Medicaid were also considered to be in the IV-D program. This assumption was made because of child support enforcement cooperation requirements that are part of the regulations guiding those programs. There is currently no way of comparing the numbers in this analysis to the IV-D caseload data reported by the states, since state caseload reporting requirements, are not based on counts of custodial parent families like the estimates from the household-based sample of the CPS-CSS survey.

The technical appendix, found at the end of this document, includes a complete explanation of each

of the variables used to make up the various categories in the analysis. Because many of the characteristics included in this piece could not be captured by only one or two variables on the CPS-CSS match file, a variety of assumptions needed to be made. These assumptions, and the effects that they may have had on the findings, are also detailed in the technical appendix.

## **Findings**

### Overall Child Support Eligible Population

There were 13,739,431 child support eligible families in the United States in 1995. A child support eligible family is defined as a custodial parent with an own child under age twenty-one living in the household whose other parent is absent from the household. Only a portion of the child support eligible population receives services through the IV-D program. This analysis found that 8.7 million families, or 63 percent of the 13.7 million child support eligible parents, participated in the IV-D system. Table 1 provides an overview of all of the family variables analyzed in this report, shown for the entire child support eligible population. Beginning with Table 2, all subsequent tables identify these characteristics within the IV-D and non IV-D populations.

### Participation in Welfare and Other Government Programs

Data from the March survey was used to determine the participation of IV-D parents and their families in a variety of public assistance programs. Almost 3 million parents (34 percent) lived in families in which at least one member received cash assistance through Title IV-A of the Social Security Act in 1995 (Table 1). Medicaid receipt was reported by 58 percent of IV-D families, and nearly 44 percent were enrolled in the Food Stamps program. Lesser numbers reported receiving housing subsidies (in the form of public housing or housing assistance) and family income from the Supplemental Security Income (SSI) program.

Participation in the four non-cash public assistance programs (Medicaid, food stamps, housing subsidies, and SSI) were used to form the three categories of families that are shown in each of the tables in this document: families receiving IV-A, families receiving other public assistance (but not IV-A), and families not receiving public assistance. Overall, fewer than 3 million IV-D families were receiving IV-A, and slightly less were receiving other public assistance. Among IV-D families, 36 percent were not receiving any public assistance.

Significant variations in receipt of public assistance existed between the IV-D and non IV-D populations (Table 2). Among those families in the IV-D program, there was nearly an even split between those in the IV-A program, those receiving other public assistance, and those receiving no public assistance. However, an overwhelming majority (92 percent) of the more than 5 million child support eligible families not in the IV-D program as received no public assistance at all in 1995. This last statistic is affected by the assumption that all families in which income was received from IV-A or in which either the parent or child was covered by Medicaid participated in the IV-D program.

### Family Income and Poverty

#### *Income*

Over 6 million (69 percent) of all IV-D families had a family income under \$30,000 in 1995 (Tables 3A and 3B). Families receiving IV-A or other public assistance had the lowest reported incomes. Over 80 percent of child support eligible families receiving income from IV-A, and 61 percent of those reporting other public assistance, had incomes of \$20,000 or below. Conversely, less than one-quarter of IV-D families receiving no public assistance had incomes below \$20,000.

Families participating in the IV-D program generally had lower incomes than non IV-D families. While the incomes of most IV-D families were grouped in the \$0-20,000 range, only 25 percent of non IV-D families fell into that same income range. In both categories, families with no public assistance had higher incomes than those reporting some sort of welfare. Tables 2A and 2B show the numbers and percentages of child support families in various income categories.

#### *Income/Poverty Ratio*

In addition to family income, the ratio of the family's income to the poverty level is an important measure of economic well-being. Each year, the Census Bureau estimates poverty thresholds that are adjusted for the size of the family unit. In 1995, the weighted average poverty threshold was \$12,158 for a family of three and \$15,569 for a family of four.

Over 3.5 million, or 41 percent of the IV-D families were below this threshold, and over two-thirds had incomes that fell below 200 percent of the poverty level (Tables 4A and 4B). A large majority (74 percent) of IV-D families receiving cash assistance were in poverty, as were 42 percent of those families receiving only other assistance. Families with no public assistance were less poor, with 8 percent having incomes below poverty and about two-thirds having incomes at or above 200 percent of the poverty level. Nearly two-thirds of non IV-D families had incomes above 200 percent of the poverty level, while 32 percent of IV-D families fell into this category.

#### Demographics

##### *Gender of Custodial Parent*

Most families in the IV-D system are headed by custodial mothers. There were 7.8 million IV-D families headed by females in 1995, or 89 percent of the population (Table 5). Nearly a million families headed by fathers were in the IV-D caseload, making up more than 10 percent of IV-D families. Slightly more than a million fathers were not receiving IV-D services. These custodial fathers represented 23 percent of families outside the IV-D system. Custodial fathers were better off than custodial mothers; 50 percent of IV-D families headed by men were receiving no public assistance, compared to 34 percent of female-headed IV-D families.

##### *Marital Status of Custodial Parent*

Never married parents made up a high percentage of the IV-D caseload in 1995. Among all custodial parents of IV-D families, 34 percent had never been married, while 46 percent were divorced or separated, 17 percent were currently married, and a small number had been widowed. By contrast, only 13 percent of non IV-D parents had never been married (Table 6). Of all families headed by a never married parent, 82 percent were participating in the IV-D program, and about half of those families were receiving IV-A. Of those families not receiving IV-D, 84 percent were headed by parents who were divorced, separated, or currently married.

### *Residence of Noncustodial Parent*

The CPS-CSS data indicate that parents did not live in the same state in nearly 2.3 million IV-D families, comprising 26 percent of the IV-D caseload (Table 7). The percentage of interstate cases was not substantially different within the IV-D caseload than out of it (26 percent versus 24 percent). Within the IV-D caseload, custodial mothers receiving IV-A or other public assistance were as likely as those not receiving public assistance to report that the noncustodial parent lived in a different state.

### Award/Receipt Status

Nearly two-thirds of all IV-D families had child support awards, while 46 percent of families reported the receipt of some amount of child support payment (Table 8). While families receiving no child support payments made up a slight majority of both the IV-D and non IV-D populations, those families participating in the IV-D program were more likely to at least have a child support award. IV-D families receiving no public assistance are more likely to have both an award and receipt of payment (52 percent) than IV-D families reporting receipt of welfare or other public assistance. In both the IV-D and non IV-D populations, families with no award and no receipt were more likely to receive some public assistance.

### **Limitations and Sensitivity to Changes in Assumptions**

A variety of limitations exist in this study. One of the most crucial lies in the definition of the IV-D population. Since there is no direct question on the April CSS survey regarding receipt of IV-D services, this number had to be estimated through the use of variables from both the March and April surveys. Changing some of the assumptions used in constructing the IV-D population could significantly affect its size and its interaction with the various characteristics. For example, former IV-A families who do not report contact with the IV-D program could be erroneously identified as being outside the IV-D service population even if, based on their former welfare status, they are still receiving services. The use of "family" variables from the CPS, which include only the family and related subfamilies, may also affect the data.

Another major limitation of this study is that the 1995 data used in the analysis pre-dates the welfare reform legislation. As welfare reform is having a major impact on the size and makeup of the IV-A population, it could also affect the size of the child support eligible population, the number of families that participated in the IV-D caseload, and many of the other variables included in this analysis. However, the March/April 1996 data is the most recent survey data available with the necessary child support information to make this analysis possible.

## **TECHNICAL APPENDIX**

This appendix explains the process used to estimate the child support eligible population, IV-D population, and various characteristics within this analysis. The choice of variables represents a "best guess" of the IV-D population and their receipt of IV-A and other public assistance. If some of the assumptions made in the development of this analysis were changed, it could certainly affect the findings cited in this document.

### Child Support Eligible Population

The number of child support eligible families was determined by PRSELIG, a recoded variable on the April CSS. This recode designates that a parent is eligible to be asked the questions on the CSS; that is, they are a custodial parent with an own child under age twenty-one living in the household whose other parent is absent from the household.

### IV-D Population

This number had to be estimated through the use of variables from both the March and April surveys. Four questions from the April CSS were used:

1. PES400: If the respondent reported ever having contacted a child support enforcement or IV-D office, a department of social services, a welfare office, or any state or local government agency about anything to do with child support, then he/she was included.
2. PES401: If the respondent reported ever having been contacted by one of these agencies about anything to do with child support, then he/she was included.
3. PES300: Individuals were asked if the noncustodial parent was supposed to make any payments for their child between January 1 and December 31, 1995. If the respondent answered that they didn't know because the Child Support Enforcement Office had filed the paperwork, then he/she was included.
4. PES303: Individuals were asked how payments were supposed to be sent to them. If the respondent replied that payments were to be sent by a child support, welfare, or other public agency, then he/she was included.

In addition, all families in which income was received from IV-A or in which either the parent or child was covered by Medicaid were included in the estimation of the IV-D caseload. These families were designated by the March CPS variables FINC\_PAW (family income received from public assistance or other welfare) and MCAID (the parent or child was covered by Medicaid). This assumption was made because of child support enforcement cooperation requirements that are part of the regulations guiding those programs.

### Public Assistance Variables

With one exception, family variables from the March CPS were used to determine receipt of public assistance of child support eligible families (see explanation of Census definition of "family", below). Participation in five different public assistance programs was estimated:

1. IV-A: The variable FINC\_PAW was used to determine if the child support eligible family received any income from a cash assistance or welfare program.
2. Medicaid: This was the only variable in which full family receipt was not used as the definition of coverage. The person variable MCAID was pulled out of the March questionnaire. A positive answer to this question meant that the mother was covered by Medicaid.

The Next, the variable FAMCAID was constructed with data from the related subfamily. family sequence (FH\_SEQ) and family position (FF\_POS) variables were used to differentiate the child from the other members of the immediate family. Finally, MCAID was used to gather the child support eligible children covered by Medicaid whose custodial parents were not covered. The covered parents and covered children were combined into the dummy variable FAMCAID.

3. Food Stamps: The family variable F\_MV\_FS, denoting the total value of the family's food stamps, was pulled from the March CPS. A dummy variable, FSFLG, was then constructed, with a value of one indicating that the family received a value of food stamps greater than zero.
4. Housing Subsidies: The family variable HOUSSUB shows that the family is receiving some value of housing subsidy, including housing assistance or public housing. This variable was used to construct the dummy HOUSFLG, with a value of one denoting that the family received some amount of housing subsidy in 1995.
5. Supplemental Security Income (SSI): The family variable FINC\_SSI was used to determine if the child support eligible family received any income from the SSI program in 1995.

After these variables were estimated and run against the various characteristics, they were condensed into three categories: families receiving cash benefits under Title IV-A, families using other means-tested non-cash public assistance programs, and families that reported no public assistance usage during 1995. Families receiving other public assistance were defined as those families with positive responses to any of the non IV-A public assistance categories but that received no income from the IV-A program. Families receiving no public assistance were defined as those with negative responses to each of the five public assistance categories.

#### Income Variables

Family income and poverty values were drawn from the March CPS. The Census definition of "family" includes the immediate family of the respondent as well as any related subfamilies in the same household. It excludes unrelated subfamilies living within the same household. For example, if a custodial mother lived with her two parents in 1995, the incomes of both the mother and her parents would be included when determining the family income. If the custodial mother instead lived with a friend of the family, her income alone would determine the family income.

The March variables FTOTVAL and POVLL were used to produce the family income and the ratio of family income to the poverty level, respectively. Two new variables, FAMINC and POVRATIO, were constructed to develop the ranges of income and ratios of income to poverty that are seen in Tables 3A, 3B, 4A, and 4B.

#### Demographic Variables

The person-level variables A\_SEX and A\_MARITL were drawn from the March survey to determine the gender and marital status of the custodial parent. A\_MARITL was then slightly modified, condensing different classifications of currently married custodial parents. This new variable, MARITAL, produced the five categories of marital status used in this piece. These two demographic characteristics of the child support eligible, IV-D, and non IV-D populations are shown in Tables 5 and 6.

Another demographic variable used was the residence of the noncustodial parent relative to the custodial parent. In question PES601 of the April supplement, the custodial parent is asked if the noncustodial parent lives in a different state. The respondent's answer to this question was used to determine his/her classification in one of the two categories in Table 7.

#### Award/Receipt Status

Finally, several variables from the April supplemental survey were used to determine the child support status of the child support eligible population. The first were PRCSREC and PRTPAWD, recodes denoting the amount of child support received and the type of child support award. If the family received a positive amount of child support in 1995, then they were given a value of one in the new dummy variable RECEIPT. If the family had an award in the form of a legal agreement, pending legal agreement, or informal agreement, then were given a value of one in the new dummy variable AWARD. AWARD was then run in a simple crosstab against RECEIPT to produce the four categories in Table 8.

total

**TABLE 1: THE POPULATION OF CSE ELIGIBLE FAMILIES: 1995**

	Number	Percentage
<b>Total CSE Eligible Population</b>	<b>13,739,431</b>	<b>100.0%</b>
<b>IV-D Participation</b>		
IV-D	8,694,501	63.3%
Non IV-D	5,044,930	36.7%
<b>Public Assistance</b>		
Cash Assistance (IV-A)	2,959,860	21.5%
Non-cash Assistance	3,014,001	21.9%
No Public Assistance	7,765,570	56.5%
<b>Type of Assistance Received</b>		
IV-A	2,959,860	21.5%
Medicaid	5,009,415	36.5%
Food Stamps	4,040,327	29.4%
Housing Subsidy	1,727,558	12.6%
SSI	866,646	6.3%
<b>Family Income</b>		
\$0	135,903	1.0%
\$1 to \$5000	1,000,991	7.3%
\$5001 to \$10,000	1,796,524	13.1%
\$10,001 to \$15,000	1,691,378	12.3%
\$15,001 to \$20,000	1,342,021	9.8%
\$20,001 to \$25,000	1,110,795	8.1%
\$25,001 to \$30,000	1,116,748	8.1%
above \$30,000	5,545,071	40.4%
<b>Income/Poverty Ratio</b>		
<50% of poverty level	1,779,322	13.0%
50 to 99%	2,392,532	17.4%
100 to 149%	1,924,083	14.0%
150 to 199%	1,564,413	11.4%
200 to 249%	1,426,927	10.4%
250 to 299%	1,122,018	8.2%
>300%	3,530,136	25.7%
<b>Gender of CP</b>		
Mothers	11,634,325	84.7%
Fathers	2,105,106	15.3%
<b>Marital Status of CP</b>		
Married	2,709,155	19.7%
Widowed	362,613	2.6%
Divorced	4,964,321	36.1%
Separated	2,064,405	15.0%
Never Married	3,638,938	26.5%
<b>Award/Receipt Status</b>		
Total w/ Award	8,297,794	60.4%
Agreement in Place	7,967,376	58.0%
Pending Agreement	330,418	2.4%
Total w/ Receipt	6,190,537	45.1%
Receipt with support due	4,768,534	34.7%



CC: CR

# FAX

Date

6/4/99

Number of pages including cover sheet

6

TO:

Andrea Kone  
Eric Gould

FROM:

Paul K. Legler  
Assistant Commissioner  
Federal Office of Child  
Support Enforcement

Phone

456-7431

Fax Phone

Phone

202-401-5373

Fax Phone

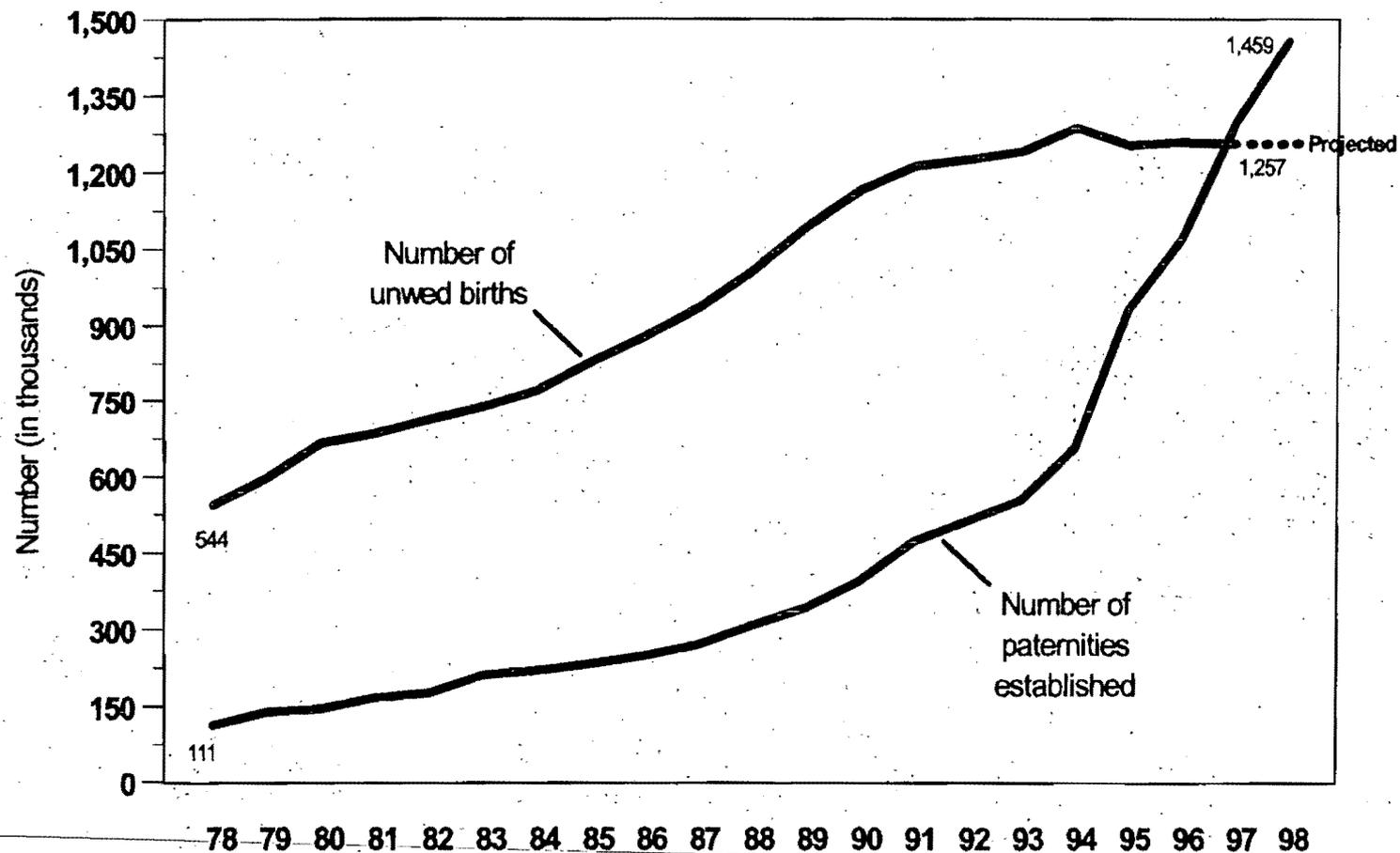
202-260-4668

CC:

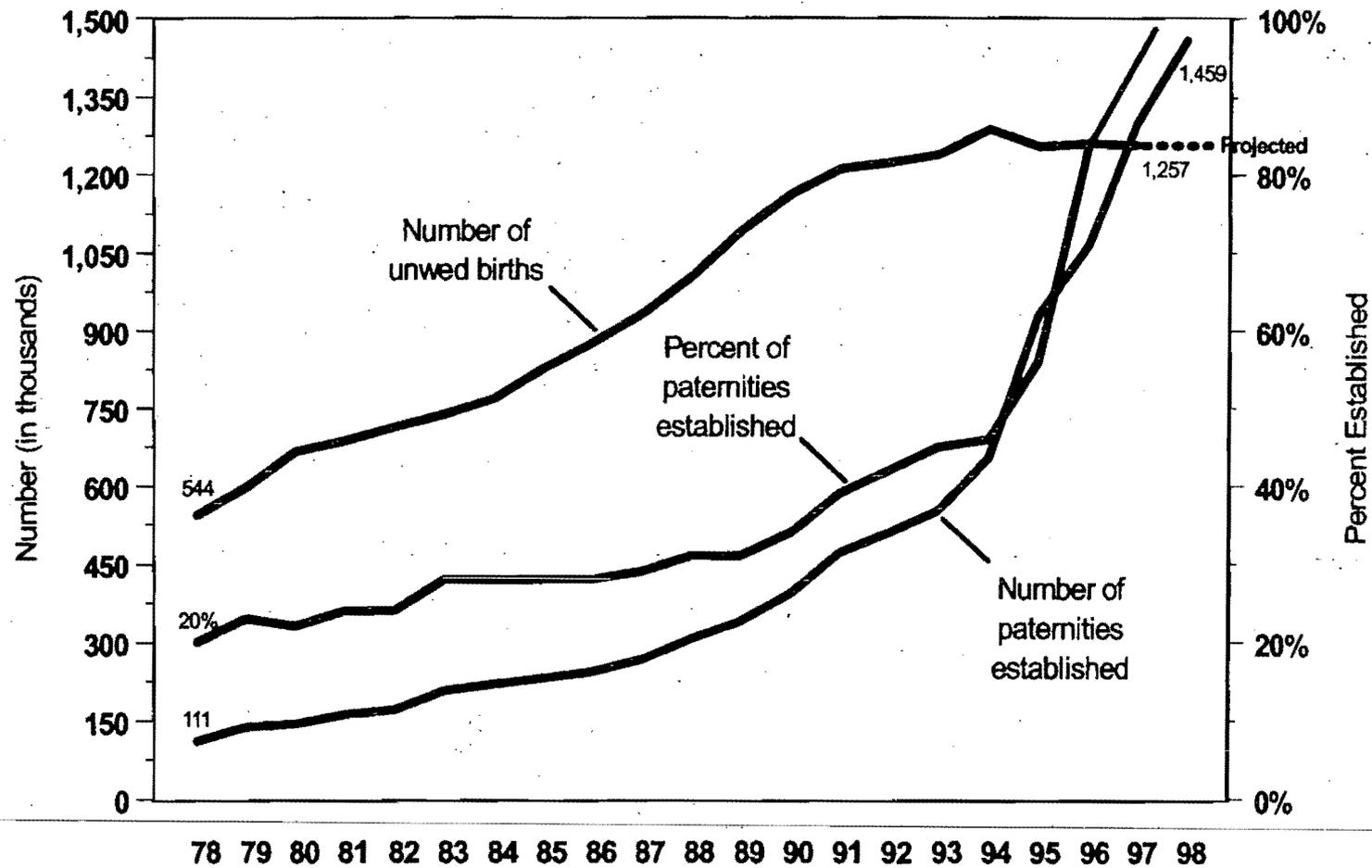
REMARKS:

- Urgent
- For your review
- Reply ASAP
- Please Comment

# Unwed Births & Paternities Established



# Unwed Births & Paternities Established



Paternities Established and Acknowledged for FY 1992 & 1998

Chart

States	1992 Totals	1998 Totals	Percent Change
Alabama	7,942	9,995	26%
Alaska	906	3,976	339%
Arizona	3,056	30,159	887%
Arkansas	5,175	20,574	298%
California	65,062	337,262	418%
Colorado	4,135	13,375	223%
Connecticut	6,196	13,322	115%
Delaware	1,573	4,477	185%
D.C.	2,792	3,465	24%
Florida	16,119	59,760	271%
Georgia	30,181	37,084	23%
Guam	642	526	-18%
Hawaii	1,419	1,671	18%
Idaho	1,722	4,457	159%
Illinois	18,900	82,005	334%
Indiana	5,631	2,260	-60%
Iowa	4,416	3,897	-12%
Kansas	3,198	16,647	421%
Kentucky	7,951	11,419	44%
Louisiana	11,764	25,292	115%
Maine	3,189	2,243	-30%
Maryland	11,259	53,002	371%
Massachusetts	4,200	24,902	493%
Michigan	29,087	35,880	23%
Minnesota	5,348	14,420	170%
Mississippi	8,978	21,059	135%
Missouri	23,982	41,963	75%
Montana	1,155	2,204	91%
Nebraska	1,628	7,066	334%
Nevada	1,702	4,498	164%
New Hampshire	580	3,283	466%
New Jersey	10,314	32,689	217%
New Mexico	1,591	9,563	501%
New York	34,434	88,834	158%
North Carolina	19,308	49,431	156%
North Dakota	1,446	1,699	17%
Ohio	23,672	45,617	93%
Oklahoma	2,721	7,124	162%
Oregon	4,942	9,590	94%
Pennsylvania	24,239	47,081	94%
Puerto Rico	198	26,942	13507%
Rhode Island	1,425	3,585	152%
South Carolina	6,996	13,941	99%
South Dakota	916	2,280	149%
Tennessee	10,902	21,311	95%
Texas	24,890	128,373	416%
Utah	2,957	5,925	100%
Vermont	800	978	22%
Virgin Islands	344	31	-91%
Virginia	18,038	23,044	28%
Washington	10,540	25,132	138%
West Virginia	2,373	9,382	295%
Wisconsin	15,435	13,361	-13%
Wyoming	3,493	906	-74%
US Totals	511,862	1,458,962	185%

\* - Not all States reported the number of paternities acknowledged.

**Table ECON 8d. Children Under 18 Born Outside of Marriage with Paternity Established**

(In thousands)

not updated since 1996

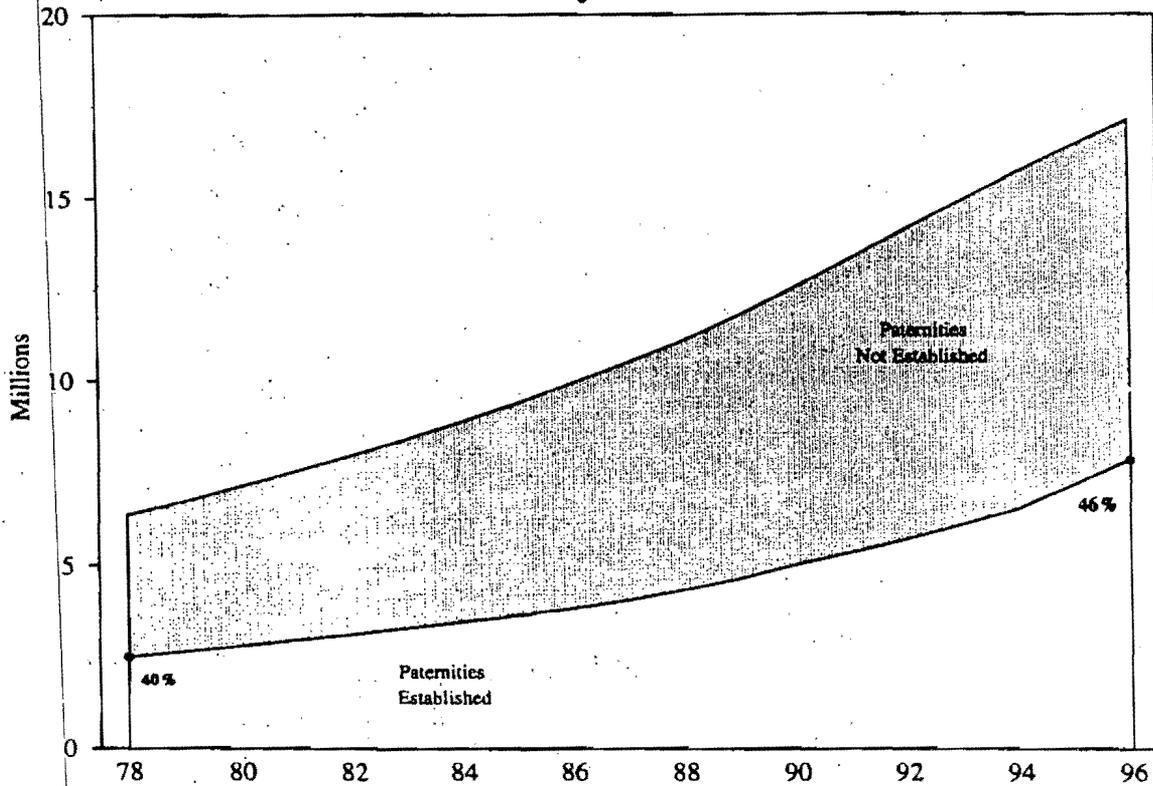
	1978	1980	1982	1984	1986	1988	1990	1992	1994	1995	1996
<b>Children Under 18</b>											
Born Outside of Marriage	6,361	7,130	7,992	8,900	9,939	11,106	12,539	14,130	15,723	16,452	17,167
Paternity Not Established	3,847	4,314	4,849	5,409	6,090	6,758	7,500	8,402	9,191	9,267	9,298
Paternity Established	2,514	2,817	3,143	3,491	3,849	4,348	5,039	5,728	6,532	7,185	7,870
<i>Percent of Children</i>	39.5%	39.5%	39.3%	39.2%	38.7%	39.2%	40.2%	40.5%	41.5%	43.7%	45.8%
<b>Paternities Established for Non-Marital Births in a Year:</b>											
Non-Marital Births	544	666	715	770	878	1,005	1,165	1,225	1,290	1,254	1,267
Paternities Established	111	144	173	219	245	307	393	512	676	931	1,002
<i>Percent of Births</i>	20.4%	21.6%	24.2%	28.4%	27.9%	30.5%	33.7%	41.8%	52.5%	74.2%	79.1%

Note: Total children under 18 years of age who were born outside of marriage is the cumulative total of nonmarital births less deaths; paternities established is the cumulative total of voluntary and C.S.E. paternity establishment as well as estimated births legitimized by marriage and adoption. An unknown number of children born outside of marriage are living with step-fathers who may have assumed paternal responsibility without legal adoption.

Source: National Center for Health Statistics, *Vital Statistics of the United States*, annual and *Monthly Vital Statistics Report*, Vol. 46, No. 1, Supplement 2, September 11, 1997 and U.S. Department of Health and Human Services, Administration for Children and Families, Office of Child Support Enforcement, *Preliminary Child Support Enforcement FY 1996 Data Report*, 1997, and *Twentieth Annual Report to Congress, for the period ending September 30, 1995* and earlier years. Washington, DC.

- As shown in Table ECON 8d the number of paternities established each year as a percent of the number of children born outside of marriage each year has more than tripled between 1978 and 1996. This increasing rate of paternity establishment kept the overall proportion of children with paternity established at 40 percent even though the number of children born outside of marriage was increasing over time.
- The proportion of all children under age 18 with paternities established has increased slightly over the past three years, increasing to nearly 46 percent by 1996. This increase reflects the additional paternities now being established in the hospitals at the time of the birth of the child.
- Reporting of in-hospital paternity establishments is voluntary and reflects reports from only 32 states, therefore the rate of increase in paternity establishments over the past three years may be underestimated.

not outside  
1996  
**Figure ECON 8d. Children Under 18 Born Outside of Marriage  
with Paternity Established**



- Due to the increasing numbers of children born outside of marriage, each year the cumulative number of children needing paternity to be established has risen steadily over the last two decades. As shown in Figure ECON 8d the cumulative total of children born outside of marriage as of 1996 was about 17.6 million and more than half of these children did not have a legally identified father.



DEPARTMENT OF HEALTH & HUMAN SERVICES

**Melissa T. Skolfield**

Assistant Secretary for Public Affairs

Phone: (202)690-7850

Fax: (202)690-5673

To: Andrea Kane  
DPC

Fax: 456-7431 Phone: 456-6515

Date: 6/15 Total number of pages sent: \_\_\_\_\_

Comments:

Here's the unused version. We're planning to post it Friday, and update w/ paternity #'s easily. What's the latest?

Melissa

6/15/99  
DRAFT—DRAFT—DRAFT

HHS FACT SHEET  
June XX, 1999

DHHS/ASPA  
Melissa -  
Here's the  
up dated fact sheet  
B.V.  
Contact: HHS Press Office  
(202) 690-6343

### HHS FATHERHOOD INITIATIVE

*Overview: Committed parents are crucial to strong and successful families and to the well-being of children. The U.S. Department of Health and Human Services (HHS) is determined to ensure that its programs and policies recognize the importance of both mothers and fathers and that we support men and women in their roles as parents.*

*In June 1995, President Clinton challenged all federal agencies to reach out to fathers to support their positive involvement in the lives of their children. In May 1996, federal agencies came together in a conference hosted by Vice President Gore, and sponsored by the Domestic Policy Council, the National Partnership for Reinventing Government, and HHS, to share lessons learned and innovative ideas about involving fathers.*

*In June 1998, Vice President Gore released the report, "Nurturing Fatherhood: Improving Data and Research on Male Fertility, Family Formation and Fatherhood." This report, issued by the Federal Interagency Forum on Child and Family Statistics, is the result of a multi-year effort to identify what we know about fatherhood and what additional government research could be undertaken to increase our understanding of how fathering and family structure affect child and adult well-being.*

*HHS is promoting responsible fatherhood by improving work opportunities for low-income fathers, increasing child support collections, enhancing parenting skills, supporting access and visitation by non-custodial parents, reducing domestic violence, and involving boys and young men in preventing teenage pregnancy and premature parenting. HHS is also working with private, public, and foundation partners to ensure that both fathers and mothers are fully involved in raising their children, not just the first day, but every day of their children's lives. In March 1999, the department launched a nationwide public service campaign challenging fathers to remain connected to their children even if they do not live with them.*

### BACKGROUND

Research shows that children benefit from positive relationships not only with their mothers but also with their fathers:

- Higher levels of father involvement in activities with their children, such as eating meals together, going on outings, and helping with homework, are associated with fewer

behavior problems, higher levels of sociability, and a higher level of school performance among children and adolescents;

- Father involvement in children's schooling, such as volunteering at school and attending school meetings, parent-teacher conferences and class events, is associated with higher grades, greater school enjoyment, and lower chances of suspension or expulsion from school; and
- The father-child relationship affects daughters as well as sons. Girls who live with both their mother and father do better academically. In addition, they are less likely to engage in early sexual involvement and in the use of alcohol or drugs.

Keeping fathers connected to their children and increasing fathers' involvement in the lives of their children poses significant challenges for our nation:

- High rates of divorce, non-marital child bearing, and the financial and emotional stresses of raising children with severe special health care needs increase the risk that fathers will be less involved in their children's lives;
- As more families have two parents working outside the home, fathers need support in the work place to find ways to balance work and family obligations and provide children with the level of child-parent involvement and supervision needed for their healthy growth and development; and
- Declining real income for families at the lowest end of the wage-market continues to place strains on mothers and fathers as they struggle to provide sufficient financial resources to keep their children out of poverty.

While government cannot make good fathers, it can support efforts to help men become the best fathers they can be.

## **INCREASING FAMILY SELF-SUFFICIENCY**

**Improving Child Support Collections.** An important part of being a responsible parent is providing financial support. Research suggests that there is a positive relationship between non-custodial fathers' involvement with their children and their payment of child support. The Clinton Administration, in partnership with states, has made a strong effort to increase child support payments from non-custodial parents – mothers as well as fathers. In FY 1998, the federal-state partnership collected a record \$14.4 billion from non-custodial parents, an increase of 7 percent from 1997's \$13.4 billion, and an increase of 80 percent since 1992 when \$8 billion was collected. In addition, HHS reported the federal government collected over \$1.1 billion in delinquent child support from federal income tax refunds for tax year 1997. This amount was 3 percent higher than the previous year and a 70 percent increase since 1992. Collections were made on behalf of nearly 1.3 million families.

HHS' Office of Child Support Enforcement publishes a monthly newsletter, *Child Support Report*, that often includes news and feature stories about fathers and fatherhood. Current and past issues are available on the Web at <http://www.acf.dhhs.gov/programs/cse> (click on "News & Announcements.")

**Promoting Employment Opportunities for Low-Income Fathers.** Seven states are participating in Parents' Fair Share, a demonstration project that provides employment-related training, parenting education, peer group support, and mediation services to encourage low-income fathers to be more involved with their children and increase their payment of child support. Eight states have received demonstration grants or waivers to allow them to test comprehensive approaches to encourage more responsible fathering by non-custodial parents. Each state project is different but they all provide a range of needed services such as job search and training, access and visitation, social services or referral, case management and child support.

**Expanding Partners for Fragile Families.** HHS' Administration for Children and Families (ACF) has begun a partnership with the private-sector initiative, Partners for Fragile Families. This initiative is aimed at helping fathers work with the mothers of their children in sharing the legal, financial, and emotional responsibilities of parenthood. Activities funded by the Office of Child Support Enforcement include Fatherhood Development Workshops on effective practices for working with young unemployed and underemployed fathers; the development of a manual for workers to use in helping low-income fathers learn to interact more effectively with the child support enforcement system; and a peer learning college for child support enforcement experts to identify systemic barriers these young fathers face in becoming responsible fathers. HHS is working with private funders on developing a ten-site Partners for Fragile Families demonstration.

## STRENGTHENING PARENT-CHILD BONDS

**Encouraging Fathers to "Be Their Dad."** In March 1999, HHS launched a new, nationwide public service campaign challenging fathers to remain emotionally and financially connected to their children even if they do not live with them. The campaign's tag line is, "They're your kids. Be their dad." and stresses the importance of fathers by showing the consequences for children when fathers do not have a positive role in their children's lives. More than a quarter of American children—nearly 17 million—do not live with their father. Girls without a father in their life are two and a half times as likely to get pregnant and 53 percent more likely to commit suicide. Boys without a father in their life are 63 percent more likely to run away and 37 percent more likely to abuse drugs. Both girls and boys without father involvement are twice as likely to drop out of high school, twice as likely to end up in jail and nearly four times as likely to need help for emotional or behavioral problems.

**Improving Paternity Establishment.** ACF has instituted voluntary paternity establishment programs in U.S. hospitals to foster father-child bonds right from the start. In FY 1998, nearly 1.5 million paternities were established, an increase of almost 300 percent from the 516,000 in

FY 1992. Of these, more than 600,000 were in-hospital paternities voluntarily acknowledged, up from 84,000 in 1994. Voluntary hospital-based paternity establishment services are required to be available in all hospitals and birthing centers. Some states are reporting that they are establishing paternities in the hospital for over 60 percent of non-marital births.

**Promoting Parental Access and Visitation.** Since FY 1997, HHS has awarded annually \$10 million in block grant funds to all 50 states, the District of Columbia, and U.S. territories to promote access and visitation programs to increase non-custodial parents' involvement in their children's lives. Grant size is based on the number of children in a state not living with both parents. In FY 1999 the minimum allotment per state is \$100,000. Each state has flexibility in how it designs and operates these programs and can use these funds to provide such services as voluntary or mandatory mediation, counseling, education, development of parenting plans, visitation enforcement (including monitoring, supervision, and neutral drop-off and pick-up), and development of guidelines for visitation and alternative custody arrangements.

**Engaging Fathers Early.** HHS recognizes that fathers play an important role in their children's early development. The Early Head Start program was specifically designed to ensure maximum involvement of the important men in very young children's lives. A special "Fathers Studies" component has been developed as part of the Early Head Start research and evaluation program to examine the contribution of poor fathers to early childhood development and how program interventions can strengthen father involvement. The Head Start program continues to develop new and innovative ways to increase the parenting skills of both fathers and mothers and to engage them in program activities. Several HHS Regional Offices have developed partnerships with fraternal organizations to develop programs for encouraging minority fathers in their efforts to be more involved in their children's lives.

## **PROMOTING HEALTHIER AND SAFER FAMILIES**

**Improving Infant Health through Father Involvement.** The Healthy Start Program was designed to develop strategies at the community level to reduce infant mortality and low-birth weight babies. Several Healthy Start Demonstration Programs have developed male mentoring and fatherhood initiatives as part of their strategy to improve the health of women, children, and families. These initiatives include using male outreach workers to involve fathers, providing job training and links to substance abuse programs for fathers, furnishing transportation and child care services to increase fathers' participation, and developing rites of passage programs for adolescents boys.

**Mobilizing for Fathers and Their Special Needs Children.** HRSA's Maternal and Child Health Bureau continues to support fathers who have children with developmental disabilities and chronic illness, and their families, through the National Fathers' Network (NFN). In April 1999, the NFN held a state "Interagency Forum on Fatherhood" in Philadelphia, which brought together male caregivers, public agency and program representatives, family advocacy groups, private organizations, and community-based groups to learn effective strategies in making programs more "father-friendly." The forum also featured the NFN's training video, "Equal

Partners, African American Fathers and Systems of Care," which has been distributed to health care providers and programs working with fathers and to the Head Start community. Other activities to support the role of fathers have been funded through HRSA's federal block grants to states. Recent efforts in Washington state, for example, included the State Early Childhood Conference and the annual "Fathers Conference."

**Increasing Fathers' Involvement in their Children's Health Care.** The Health Care Financing Administration has conducted four focus groups with custodial and non-custodial fathers and mothers to determine barriers to their greater involvement in their children's health care. The focus groups included urban, rural, native Alaskan, and Hispanic-Latino fathers. Information from the focus groups will be used to identify and remove barriers to services. In 1999 HCFA plans to conduct additional focus groups with fathers in Asian American and Pacific Islander communities.

**Reducing Family and Community Violence.** As part of the Administration's comprehensive strategy to prevent domestic violence, HHS convened a meeting with fatherhood programs to discuss the issues of domestic violence within the context of Temporary Assistance for Needy Families (TANF) requirements to cooperate in the establishment of paternity and child support. State demonstrations have been funded to examine issues of domestic violence and custodial parents' non-cooperation with the Child Support Enforcement requirements. HHS is also coordinating a multi-year cooperative agreement with a consortium of Historically Black Colleges and Universities to develop models to prevent minority male violence. Finally, the National Center for Injury Prevention and Control at the Centers for Disease Control and Prevention (CDC) is working to reduce family and community violence, particularly among young boys and adolescent males.

#### **Connecting Fathers to Communities through Public-Private Partnerships**

Over the past year, HHS and its Regional Offices have sponsored a variety of forums to bring together local public and private organizations and individuals to support fathers' involvement in their families and communities. For example, Region V convened a Fatherhood Initiative Forum in Detroit, MI and a Title X Family Planning Conference in Chicago, IL to discuss strategies for promoting male involvement in teen pregnancy prevention. In addition, Regions VIII, IX, and X joined other organizations in supporting a "Strengthening Families through Public/Private Partnerships: Connecting Fathers" Conference in Oakland, CA. Finally, HHS' Administration for Children and Families, including Tribal Headstart and Child Care, joined fatherhood and foundation partners in convening a "Listening Session on Tribal Fatherhood Issues" to identify the needs of fathers and families in tribal communities.

#### **PREVENTING PREMATURE FATHERHOOD**

**Increasing Reproductive Health Outreach to Young Men.** Through HHS Regional Offices, small grants have been awarded to Title X family planning clinics to develop pilot programs designed to prevent premature fatherhood. These projects employ male high school students as

interns to provide them with on-the-job training in clinic operations and allied health occupations and education about male responsibility, family planning and reproductive health.

**Promoting Family Planning Services for Men.** Twenty community-based organizations specializing in educational and social services for men have been awarded almost \$3 million in grants to develop and implement family planning and reproductive health services. A specialized training plan for project staff will be established in FY 1999 to integrate research findings on male reproductive health activities into male-oriented programs.

**Disseminating Information on Prevention Programs for Boys and Young Men.** Projects have been funded to identify abstinence programs for boys and young men and to develop an information dissemination strategy to provide information to states and local communities on promising abstinence and contraceptive-based programs.

## IMPROVING DATA COLLECTION, RESEARCH, AND EVALUATION

**Increasing Knowledge about Fathers.** The Federal Interagency Forum on Child and Family Statistics' report, *Nurturing Fatherhood: Improving Data and Research on Male Fertility, Family Formation and Fatherhood*, is available on the HHS Fatherhood Initiative Web site at <http://aspe.os.dhhs.gov/fathers/fhoodini.htm>. HHS is collaborating with other federal agencies, researchers, and private foundations to implement the recommendations of the Forum's report:

- HHS' National Institute of Child Health and Human Development (NICHD) is supporting the inclusion of questions in the National Longitudinal Survey of Youth (NLSY-97) to further understanding of the process by which young men enter fatherhood and how their experiences condition their journey into adulthood. This survey, sponsored by the Bureau of Labor Statistics, is following over an extended period of years a nationally representative sample of young men and women who were aged 12-17 in 1997 and who are now approaching the age at which some will initiate childbearing.
- The National Survey of Family Growth, sponsored by HHS' National Center for Health Statistics, will be expanded to ask men directly about their fertility, family formation and fathering experience. Currently only women are interviewed in this survey.
- Interagency collaboration has begun on developing a baseline indicators report on male fertility, family formation, and fathering and a set of standard questions on father-child involvement for use in national household surveys.
- HHS' NICHD and the Office of the Assistant Secretary for Planning and Evaluation are helping to fund questions about fathering behavior in the U.S. Department of Education's Early Childhood Longitudinal Survey-Birth Cohort study.

In addition to the above activities, HHS agencies support a number of ongoing research and data collection activities. For example:

- NICHD is supporting a 20-city study to explore the functioning of "fragile families," that is, families formed through non-marital childbearing, and how they affect children's development. The study has made a concerted effort to actively engage fathers, including fathers who live apart from their children on a permanent or intermittent basis.
- NICHD supports several studies involving fathers of children with mental retardation or developmental disabilities. Researchers are trying to answer a variety of questions, ranging from fathers' perceptions of mental retardation, including its causes and treatments, to how fathers can enhance the social development of their disabled children. In addition, researchers are evaluating the effects that living with a developmentally disabled child has on the fathers' psychological well being.
- ACF supports an analysis of longitudinal data from a home-visiting program to understand how home-visitation programs affect fathers' later involvement in the family.
- The National Institute on Alcohol Abuse and Alcoholism (NIAAA) funds numerous studies on the role of family in the development and prevention of alcohol disorders among children and adolescents. For example, NIAAA researchers are examining the association between severity of alcohol dependence and psychopathology in female offspring of alcoholic fathers. An estimated 22 million U.S. adults are children of alcoholics, and previous epidemiologic research has focused on the males among this group. The resulting data will help in the development of preventive measures.
- The National Institute on Drug Abuse supports research on the effects of paternal substance use on children's substance use and on the effectiveness of family-focused drug abuse treatment programs

Other research and evaluation reports already completed by HHS are available on the above-mentioned web site.

## **CREATING A MORE FAMILY-FRIENDLY WORKPLACE**

To help our employees balance the demands of the workplace with the needs of the family, HHS launched the Quality of Work Life Initiative in December 1996 and established the Work/Life Center in January 1998. A survey completed by HHS employees on the availability and use of family-friendly work force policies, including flexible work schedules and sites, the Family and Medical Leave Act and other leave programs, and job-sharing, is being used to improve employees' knowledge of, and access to, these Department-wide programs and to make appropriate adjustments where indicated. For example, the Work/Life Center has added father-oriented programs (e.g., "Tools for Dads") to its employee education series. In November 1998, the HHS Union-Management Partnership Council and the Work/Life Center sponsored the first annual Secretary's Conference on Family Friendly Work Practices, entitled "The Challenge of the Flexible Workplace: Meeting Individual and Organizational Needs." The conference included a

presentation on fathers and flexible work practices by James Levine, Ed.D. of the Families and Work Institute in New York. Conference participants made specific recommendations for further implementation of family friendly work practices at HHS.

###

The HHS Fatherhood Initiative Web site is <http://aspe.os.dhhs.gov/fathers/fhoodini.htm>.

Note: All HHS fact sheets are available on the World Wide Web at <http://www.hhs.gov>.

## THE WHITE HOUSE

### Office of the Vice President

---

**For Immediate Release**  
**DRAFT 6/15 9:00pm**

**Contact:**  
**(202) 456-7035**

#### **VICE PRESIDENT GORE ANNOUNCES NEW PATERNITY ESTABLISHMENT NUMBERS SHOWING GROWTH IN RESPONSIBLE FATHERHOOD**

Xx -- Today, Vice President Gore released new data showing that the number of fathers taking responsibility for their children by establishing paternity has tripled since 1992. Nearly 1.5 million men acknowledged paternity in 1998, an increase of 12 percent in one year alone and three times the 1992 figure of 516,000. Acknowledging paternity is an important first step to increasing fathers' involvement in their children's lives and is essential to ensuring children receive child support they need. The Vice President made the announcement today at the eighth annual Family Reunion Conference, which five years ago focussed on the role of men in children's lives.

"One of the most important things we can do to help our children and strengthen our communities is to help fathers become more involved in their children's lives – not just on Father's Day but every day," the Vice President said. "These new figures show more and more fathers are embracing responsible fatherhood, and I applaud each and every one of them for doing so."

Vice President Gore has long worked to strengthen the role of fathers in their children's lives. He began meeting with fatherhood groups around the country in 1993, and in 1994 he and Tipper Gore focused the third annual Family Reunion conference on the Role of Men in Children's Lives. Since then, Vice President Gore has challenged men to become actively involved in their children's lives and to provide emotional as well as financial support. Realizing that much of the important work around fatherhood has to be done at the community level, following the 1994 Family Conference he launched Father to Father, a grass roots effort to enhance existing community initiatives by creating networks for men to support responsible fatherhood. The Vice President has also called on federal agencies to incorporate fathers into their programs, research and family-friendly workplace policies and last year presented the Hammer award to the Federal Interagency Forum for Child and Family Statistics, launched in 1997, whose report found children growing up without a father are more likely to do poorly in school, to take drugs, and to have a hard time getting and keeping a job.

A critical next step in promoting responsible fatherhood, the Vice President said, is to reauthorize the Department of Labor's Welfare-to-Work program which will help low income fathers in every state raise their employment and earnings, increase their child support, and become more involved with their children. Ensuring fathers work and pay child support so their children don't stay on welfare is an essential part of welfare reform.

The dramatic increase in paternity establishment announced by the Vice President today is due in large part to the success of an Administration proposal enacted into law as part of the 1993 budget, which requires hospitals to provide new parents with the opportunity to establish paternity on site. In 1998, 40 percent, or 614,000, of all paternities were established through in-hospital paternity programs. The figures released today follow earlier data which show that child support collections have increased by 80 percent during this Administration, to a record \$14.4 billion in 1998, and that the out-of-wedlock birth rate has declined by six percent from its peak in 1994.

###

**THE WHITE HOUSE**

**Office of the Vice President**

**For Immediate Release**

**Add date**

**Contact:**

**(202) 456-7035**

**VICE PRESIDENT GORE ANNOUNCES NEW PATERNITY ESTABLISHMENT  
NUMBERS SHOWING GROWTH IN RESPONSIBLE FATHERHOOD**

Xx -- Today, Vice President Gore released new data showing that the number of fathers taking responsibility for their children by establishing paternity has tripled since 1992. Nearly 1.5 million paternities were established in 1998, an increase of 12 percent in one year alone and triple the 516,000 established in 1992. Paternity establishment is a critical first step in fathers taking responsibility and being involved in their children's lives and is essential to enable children to obtain child support and certain benefits such as employer-sponsored health insurance (?). While fathers should be part of their children's lives every day, Fathers Day gives us a special opportunity to focus on the critical role fathers play in the growth and development of their children.

The dramatic increase in paternity establishment is due in large part to the success of an Administration proposal enacted into law as part of the 1993 budget, which requires hospitals to provide new parents with the opportunity to establish paternity. The enormous increase demonstrates that many parents, when provided the information they need, will do the right thing and take responsibility for the child they brought into the world. In 1998, 40 percent, or 614,000, of all paternities were established through in hospital paternity programs. The Vice President commends these fathers and challenges others to follow their example. Establishing paternity in this way shows that parents can and must work together for the best interests of their child, even if a child is born outside of marriage. However, parental involvement should not stop after this 'magic moment' of child birth -- children need their parents (both mothers and fathers) to play an active role in their lives.

While there are still too many children born without the benefit of two married parents [?], there is encouraging news that more and more parents are taking responsibility for their actions. As the Vice President announced on April 30<sup>th</sup>, the out-of-wedlock birth rate has been declining at a record pace -- by six percent from its peak in 1994. For the first time ever [ data since 1978], the number of paternities established in a year surpasses the number of births to unwed parents. This is good news for children and for our communities.

To help even more fathers who want to do the right thing, the Vice President also called on Congress to reauthorize the Welfare-to-Work program which will help low income fathers in every state raise their employment and earnings, increase their child support, and get more involved with their children. We're pleased that the Administration's proposal is reflected in a bill introduced by Congressman Cardin (??)

The Vice President commends the hard work of the nation's child support community and health care community for working to make voluntary paternity establishment such a success – without their day-to-day dedication, we would not see the tremendous results that have been achieved so quickly.

Vice President Gore has long recognized and worked to strengthen the role of fathers in their children's lives. He began meeting with fatherhood groups around the country in 1993 and in 1994, he and Tipper Gore focused the third annual family policy conference on the Role of Men in Children's Lives. Since then, Vice President Gore has challenged men to become actively involved in their children's lives and to provide emotional as well as financial support. Realizing that much of the important work around fatherhood has to be done at the community level, following the Family Conference he launched Father to Father, a grass roots effort to enhance existing community initiatives by creating networks for men to assist one another in the tasks of fatherhood. (?) the fHe and the President have also called on federal agencies to incorporate fathers into their programs, research and family-friendly workplace policies. In 1997, the Administration established the Federal Interagency Forum for Child and Family statistics to help expand our knowledge of the role of fathers. The first report of that group, released by the Vice President last June when he recognized the work of that Forum with a Hammer award, confirms earlier findings that children growing up without a father are more likely to do poorly in school, to do drugs, and to have a hard time getting and keeping a job.

Strengthening parental responsibility through improved child support collection has been a high priority of the Clinton/Gore Administration. Collections have gone up by 80 percent since 1992; in addition, the number of families that are actually receiving child support has also increased by 48 percent since 1992.

Quotes from 6/15/99 VP speech to NFI that could be worked in:

“We know, of course, that children's most powerful moral teachers are their mothers and fathers. But fathers, often because of their absence, make far too little positive use of that power. That is why I am convinced ... that the single most promising approach for improving our society, out world, and our lives in the next century is doing whatever we can to help men become better fathers.”

###

*CC: Eric  
Cynthia*

# FAX

Date 6-1-99

Number of pages including cover sheet 2

TO: *Andrea Kone*

FROM: Paul K. Legler  
Assistant Commissioner  
Federal Office of Child  
Support Enforcement

Phone  
Fax Phone 456-7431

Phone 202-401-5373  
Fax Phone 202-260-4668

CC:

REMARKS:  Urgent  For your review  Reply ASAP  Please Comment

**Faternities Established and Acknowledged for FY 1997 & 1998\***
*Not for Distribution*

States	1997		1998		1997 Totals	1998 Totals	Percent Change
	Paternity	In-Hospital	Paternity	In-Hospital			
Alabama	6,558	5,538	5,418	4,577	12,096	9,995	-17%
Alaska	1,025	2,203	1,806	2,170	3,228	3,976	23%
Arizona	10,454	12,896	14,544	15,615	23,350	30,159	29%
Arkansas	7,122	5,314	13,709	6,865	12,436	20,574	65%
California	200,272	85,861	210,340	126,922	286,133	337,262	18%
Colorado	5,294	7,439	5,065	8,310	12,733	13,375	5%
Connecticut	8,333	2,256	7,082	6,240	10,589	13,322	26%
Delaware	3,085	3,043	2,946	1,531	6,128	4,477	-27%
District	1,760	4,040	2,364	1,101	5,800	3,465	-40%
Florida	20,535	9,110	40,908	18,852	29,645	59,760	102%
Georgia	6,923	7,011	9,970	27,114	13,934	37,084	166%
Guam	461	0	526	0	461	526	14%
Hawaii	1,761	0	1,671	0	1,761	1,671	-5%
Idaho	1,942	1,453	2,910	1,547	3,395	4,457	31%
Illinois	47,516	29,220	50,456	31,549	76,736	82,005	7%
Indiana	19,857	0	2,260	0	19,857	2,260	-89%
Iowa	1,881	4,643	614	3,283	6,524	3,897	-40%
Kansas	9,218	5,979	10,404	6,243	15,197	16,647	10%
Kentucky	9,747	3,244	9,345	2,074	12,991	11,419	-12%
Louisiana	12,560	17,021	22,391	2,901	29,581	25,292	-14%
Maine	2,274	0	2,243	0	2,274	2,243	-1%
Maryland	12,716	9,993	38,392	14,610	22,709	53,002	133%
Massachusetts	10,145	20,941	10,047	14,855	31,086	24,902	-20%
Michigan	17,656	20,751	13,443	22,437	38,407	35,880	-7%
Minnesota	8,801	9,488	4,510	9,910	18,289	14,420	-21%
Mississippi	14,560	5,719	13,218	7,841	20,279	21,059	4%
Missouri	19,731	9,825	23,970	17,993	29,556	41,963	42%
Montana	1,404	863	1,187	1,017	2,267	2,204	-3%
Nebraska	4,031	3,401	3,536	3,530	7,432	7,066	-5%
Nevada	1,832	0	2,293	2,205	1,832	4,498	146%
New Hampshire	580	2,557	920	2,363	3,137	3,283	5%
New Jersey	12,574	20,153	11,273	21,416	32,727	32,689	0%
New Mexico	2,774	0	9,563	0	2,774	9,563	245%
New York	49,694	42,745	39,102	49,732	92,439	88,834	-4%
North Carolina	24,777	17,668	30,592	18,839	42,445	49,431	16%
North Dakota	1,337	0	1,699	0	1,337	1,699	27%
Ohio	38,239	0	37,814	7,803	38,239	45,617	19%
Oklahoma	6,295	0	7,124	0	6,295	7,124	13%
Oregon	5,244	8,013	3,674	5,916	13,257	9,590	-28%
Pennsylvania	80,822	3,038	30,555	16,526	83,860	47,081	-44%
Puerto Rico	21	21,947	33	26,909	21,968	26,942	23%
Rhode Island	4,518	0	3,585	0	4,518	3,585	-21%
South Carolina	13,378	0	13,941	0	13,378	13,941	4%
South Dakota	798	1,930	725	1,555	2,728	2,280	-16%
Tennessee	10,057	12,494	6,785	14,526	22,551	21,311	-5%
Texas	44,628	37,769	71,571	56,802	82,397	128,373	56%
Utah	2,918	4,507	1,985	3,940	7,425	5,925	-20%
Vermont	747	139	978	0	886	978	10%
Virginia	120	0	31	0	120	31	-74%
Virgin Islands	11,570	10,257	11,793	11,251	21,827	23,044	6%
Washington	12,667	11,221	13,726	11,406	23,888	25,132	5%
West Virginia	6,521	5,096	5,577	3,805	11,617	9,382	-19%
Wisconsin	13,776	0	13,361	0	13,776	13,361	-3%
Wyoming	627	0	906	0	627	906	44%
<b>Nationwide Totals</b>	<b>814,136</b>	<b>486,786</b>	<b>844,881</b>	<b>614,081</b>	<b>1,300,922</b>	<b>1,458,962</b>	<b>12%</b>

\* - Not all States reported the number of paternities acknowledged.



Cynthia A. Rice

06/01/99 09:39:53 AM

---

Record Type: Non-Record

To: Andrea Kane/OPD/EOP  
cc: J. Eric Gould/OPD/EOP  
Subject: paternity numbers

I took a quick look at the tables you gave me, Andrea. A few things you've probably already asked for:

(1) we'll need charts comparing 1992 to 1998 showing ## and percent increase (for state by state paternity and collections both I guess).

(2) What does it mean when states don't report in-hospital paternities? They all have to have programs, right, but is reporting the numbers voluntary? (Can we change that?). So does it mean that SC has no in-hospital paternities or that it had 13,941 total paternities but can't tell us how many are in-hospital versus others?

If HHS can't get more complete data, we may want to have them remove the in-hospital from the state-by-state table, and just use the nationwide data in our fact sheet (e.g., in-hospital increased from X to 614,081 from 1992 to 1998). Alternatively, for those states HHS could put "--" under all columns except "total".

CL: CR  
EB

# FAX

Date 5-28-99

Number of pages including cover sheet 3

TO: Andrea Kane

FROM: Paul K. Legler  
Assistant Commissioner  
Federal Office of Child  
Support Enforcement

Phone  
Fax Phone 456-7431

Phone 202-401-5373  
Fax Phone 202-260-4668

CC:

REMARKS:  Urgent  For your review  Reply ASAP  Please Comment

[Empty remarks box]

## Preliminary 1998 Paternities Established and Acknowledged

	IN-hospital	paternity	Total
AL	4,577	5,418	9,995
AK	2,170	1,806	3,976
AZ	15,615	14,544	30,159
AR	6,865	13,709	20,574
CA	126,922	210,340	337,262
CO	8,310	5,065	13,375
CT	6,240	7,082	13,322
DE	1,531	2,946	4,477
DC	1,101	2,364	3,465
FL	18,852	40,908	59,760
GA	27,114	9,970	37,084
GU	-	526	526
HA	-	1,671	1,671
ID	1,547	2,910	4,457
IL	31,549	50,456	82,005
IN	-	2,260	2,260
IO	3,283	614	3,897
KS	6,243	10,404	16,647
KY	2,074	9,345	11,419
LA	2,901	22,391	25,292
ME	-	2,243	2,243
MD	14,610	38,392	53,002
MA	14,855	10,047	24,902
MI	22,437	13,443	35,880
MN	9,910	4,510	14,420
MS	7,841	13,218	21,059
MO	17,993	23,970	41,963
MT	1,017	1,187	2,204
NE	3,530	3,536	7,066
NV	2,205	2,293	4,498
NH	2,363	920	3,283
NJ	21,416	11,273	32,689
NM	-	9,563	9,563
NY	49,732	39,102	88,834
NC	18,839	30,592	49,431
ND	-	1,699	1,699
OH	7,803	37,814	45,617
OK	-	7,124	7,124
OR	5,916	3,674	9,590
PA	16,526	30,555	47,081
PR	26,909	33	26,942
RI	-	3,585	3,585
SC	-	13,941	13,941
SD	1,555	725	2,280
TN	14,526	6,785	21,311
TX	56,802	71,571	128,373
UT	3,940	1,985	5,925
VT	-	978	978
VI	-	31	31
VA	11,251	11,793	23,044
WA	11,406	13,726	25,132
WV	3,805	5,577	9,382
WI	-	13,361	13,361
WY	-	906	906
TOTAL	614,081	844,881	1,458,962

5/19/99

Note: In-hospital acknowledgements were voluntarily reported by some States.

**PRELIMINARY**  
Office of Child Support Enforcement  
**Financial Program Status, FY 1998**

States	IV-D COLLECTIONS		
	TOTAL	TANF/FC	NON-TANF
ALABAMA	\$172,407,203	\$ 15,486,257	\$156,920,946
ALASKA	64,262,422	17,690,635	46,571,787
ARIZONA	144,347,745	20,631,588	123,716,157
ARKANSAS	99,373,428	14,759,855	84,613,573
CALIFORNIA	1,372,354,157	611,023,488	761,330,669
COLORADO	140,311,116	29,957,797	110,353,319
CONNECTICUT	154,373,662	56,903,538	97,470,124
DELAWARE	42,005,824	7,594,950	34,410,874
DISTRICT OF COLUMBIA	32,715,624	4,689,310	28,026,314
FLORIDA	507,112,518	61,624,671	445,487,847
GEORGIA	300,772,452	58,404,611	242,367,841
GUAM	7,251,380	1,465,044	5,786,336
HAWAII	62,314,371	11,577,740	50,736,631
IDAHO	53,778,625	7,873,702	45,904,923
ILLINOIS	300,239,940	80,565,587	219,674,353
INDIANA	227,203,313	38,070,056	189,133,257
IOWA	185,098,729	42,357,762	142,740,967
KANSAS	122,229,999	24,763,992	97,466,007
KENTUCKY	185,549,683	37,785,747	147,763,936
LOUISIANA	170,555,482	21,552,936	149,002,546
MAINE	73,782,781	30,408,557	43,374,224
MARYLAND	357,094,944	31,480,290	325,614,654
MASSACHUSETTS	274,662,473	58,241,894	216,420,579
MICHIGAN	1,151,824,001	150,356,782	1,001,467,219
MINNESOTA	394,670,957	56,176,935	338,494,022
MISSISSIPPI	112,224,456	16,926,840	95,297,616
MISSOURI	286,734,739	58,139,912	228,594,827
MONTANA	36,921,587	7,212,886	29,708,701
NEBRASKA	117,127,490	12,893,075	104,234,415
NEVADA	69,133,221	7,507,939	61,625,282
NEW HAMPSHIRE	60,975,803	8,994,605	51,981,198
NEW JERSEY	581,901,606	77,519,674	504,381,932
NEW MEXICO	37,310,412	9,381,495	27,928,917
NEW YORK	834,476,910	187,613,358	646,863,552
NORTH CAROLINA	311,684,239	51,171,022	260,513,217
NORTH DAKOTA	36,064,761	4,744,083	31,320,678
OHIO	1,151,228,761	102,348,309	1,048,880,452
OKLAHOMA	86,664,599	22,482,608	64,181,991
OREGON	209,181,643	25,003,102	184,178,541
PENNSYLVANIA	1,042,987,090	117,670,354	925,316,736
PUERTO RICO	145,131,794	2,323,558	142,808,236
RHODE ISLAND	41,902,316	19,131,070	22,771,246
SOUTH CAROLINA	153,915,622	20,071,757	133,843,865
SOUTH DAKOTA	34,488,847	5,294,107	29,194,740
TENNESSEE	188,406,296	34,186,587	154,219,709
TEXAS	685,028,480	121,982,308	563,046,172
UTAH	97,013,689	21,261,676	75,752,013
VERMONT	31,712,200	8,554,864	23,157,336
VIRGIN ISLANDS	6,122,511	573,439	5,549,072
VIRGINIA	276,875,539	43,326,488	233,549,051
WASHINGTON	474,432,883	102,533,074	371,899,809
WEST VIRGINIA	109,384,212	13,213,448	96,170,764
WISCONSIN	499,272,091	53,597,331	445,674,760
WYOMING	33,110,055	2,826,930	30,283,125
<b>NATIONWIDE TOTALS</b>	<b>\$14,347,708,681</b>	<b>\$2,649,929,623</b>	<b>\$11,697,777,058</b>

SOURCE: OCSE-34A

NOTE: Data for fiscal year 1998 are preliminary.

Andrea Kane

05/03/99 09:46:14  
AM

Record Type: Record

To: Cynthia A. Rice/OPD/EOP, J. Eric Gould/OPD/EOP

cc:

Subject: Paternity numbers

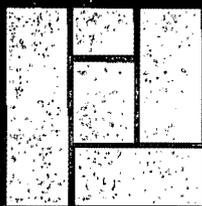
When I asked about possible announcements related to Fathers Day on our Fathers call on Friday, Paul Legler mentioned that OCSE might have 1998 paternity establishment numbers. They are still refining data from a few states, but expect the number to be about 1.4 million (up about 8% from 1.3 million in 1997). He mentioned that this could tie in nicely with the recent out of wedlock birth data (that showed 1.25 M in 1997), to make the point that we are establishing more paternities each year than there are out-of-wedlock births (in other words, the net number of children without paternity established is shrinking) -- though as I remember, we thought this was kind of a strange comparison.

So far, this is the only promising fathers-related announcement for June.

*Draft  
- not used*

**Welfare -- Child Support Enforcement:** The Urban Institute issued a report showing that while the rate of single-mother families receiving child support is only slightly higher than it was 20 years ago, considerable progress has been made for certain subgroups of single mothers. Never-married mothers experienced a 14 percent increase between 1976 and 1997, while previously married mothers experienced a 6 percent increase. In 1976 only 17 percent of mothers receiving child support had never married; in 1997 that fraction had increased to 46 percent. Thus, despite significant progress in child support receipt by both never-married and previously married mothers, the change in the overall marital status composition of single mothers masks some of the gains in child support receipt. The report estimates that 56 percent of the rise in child support receipt rates for never-married mothers and 33 percent of the rise for previously married mothers can be attributed to enforcement measures and the overall expansion of the child support program. The report further found that voluntary in-hospital paternity establishment programs, enacted as part of the Omnibus Budget Reconciliation Act of 1993, significantly increased the child support receipt rate of never-married mothers.

*H- 5-11-99 10:00*



Weekly

CC: Enc  
Apr 1999

# Child Support Enforcement Is Working Better Than We Think

Elaine Sorensen and Ariel Halpern

The federal and state governments have devoted considerable resources to strengthening child support enforcement over the last two decades, but the proportion of single mothers who receive child support has remained largely unchanged. In 1997, 31 percent of single-mother families received child support, a figure that is only slightly higher than it was 20 years earlier (see figure 1). Although this trend appears impervious to government efforts to increase child support, in fact, considerable progress has been made for certain subgroups of single mothers. This progress is masked by a shift in the marital status composition of single mothers, away from divorced and separated mothers toward never-married mothers, with the latter having a much lower rate of child support receipt than the former.

Improvements in child support receipt rates for some subgroups of single mothers result, in part, from strengthened child support enforcement policies enacted since the 1970s. The child support provisions under the most recent round of welfare reform will likely perpetuate the upward trend in child support receipt rates for many single mothers. To the extent that fathers have the ability to pay child support, continued investment in the child support enforcement program will mean that even more single mothers will be able to count on child support in the future.

## Some Single Moms Have Experienced Dramatic Gains in Receipt of Child Support

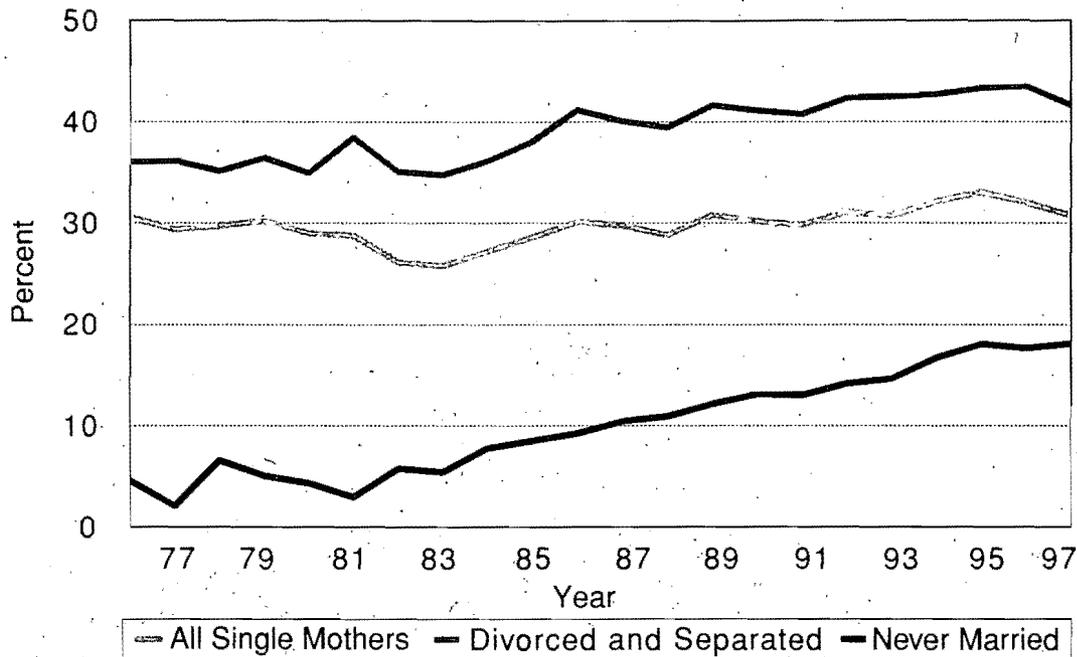
Once we divide single mothers by their marital status, figure 1 shows that never-married mothers saw dramatic improvement in their child support receipt rate over the last two decades. Previously married mothers also experienced gains, though of a smaller magnitude. Never-married mothers experienced a fourfold increase in their child support receipt rate between 1976 and 1997, from 4 percent to 18 percent. Previously married mothers experienced a smaller increase, climbing from 36 percent to 42 percent.

*Never-married mothers experienced a fourfold increase in their child support receipt rate between 1976 and 1997.*

## Increase in Number of Never-Married Moms Skews the Results

The overall fraction of single mothers receiving child support remained largely unchanged during this period because the marital status composition of single-mother families changed dramatically. Figure 2 shows that, in 1976, 83 percent of single moms were divorced or separated (i.e., previously married); only 17 percent had never married. By 1997, the fraction of single moms who were divorced or separated had fallen to 54 percent. In other words, nearly half of single mothers are now in the never-married category.

**Figure 1**  
**Percent of Single Mothers**  
**Receiving Child Support, by Marital Status**



Source: March Current Population Surveys 1977-98.

Figure 1 shows that never-married mothers are much less likely to receive child support than are previously married mothers. Thus, despite significant progress in child support receipt by both never-married and previously married mothers, the dramatic change in the overall marital status composition of single mothers masks any gains in child support receipt.

### How Has Child Support Enforcement Changed?

Traditionally, the states' court systems have been responsible for establishing child support orders, determining their amount, and enforcing them. Since 1975, however, the federal and state governments have taken a more active role in child support enforcement, because of their fiscal responsibility for providing a safety net to poor children.

#### *Shift to More Aggressive Strategies*

By the mid-1970s, it became clear to Congress that father absence was a

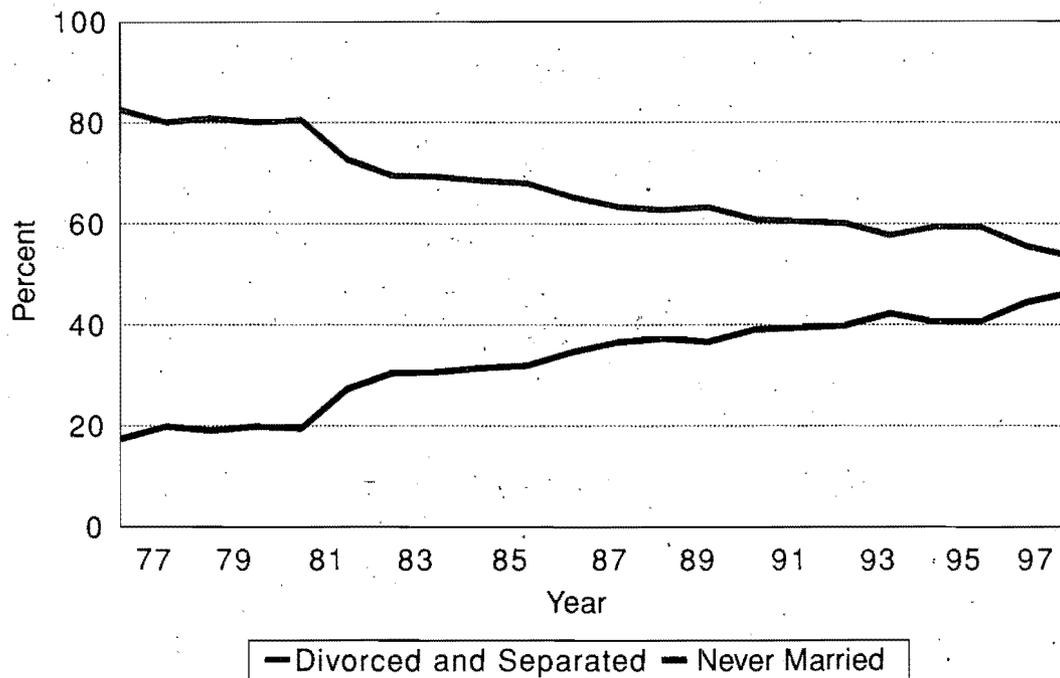
major factor contributing to welfare costs and child poverty. Hence, Congress enacted Title IV-D of the Social Security Act in 1975, establishing an open-ended entitlement to child support enforcement services to all families receiving Aid to Families with Dependent Children (AFDC), as well as to any family requesting such services. This legislation created a federal/state partnership to enforce child support that remains largely unchanged to the present. Congress established the federal Office of Child Support Enforcement (OCSE) to oversee state child support enforcement programs but left the basic responsibility for administering the programs to the states. Every state was required to establish a child support enforcement (IV-D) agency, and the federal government agreed to reimburse 75 percent (later reduced to 66 percent) of the administrative costs of running these programs.

Since 1975, Congress has enacted major reforms of federal child support enforcement policies. Many of these reforms were first developed by state governments and found to be particular-

ly effective enforcement tools. Once enforcement tools prove effective in specific states, the federal government will often require that all states adopt them. Figure 3 shows the year in which states adopted five such child support enforcement policies, all of which were subsequently mandated by the federal government. The sixth enforcement tool described in figure 3—the \$50 pass-through—has had a different history. First mandated by the federal government in 1984 without prior state experimentation, it then became a state option in 1996. Today we see considerable state variation in implementation of the pass-through policy.

The first challenge facing the federal/state partnership was to develop an efficient and effective system of collecting past-due child support from noncustodial parents who were behind in their child support payments. As a result, states began developing a series of enforcement tools to expedite these claims as well as to ensure their payment. One such enforcement tool—state tax intercept programs—was tried by many states.

**Figure 2**  
**Marital Status Composition of Single Mothers**



Source: March Current Population Surveys 1977-98.

which established mechanisms to intercept state tax refunds from noncustodial parents who owe back child support. This reform, along with others, was codified into federal law as part of the 1984 Child Support Enforcement Amendments.

Another enforcement tool—wage withholding—was originally applied only to delinquent obligors. Once noncustodial parents fell behind in their child support payments, states required judges to impose wage withholding. By the late 1980s, however, many states began to implement this mandate even before obligors became delinquent. Based on this experience, Congress enacted “immediate” wage withholding as part of the Family Support Act of 1988, which became effective in January 1994 for all new child support orders. Figure 3 indicates when states first adopted this policy.

States also began to address the lack of horizontal equity in the amounts of child support awards set by judges. Until the adoption of state child support guidelines, judges determined the amount of each award on a case-by-

case basis, with no underlying formula to ensure consistency across families: States began to adopt child support guidelines in the 1970s, through either legislation, court rule, or administrative action. In 1984, the federal government required states to adopt advisory guidelines for judges’ deliberations. In 1988, as part of the Family Support Act, Congress took the additional step of requiring states to make their child support guidelines binding on judges, or presumptive, unless a written finding was issued. States’ adoption of presumptive guidelines is shown in figure 3.

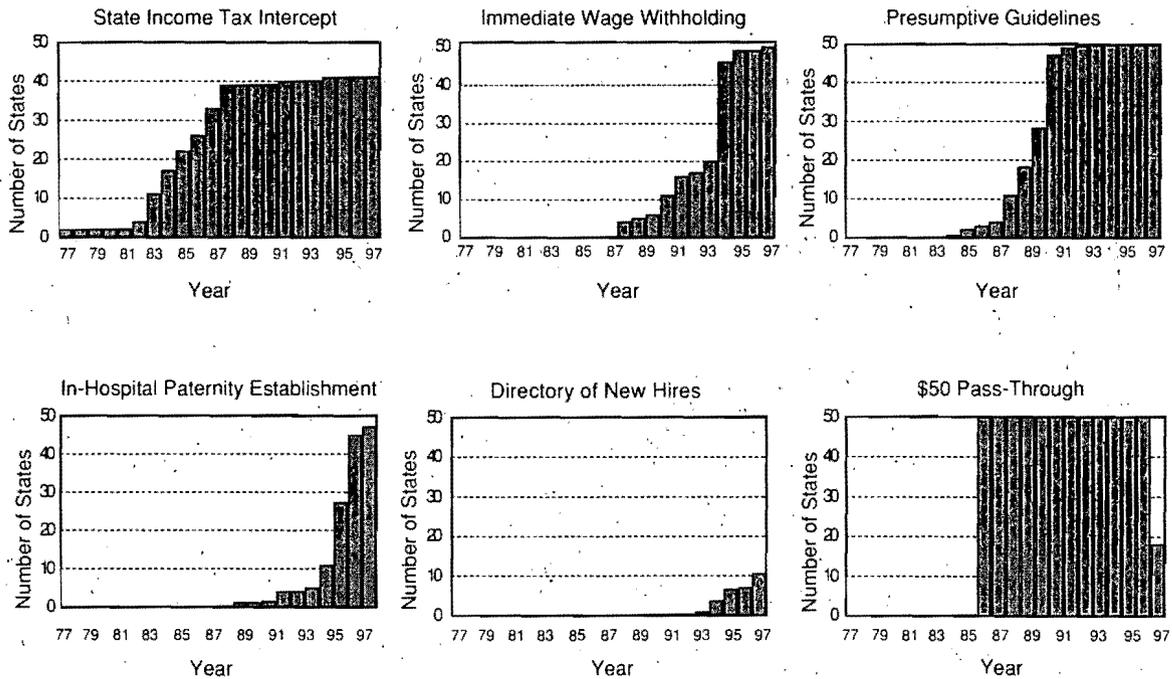
It was not until 1993 that Congress turned its attention to voluntary paternity establishment. Prior to that, although Congress had tried to make evasion of paternity more difficult for noncustodial fathers, it had not established a federal mandate that would allow noncustodial fathers to *voluntarily* acknowledge paternity. In response to successful in-hospital paternity programs in several states, Congress required all states to establish in-hospital paternity programs as part of the Omnibus Budget Reconciliation

Act of 1993. As shown in figure 3, only five states had in-hospital paternity programs in 1993, the year Congress mandated them.

The latest federal effort to reform welfare, the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996, continued the transformation of the child support enforcement system by increasing its access to information and maintaining its effort to automate caseload processing. The legislation mandated that states require employers to report all new hires within 20 days to child support enforcement authorities. This new requirement is expected to reduce the delay in establishing immediate wage withholding.

PRWORA also eliminated the federal requirement that states pass through the first \$50 of child support paid to welfare families. Following enactment of the child support enforcement program, any child support paid on behalf of a family receiving welfare (i.e., AFDC, replaced by Temporary Assistance for Needy Families [TANF]) was retained by the

**Figure 3**  
Trends in Child Support Policies



Source: Authors' review of state statutes, supplemented when necessary by information from legal and policy staff at state child support enforcement offices.

government to compensate it for the cost of providing aid to the family. After 1984, however, the federal government required states to pass through to the family the first \$50 of child support received each month and disregard that amount in the determination of welfare benefits. This policy was meant to give the family an incentive to cooperate with the child support enforcement program. Under PRWORA, states are no longer required to pass through the first \$50 of child support to welfare families. Figure 3 shows that 32 states have ceased providing a \$50 pass-through.<sup>2</sup>

#### *Expanded Focus beyond AFDC Mothers*

Another policy shift over the last two decades has been to broaden the reach of the child support enforcement program beyond the AFDC population. Fiscal year (FY) 1997 is the first year in which there were more non-AFDC cases (52 percent) than AFDC cases in the IV-D program. In contrast, 20 years earlier, only 15 percent of the IV-D

caseload consisted of non-AFDC cases. Since 1975, AFDC (and now TANF) recipients have had to assign their rights to child support to the government and cooperate with the IV-D program as a condition of receiving aid. Thus, all welfare families eligible for child support services are IV-D clients. Non-AFDC families, on the other hand, are eligible for services only if they request them. During the initial years of the IV-D program, essentially the entire focus of services was toward AFDC families. Federal matching funds were not available on a permanent basis to serve non-AFDC families until 1980. Incentive funding, which was available for AFDC collections, was not extended to non-AFDC collections until 1984. As Congress boosted the investment of federal dollars to serve non-AFDC families, states increased their efforts to serve this population.

#### *More Spending on Child Support Enforcement*

As the child support enforcement program has grown in size and respon-

sibilities, its expenditures have also grown. In FY 1997, the federal and state governments spent \$3.4 billion on the child support enforcement program, whereas in FY 1976, they spent only \$390 million (expressed in 1997 dollars). Caseloads have also grown during this period, increasing from 4.2 million in FY 1978 (the first year caseload data were reported) to 18.7 million in FY 1997. Thus, real expenditures per case have doubled during this period, from \$93 per case in FY 1978 to \$182 per case in FY 1997.

### **How Much of the Rise in Child Support Receipt Can Be Attributed to Expansion of the Child Support Enforcement Program?**

We estimate that 56 percent of the rise in child support receipt rates for never-married mothers and 33 percent of the rise in child support receipt rates for previously married mothers can be

**Table 1**  
**Impact of Child Support Policies on the**  
**Receipt of Child Support among Single Mothers**

	Never-Married Mothers	Previously Married Mothers
Percent of Gain in Child Support Receipt Attributable to Child Support Policies	56%	33%
Impact of Specific Policies		
Tax Intercept Programs	**	**
Wage Withholding		**
Child Support Guidelines	**	**
In-Hospital Paternity Establishment	**	
New-Hire Directories		
\$50 Pass-Through	**	

\*\* Indicates that change in child support receipt rate associated with this policy is statistically significant at the 90 percent level.

attributed to the six enforcement tools described in this analysis, as well as to the overall expansion of the child support enforcement program (see table 1). In other words, if these policies had not been enacted, we estimate that the never-married mothers' child support receipt rate would have increased by 6 rather than 14 percentage points and that the previously married mothers' child support receipt rate would have increased by only 4 instead of 6 percentage points.

With regard to specific child support enforcement policies, we find that the tax intercept program and presumptive child support guidelines significantly increased the likelihood of receiving child support for never-married and previously married mothers. In contrast, the voluntary in-hospital paternity establishment program significantly increased the child support receipt rate of never-married mothers but did not have a comparable result for previously married mothers. On the other hand, immediate wage withholding had a significantly positive impact on previously married mothers' child support receipt rate but not on that of never-married mothers.

More recent enforcement techniques, such as new-hire directories,

which were included in the latest round of welfare reform, have not yet had an impact on single mothers' child support receipt. Most states had not adopted these provisions by 1997, when our data end. In contrast, numerous states eliminated the \$50 pass-through in 1997, which actually reduced the amount of child support received by never-married mothers.

### Looking Forward

As welfare reform has taken hold across the country, single mothers' reliance on private sources of income, including child support, has grown and will continue to do so. The child support enforcement program, with its expanded enforcement tools, has contributed to this trend, but shifts in the marital status composition of single mothers have masked resultant gains. Improving the efficiency and effectiveness of the child support enforcement program will result in greater numbers of single-mother families being able to count on child support, thereby moving more of America's poor families toward self-sufficiency. Without these continued improvements, child support will remain a dream for many poor children.

*This brief summarizes a paper titled Single Mothers and Their Child Support Receipt: How Well Is Child Support Enforcement Doing? by Elaine Sorensen and Ariel Halpern.*

### Notes

1. This study examines *all* single mothers (except widows), on the assumption that single mothers have children with a father living elsewhere and therefore are eligible for child support. Thus, this study is *not* limited to those who are legally owed child support, which is commonly done when examining administrative data on child support. Moreover, married mothers who have children with a father living elsewhere are not included in this analysis because our data cannot identify this subgroup.

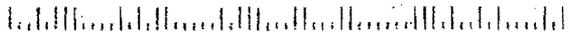
2. Under PRWORA, states are allowed to increase or decrease the \$50 pass-through. While most states had eliminated it as of December 1997, when our data end, several states, including Connecticut, Nevada, and Wisconsin, had increased the pass-through.


**THE URBAN INSTITUTE**

 2100 M Street, N.W.  
 Washington, D.C. 20037

 Nonprofit Org.  
 U.S. Postage  
**PAID**  
 Permit No. 8098  
 Washington, D.C.

*Address Service Requested*

 \*\*AUTO\*\*\*\*\*3-DIGIT 202  
 ANDREA KANE \*\*7051  
 ASSOCIATE DIRECTOR FOR  
 WHITE HOUSE DOMESTIC POLICY  
 QEOB 212  
 17TH & PENNSYLVANIA AVENUE, NW  
 WASHINGTON DC 20502-0001

 Telephone: (202) 833-7200 ■ Fax: (202) 429-0687 ■ E-Mail: [paffairs@ui.urban.org](mailto:paffairs@ui.urban.org) ■ Web Site: <http://www.urban.org>
**About the Authors**

Elaine Sorensen is a principal research associate and Ariel Halpern is a research assistant in the Urban Institute's Income and Benefits Policy Center.

*This series is a product of Assessing the New Federalism, a multi-year project to monitor and assess the devolution of social programs from the federal to the state and local levels. Alan Weil is the project director. The project analyzes changes in income support, social services, and health programs and their effects. In collaboration with Child Trends, the project studies child and family well-being.*

*The project has received funding from The Annie E. Casey Foundation, the W.K. Kellogg Foundation, The Robert Wood Johnson Foundation, The Henry J. Kaiser Family Foundation, The Ford Foundation, The John D. and Catherine T. MacArthur Foundation, the Charles Stewart Mott Foundation, The David and Lucile Packard Foundation, The Commonwealth Fund, the Stuart Foundation, the Weingart Foundation, The McKnight Foundation, The Fund for New Jersey, and The Rockefeller Foundation. Additional funding is provided by the Joyce Foundation and The Lynde and Harry Bradley Foundation through a subcontract with the University of Wisconsin at Madison.*

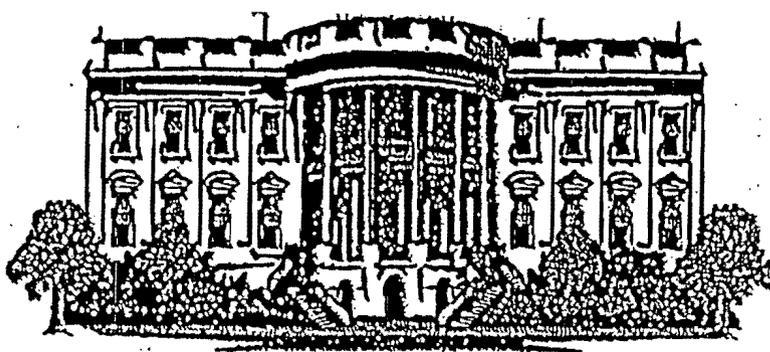
*This series is dedicated to the memory of Steven D. Gold, who was codirector of Assessing the New Federalism until his death in August 1996.*

**Publisher:** The Urban Institute, 2100 M Street, N.W., Washington, D.C. 20037

Copyright © 1999

The views expressed are those of the authors and do not necessarily reflect those of the Urban Institute, its board, its sponsors, or other authors in the series.

Permission is granted for reproduction of this document, with attribution to the Urban Institute. For extra copies call 202-261-5687, or visit the Urban Institute's Web site (<http://www.urban.org>) and click on "Assessing the New Federalism."



CC: Cynthia  
Eric

# THE WHITE HOUSE

Domestic Policy Council

DATE: 4/22

FACSIMILE FOR:	<u>Michael Khourfan</u>	<u>Paul Lyler</u>	<u>Lawrence Higgin</u>
FAX:	<u>205-9688</u>	<u>401-5559</u>	<u>690-8425</u>
PHONE:			

FACSIMILE FROM: Andrea Kane

FAX: 202-456-7431  
PHONE: 202-456-5573

NUMBER OF PAGES (INCLUDING COVER): 10

COMMENTS: We just heard about this +  
wanted to make sure you were aware

---



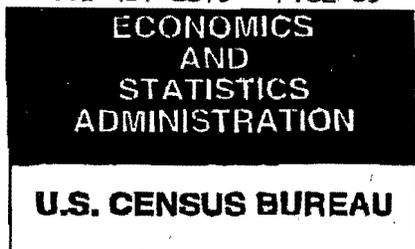
---



---

# UNITED STATES DEPARTMENT OF COMMERCE NEWS

WASHINGTON, DC 20230



**EMBARGOED UNTIL: 12:01 A.M. EDT, APRIL 23, 1999 (FRIDAY)**

Public Information Office  
301-457-3030/301457-3670 (fax)  
301-457-1037(TDD)  
e-mail: [pio@census.gov](mailto:pio@census.gov)

CB99-77

Lydia Scoon-Rogers  
301-457-3243

## One in Three Custodial Parents Without Child Support Are Poor, Census Bureau Reports

About a third (32 percent) of custodial parents who did not receive the child support payments awarded them in 1995 were poor, according to a report released today that was co-sponsored by the Commerce Department's Census Bureau and the Department of Health and Human Services.

"Custodial parents receiving at least some of the child support they were owed had a poverty rate of 22 percent," said Census Bureau analyst Lydia Scoon-Rogers. "In general, 30 percent of custodial parents were poor in 1995, compared with 16 percent of all parents with children."

The data in this report were collected in the April 1994 and April 1996 supplements to the Current Population Survey (CPS) before passage of the 1996 Welfare Reform Act. In addition, changes to the April 1994 and April 1996 survey questionnaires mean that many of these data are not comparable with data from the April 1992 CPS and earlier supplements.

Other highlights in the report titled, *Child Support for Custodial Mothers and Fathers: 1995*, P60-196, include:

- In the spring of 1996, 13.7 million custodial parents lived with 22.8 million children under age 21 while the other parent was absent from the home. About 11.6 million (85 percent) of custodial parents were women and 2.1 million (15 percent) were men.

(more)

Editor's Note: After the release time, go to <http://www.census.gov/hhas/www/chldsupt.html>.

APR-21-1999 16:46

CENSUS CONG AFFAIRS

301 457 3679

- About 7 in 10 (4.8 million out of 7.0 million) custodial mothers and fathers who were due support payments received at least a portion of the amount they were owed in 1995. Average child support received was \$3,732.
- The number of custodial parents who received the full amount of child support owed them increased from 2.3 million (34 percent) in 1993 to 2.7 million (39 percent) in 1995.
- Child support received totaled \$17.8 billion of the \$28.3 billion due in 1995.
- The 7.0 million noncustodial parents who owed child support in 1995 were more likely to have made payments if they had either joint custody or visitation rights. Seventy-four percent of the non-custodial parents who had these provisions made payments as opposed to 35 percent for those who did not.
- About 5.9 million custodial parents made 13 million contacts with a child support enforcement office or other government agency in 1995 for one or more services relating to child support.

The report presents data on parents who have custody of their children when the other parent is absent from the home. It focuses on the child support income that custodial parents with current awards received, as well as other provisions of awards, such as visitation, joint custody and health insurance.

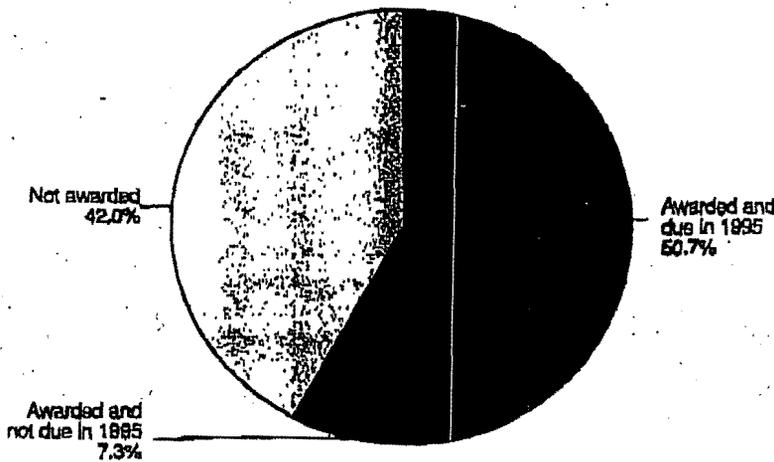
The data were collected from the redesigned April 1994 and April 1996 supplements to the Current Population Survey co-sponsored by the Department of Health and Human Services' Office of Child Support Enforcement. As in all surveys, the data are subject to sampling variability and other sources of error.

-X-

The U.S. Census Bureau, pre-eminent collector and disseminator of timely, relevant and quality data about the people and the economy of the United States, conducts a population and housing census every 10 years, an economic census every five years and more than 100 demographic and economic surveys every year, all of them evolving from the first census in 1790.



**Figure 2.**  
**Award of Child Support Payments**  
(As of spring 1996)

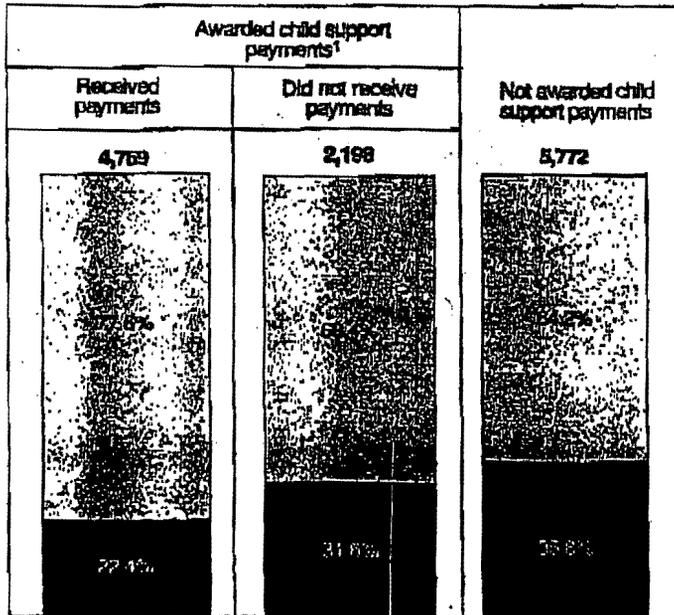


Base: 13.7 million people with children from absent parents (custodial parents).  
Source: April 1996 Current Population Survey, U.S. Bureau of the Census.

**Figure 3.**  
**Poverty Status of Custodial Parents, by Child Support Award Status: 1995**

(Numbers in thousands)

Above poverty  
Below poverty



<sup>1</sup> Excludes a small number who were awarded payments but were not supposed to receive them in 1995.

Source: April 1996 Current Population Survey, U.S. Bureau of the Census.

other government entity in 1996. Another 0.7 million custodial parents had some other, nonlegal agreement or understanding.<sup>1</sup>

The remaining 5.8 million custodial parents (42 percent of all custodial parents) and their 9.2 million custodial children had no awards of financial support from the children's other parent in 1995 (see Figure 2).

**Custodial mothers are more likely to receive payments due.**

About 7.0 million (87 percent) of the 8.0 million custodial parents awarded child support by spring 1996 were supposed to have received child support payments in 1995. Of the 6.2 million women due payments, 70 percent received at least a portion of the amount they were owed. The corresponding rate for the 700,000 men due payments was 57 percent.<sup>2</sup>

**When men and women receive child support, they receive about the same amount.**

Women who received at least a portion of the child support income that was owed received an average of \$3,767 in 1995. The average amount men received was not statistically different, \$3,370.

**Nonetheless, mothers receiving child support have much lower total incomes than fathers receiving child support.**

In 1995, custodial mothers who received child support that was due had total individual incomes of about three-fourths the amount of custodial fathers receiving child support (\$21,829 compared with \$30,030). On average, these support payments constituted

<sup>1</sup>A nonlegal agreement is any written or verbal agreement or understanding that was never approved or ordered by a court or government agency.

<sup>2</sup>Details may not add to totals because of rounding.

17 percent of the women's income and only 11 percent of the men's.

Differences in a labor force participation and earnings contribute to women's lower income. Approximately 82 percent of custodial mothers receiving child support worked, statistically the same as 87 percent of their male counterparts. However, only 51 percent of custodial mothers receiving child support worked year-round, full-time, compared with 72 percent for custodial fathers. Even for those mothers and fathers who worked year-round, full-time, the average income of custodial mothers was lower. The average income of custodial mothers with child support income that worked year-round, full-time was \$29,672 in 1995, compared with \$36,834 for custodial fathers.

### Custodial parents who do not receive child support due have a relatively high poverty rate.

About 32 percent of custodial parents with awards that did not receive any child support due them in 1995 were poor. The percentage of custodial parents without an award that were poor was statistically the same, 36 percent. In contrast, about 22 percent of custodial parents receiving some or all of the child support owed were poor (see Figure 3).

### Unpaid child support totalled \$10 billion.

About \$17.8 billion (63 percent) of the \$28.3 billion in child support owed in 1995 was actually paid—\$10.5 billion less than the amount due. Nearly all of the money paid went to custodial mothers (\$16.4 billion). Similarly, almost all of the child support due that was not paid was owed to custodial mothers (\$9.3 billion).

\*Custodial parents receiving child support without current awards may be those with awards for children past the age of eligibility for payments, those with awards officially starting after 1995, or those with no awards (no legal or nonlegal awards) at all.

Another \$2.5 billion was received in 1995 by some custodial parents without current awards.<sup>3</sup> In total, \$20.3 billion in child support was received in 1995.

### Visitation and joint custody are associated with higher child support payment rates.

About 10.6 million (77 percent) of the 13.7 million parents who were not living with their children (noncustodial parents) had joint custody and/or visitation provisions for contact with their children. The 7.0 million noncustodial parents who owed child support in 1995 were more likely to have made payments if they had either joint custody or visitation rights—74 percent with such provisions made payments compared with 35 percent without them (see Figure 4).

### Many child support awards include health care insurance.

About 3.3 million noncustodial parents provided health insurance to children living with their custodial parents. Of that number, 1.8 million noncustodial parents did so as required in a child support agreement. Another 200,000 noncustodial parents supplied health insurance even when the agreement stipulated that it was the custodial parent's responsibility.

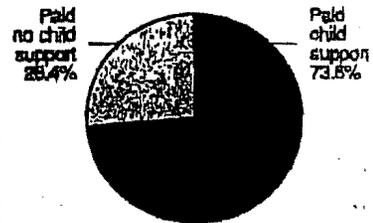
The remaining health insurance coverage provided by noncustodial parents was from 400,000 noncustodial parents where the child support agreement did not have a health benefits requirement for either parent, and from another 900,000 noncustodial parents where no child support award existed.

### Custodial parents without legal awards had common reasons why.

Those custodial parents with no child support award and those with a nonlegal award were asked why they did not have a legal child support award. The two most

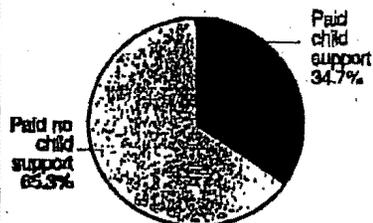
Figure 4.  
Child Support Payment Status of Noncustodial Parents With and Without Visitation or Joint Custody: 1995

#### With Visitation or Joint Custody



Base: 8.0 million noncustodial parents.

#### Without Visitation or Joint Custody



Base: 0.9 million noncustodial parents.

Source: April 1995 Current Population Survey, U.S. Bureau of the Census.

Details may not add to total because of rounding.

common reasons stated by custodial parents with no child support award were: that they did not feel the need to have a legal agreement and that the child's other parent could not afford to pay (about 1.5 million custodial parents identified with each reason). The two most common reasons stated by custodial parents with a nonlegal award were: that they did not feel the need to have a legal agreement and that the child's other parent provides what he/she can (about 300,000 parents identified with each reason).

### Most requests for government assistance are to collect from or establish a legal agreement.

About 5.9 million custodial parents made 13.0 million contacts to a child support enforcement office

## The New Child Support Data Series

Data from the April 1994 and April 1996 Current Population Surveys (CPS) and earlier years are not comparable to data collected in 1984 and beyond because of changes starting with the April 1994 CPS questionnaire, as discussed in the "NOTE" at the beginning of the report. Comparisons between data from the April 1994 and 1996 CPS surveys are appropriate, however.

The total number of custodial parents did not significantly differ between 1994 and 1996 (about 13.7 million each year), including the number of custodial mothers (11.5 million in 1994 and statistically different from 11.6 million in 1996) and the number of custodial fathers (2.2 million in 1994, not statistically different from 2.1 million in 1996).

Both the number of custodial parents due child support in 1995 and those that received at least some child support payments in 1995 were not statistically different than corresponding 1993 estimates. The number of custodial parents due child support in 1995 and 1993 were comparable (12.7 million in 1995 and 12.6 million in 1993). The number of custodial parents who received at least some child support in 1995 and 1993 were comparable (7.7 million in 1995 and 7.6 million in 1993).

The average amount of child support received by parents who received child support in 1995 was \$125, a change between 1993 and 1995 that is statistically significant.

One statistically significant change from 1993 to 1995 is that the percentage of custodial parents who received at least some child support in 1995 (60 percent) was higher than in 1993 (59 percent).

The percentage of custodial parents who received at least some child support in 1995 (60 percent) was higher than in 1993 (59 percent).

("IV-D office"), department of social services, or other government agency for assistance. The most common reasons for the contacts were to collect child support due (3.4 million contacts), to establish a legal agreement (3.1 million contacts), to receive Aid to Families with Dependent Children or Medicaid (2.4 million contacts), or to locate the other parent (1.6 million contacts).

**Focusing on the most prevalent group of custodial parents — custodial mothers — reveals that the likelihood of custodial mothers receiving some or all the child support due them varies across socioeconomic groups.**

**Poverty status:** Of poor women due child support payments in 1995, 62 percent actually received payments. The receipt rate for nonpoor women due payments was 73 percent.

**Race and Hispanic origin:** The percentage of White women who received child support payments that were due them was 73 percent, compared with 59 percent for Black women. About 58 percent of Hispanic women received some or all child support owed to them.<sup>4</sup>

**Age:** Women ages 30 and over were more likely to receive child support payments owed them (71 percent) than women under age 30 (55 percent).

**Marital status:** Of women due child support, the percentage of never-married women who received payments in 1995 was 56 percent, compared with 73 percent for ever-married women.

**Educational attainment:** Women with at least a bachelor's degree were more likely to receive the child support due them (79 percent) than

<sup>4</sup>The difference between the percentages of Blacks and Hispanics receiving child support owed was not statistically significant. However, because Hispanics may be of any race, readers should use caution in comparing data for Hispanics with data for race groups.

women with less education (68 percent).

**About the survey.** Data are from the 1994 and 1996 April supplements to the Current Population Survey (CPS). The April supplement is conducted by the Bureau of the Census and sponsored, in part, by the Office of Child Support Enforcement of the Department of Health and Human Services. Changes to the April 1994 and 1996 questionnaires mean that many of these recent data are not comparable to data from the April 1992 CPS and earlier supplements (see "NOTE" at the beginning of the report for more detail).

**Accuracy of the estimates.** All survey data are subject to sampling variability as well as survey design flaws, respondent classification errors, and data processing mistakes. The Census Bureau has taken steps to minimize errors, and analytical statements have been tested and meet statistical standards. However, because of methodological differences, use caution when comparing these data with data from other sources. In addition, between April 1994 and 1996, a new, 1990 census-based sample design was phased in, and the entire CPS sample was reduced.

Contact Andy Zbikowski, Demographic Statistical Methods Division, at 301-457-4214, or via E-mail at [azbikows@census.gov](mailto:azbikows@census.gov) for information on the source of the data and the accuracy of estimates, including the use and computation of standard errors.

**More information.** Detailed tables are available via the Internet at: [www.census.gov/hhes/www/chldsupt.html](http://www.census.gov/hhes/www/chldsupt.html). For additional questions or comments, contact staff at 301-457-3242.

**Table 1.  
Child Support Payments Agreed to or Awarded Custodial Parents**

(Numbers in thousands. Parents living with own children under 21 years of age whose other parent is absent from the home. Amounts in dollars)

Characteristic	Child support agreed to or awarded									
	Supposed to receive child support payments in 1995									
	Number		Received payments in 1995		Average child money support		Received no payments in 1995		Child support not awarded	
<b>ALL CUSTODIAL PARENTS</b>										
Total	13,739	7,867	6,866	4,769	\$3,732	\$22,543	2,188	\$17,388	5,772	\$16,927
Standard error	287	222	208	173	\$187	\$548	118	\$577	190	\$591
Custodial mothers	11,634	7,123	6,233	4,333	\$3,767	\$21,829	1,880	\$16,093	4,511	\$14,068
Standard error	285	210	197	163	\$200	\$539	109	\$575	168	\$375
Custodial fathers	2,105	844	733	416	\$3,370	\$30,030	318	\$25,122	1,261	\$36,312
Standard error	116	73	69	52	\$471	\$2,628	48	\$1,917	90	\$2,141
<b>Poverty Status in 1995:</b>										
Family income below poverty level	4,172	2,103	1,781	1,067	\$2,531	\$6,855	694	\$6,043	2,069	\$5,660
Standard error	162	116	106	83	\$510	\$202	67	\$272	115	\$147
<b>Visitation and Joint Custody Arrangements With Non-custodial Parents in 1995:</b>										
Visitation privileges only	7,469	4,689	4,074	2,924	\$3,297	\$21,110	1,150	\$17,460	2,555	\$20,084
Joint custody only <sup>1</sup>	121	95	79	39	(B)	(B)	35	(B)	28	(B)
Visitation and joint custody	3,044	2,089	1,901	1,487	\$4,592	\$28,836	414	\$21,082	808	\$29,404
Neither	3,105	1,100	917	318	\$3,770	\$15,630	599	\$14,767	1,253	\$13,012
<b>CUSTODIAL MOTHERS</b>										
<b>Race and Hispanic origin:</b>										
White	7,970	5,403	4,782	3,488	\$4,100	\$23,067	1,294	\$17,842	2,587	\$15,517
White, not Hispanic origin	6,545	4,709	4,191	3,149	\$4,274	\$23,858	1,041	\$19,083	1,896	\$17,865
Black	3,323	1,509	1,273	749	\$2,116	\$16,614	524	\$12,376	1,814	\$11,916
Hispanic origin <sup>2</sup>	1,530	725	613	354	\$2,420	\$14,801	259	\$11,744	806	\$9,567
<b>Current Marital Status:</b>										
Married	2,216	1,516	1,388	881	\$3,546	\$19,888	387	\$18,289	699	\$15,418
Divorced	4,003	3,028	2,892	2,044	\$3,980	\$26,521	648	\$21,257	975	\$19,243
Separated	1,781	942	799	552	\$4,182	\$18,432	246	\$19,157	850	\$14,881
Widowed <sup>3</sup>	316	178	183	84	\$9,624	\$21,641	69	(B)	138	\$17,490
Never married	3,309	1,459	1,212	683	\$2,271	\$13,224	530	\$10,862	1,850	\$10,201
<b>Educational Attainment:</b>										
Less than high school diploma	2,419	1,145	945	523	\$2,105	\$9,289	422	\$8,368	1,274	\$7,172
High school graduate	4,395	2,702	2,850	1,588	\$3,179	\$16,827	764	\$15,385	1,694	\$13,531
Some college, no degree	2,545	1,682	1,487	1,085	\$3,932	\$22,505	383	\$16,492	863	\$16,107
Associate degree	853	634	586	488	\$4,889	\$28,484	126	\$22,935	318	\$17,587
Bachelors degree or more	1,322	950	885	700	\$5,338	\$37,109	186	\$31,086	382	\$32,907

(B) Represents base less than 75,000.

<sup>1</sup>Joint custody may be physical, legal or both. Legal custody does not necessarily include visitation.

<sup>2</sup>Persons of Hispanic origin may be of any race.

<sup>3</sup>Widowed parents have children from a previous marriage that ended in divorce or from a previous nonmarried relationship.

Source: April 1998 Current Population Survey, U.S. Bureau of the Census.

APR-21-1999 16:49

CENSUS CONC AFFAIRS

301 457 3679

Table 2.

**Comparison of Custodial Parent Population, and Child Support Awarded, Due, and Received: 1993 and 1995**

(Numbers in thousands. Parents living with own children under 21 years of age whose other parent is absent from the home. Amounts in dollars)

Characteristic	1993		1995		Difference (1995 less 1993)
	Number <sup>1</sup>	Standard error	Number <sup>2</sup>	Standard error	
<b>ALL CUSTODIAL PARENTS</b>					
Total	13,690	286	13,739	287	49
Custodial mothers	11,505	264	11,834	285	129
Custodial fathers	2,184	118	2,105	116	-79
Awarded	7,800	219	7,967	222	167
Due child support	6,685	204	6,966	208	281
Received child support	4,614	170	4,769	173	155
Received full amount of child support	2,280	120	2,718	131	438
Average child support income received (in 1995 dollars)	\$3,370	\$135	\$3,732	\$187	\$362

\*Statistically significant at the 90-percent confidence level

<sup>1</sup>As of spring 1994.<sup>2</sup>As of spring 1995.

Source: April 1994 and 1995 Current Population Survey, U.S. Bureau of the Census.

FIRST-CLASS MAIL  
POSTAGE & FEES PAID  
BUREAU OF THE CENSUS  
PERMIT NO. G-58

U.S. Department of Commerce  
BUREAU OF THE CENSUS  
Washington, DC 20238  
Official Business  
Penalty for Private Use, \$300

**Child Support Q&A**  
**April 2, 1999**

**Q: What are the new child support figures described in today's Washington Post?**

A: The President recently announced that child support collections had reached a record \$14.4 billion in 1998, up 80 percent from the \$8 billion collected in 1992 before he took office. This Administration has made child support enforcement a top priority, and these efforts are paying off for children across America. Today's Post story compares the 1998 figure of \$14.4 billion to the 1996 figure of \$12 billion to note that collections have gone up 20 percent since the enactment of the 1996 welfare law.

**Q: What is the President doing to increase child support collections?**

A: President Clinton recently announced a new child support crackdown aimed at the nation's most egregious child support violators. Despite record child support collections, there are still too many parents who flagrantly ignore their obligations to their children, and the President is proposing to spend \$46 million to identify, investigate, and prosecute these deadbeat parents. Last June, the President signed into law the Deadbeat Parents Punishment Act, creating two new categories of federal felonies for the most egregious child support violators, a measure he had called for in his 1997 State of the Union address. Many prosecutors say they would be able to prosecute even more child support cases if they had legal staff dedicated to the issue and if they received referrals after a complete financial investigation had been conducted.

## Child Support Recovery Has Gone Up 20 Percent

*HHS Says Collection Gains Prove 1996 Law Is Working*

By JUDITH HAVEMANN  
Washington Post Staff Writer

Nearly three years after Congress ordered states to get tough on child support by revoking driver's licenses and tracking down deadbeat parents on the job, collections have increased by about 20 percent, according to new federal figures.

The Department of Health and Human Services hailed the record collection amounts as proof that the child support sections of the 1996 welfare reform law are beginning to work. And because some of the strongest provisions are just starting to take effect, state officials are predicting greater gains in the future.

Child support collections have increased from \$12 billion in 1996 to \$14.4 billion in 1998. The percentage of cases where some money was collected grew from 20.5 percent in 1996 to 22.1 percent in 1997.

Despite such gains, most children are still not receiving the child support they are due from their absent father or mother, the figures show. Olivia A. Golden, Health and Human Services assistant secretary, cautioned that more progress is needed for "the millions of children who don't receive child support."

While all states have passed laws allowing child support agencies to revoke drivers', professional, and even hunting and fishing licenses, most states have used their new powers sparingly, taking licenses only in rare cases.

"We do not want to revoke people's licenses," said Wallace Dutkowsky, director of child support in Michigan. "We just want to get people's attention." He said the state has revoked fewer than a thousand licenses, "more than we want to, because they just drive without it."

One of the strongest features of the new national law—a computerized national child support clearinghouse—look effect only last October but may produce more results than any other single change.

Eventually, the clearinghouse will contain 150 million employment records and about 16 million court orders for child support. Every night, Department of Health and Human Services employees feed lists of workers' Social Security numbers into computers in Baltimore, which spit out matches with outstanding child support court orders across the country.

These matches are automatically forwarded back to the states, triggering a system under which employers will eventually be required to withhold child support payments from deadbeat workers, and then mail checks to be used for the workers' children.

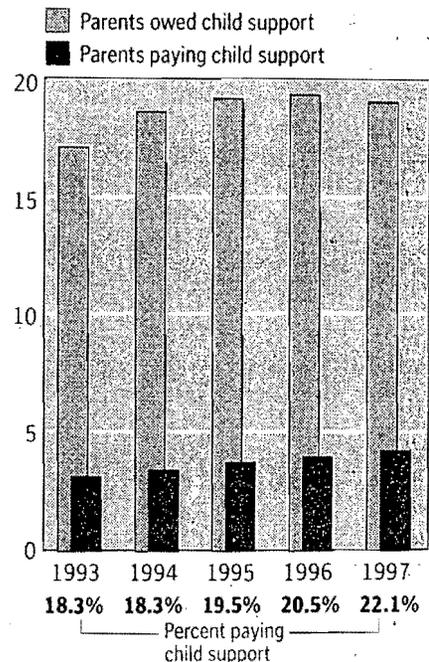
Fragmentary reports from scattered states suggest that the clearinghouse may boost the collection rate significantly when all 50 states are in full compliance. Nine states, including the most populous, California, still lack statewide computerized child support systems.

New Jersey state child support officials say they have increased collections by 8.5 percent in the past

### Paying Up

*The percentage of parents\* who owe child support and are actually paying it has increased.*

In millions



\* in the federal-state child support collection system

SOURCE: Office of Child Support Enforcement

THE WASHINGTON POST

four months. Nearly half of the increase came from matches identified by the new computerized clearinghouse for child support orders.

Arizona also has reported improvement in its system. Since Oct. 1, it has processed roughly 15,000 computerized orders to withhold child support payments from employees' checks after the employee was identified by a computer match.

"We call it the look-ma-no-hands" wage deduction process, said Patrick F. Harrington, deputy child support enforcement director for the state of Arizona.

Still, advocacy groups remain skeptical of the new law. "I don't see anything that shows me it is working," said Geraldine Jensen, head of the Association for Children for Enforcement of Support. She said that while federal and state officials cite the many parents tracked down through the computerized new-hire directory, they are unable to say how many of those parents have begun to pay.

# Withdrawal/Redaction Marker

## Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001. note	Notes re: HHS press reports and reports to Congress (partial) (1 page)	ca. December, 1998	P6/b(6)

**This marker identifies the original location of the withdrawn item listed above.  
For a complete list of items withdrawn from this folder, see the  
Withdrawal/Redaction Sheet at the front of the folder.**

### COLLECTION:

Clinton Presidential Records  
Domestic Policy Council  
Cynthia Rice (Subject Files)  
OA/Box Number: 15428

### FOLDER TITLE:

Child Support-Data [1]

rx11

### RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
- P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
- P5 Release would disclose confidential advise between the President and his advisors, or between such advisors [(a)(5) of the PRA]
- P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

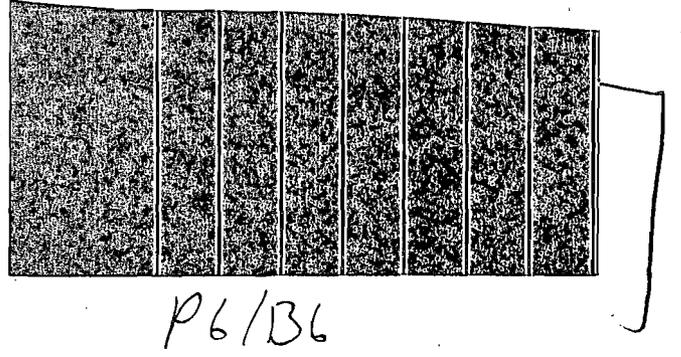
PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

- b(1) National security classified information [(b)(1) of the FOIA]
- b(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
- b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
- b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
- b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
- b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
- b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

Michael K.



⇒ Daily prog report from HHS  
→ alerts to WH

1997

# is new → been done for  
months →

Because

Last annual report 1996  
to Congress

THE WHITE HOUSE

Office of the Press Secretary  
(Hilton Head, South Carolina)

---

For Immediate Release

December 31, 1998

STATEMENT BY THE PRESIDENT

Since I became President, my administration has waged an unprecedented campaign to make deadbeat parents pay the support their children need and deserve. Today, we have new evidence that our efforts are working: child support collections have gone up a record 80 percent since I took office, from \$8 billion in 1992 to an estimated \$14.4 billion in 1998. But we must do more to ensure that each and every parent honors his obligation to his children. That is why my new budget will propose new funds to help identify, investigate, and prosecute deadbeat parents. This effort will include new investigative teams in five regions of the country to identify, analyze, and investigate cases for criminal prosecution, and an eight-fold increase in legal support personnel to help prosecute these new cases. With continued commitment and this new funding, we can do even more to support our nation's children.

-30-30-30-

**President Clinton Proposes New Child Support Crackdown and  
Announces a Record 80 Percent Increase in Child Support Collections**

*December 31, 1998*

Today, President Clinton announced a new child support crackdown aimed at the nation's most egregious child support violators. Despite record child support collections, there are still too many parents who flagrantly ignore their obligations to their children, and the President will propose to spend \$46 million to identify, investigate, and prosecute these deadbeat parents. The President took this action today as he released new evidence that his Administration's child support efforts are working: child support collections have gone up a record 80 percent since he took office, from \$8 billion in 1992 to an estimated \$14.4 billion in 1998.

**New Record Child Support Collections**

Since taking office, President Clinton has made child support enforcement a top priority, and those efforts are paying off for children across America. New figures released by the U.S. Department of Health and Human Services today show that child support collections have gone up a record 80 percent since the President took office, from \$8 billion in 1992 to an estimated \$14.4 billion in 1998. Moreover, new figures show that the federal government has collected \$1.1 billion this year by withholding federal tax refunds from deadbeat parents. Nearly 1.3 million families in all 50 states benefited from these tax refunds, which totaled \$151 million in California, \$63 million in Ohio, \$52 million in Florida, and \$48 million in New York (a state by state chart is available).

**New Child Support Law Enforcement Initiative**

To ensure that every parent pays the child support he owes, in June President Clinton signed into law the Deadbeat Parents Punishment Act, creating two new categories of federal felonies for the most egregious child support violators, a measure he had called for in his 1997 State of the Union address. Many prosecutors say they would be able to prosecute even more child support cases if they had legal staff dedicated to the issue and if they received referrals after a complete financial investigation had been conducted.

**New Investigative Resources:** Under this new initiative, the U.S. Department of Health and Human Services will establish investigative teams in five regions of the country to identify, analyze, and investigate cases for prosecution. These sites, costing approximately \$12 million over five years, will serve 17 states plus D.C., which together have 63 percent of the nation's child support cases. State child support offices will refer their most serious child support cases to these sites, where trained investigative staff will locate the violator, document information needed for prosecution, and then provide the investigated case to the appropriate prosecutor. These sites will be based upon a model law enforcement effort established earlier this year to serve five states, which in six months has produced an 18-fold increase in federal convictions and collections.

**New Prosecutorial Resources:** To ensure U.S. Attorney's offices have the skilled legal staff they need to prosecute more deadbeat parents, the President proposes to provide new funds for legal support personnel, who will conduct fact finding and investigations, do legal research, and assist in the drafting of court papers. The President's new budget will include \$34 million over five years, \$5 million in FY 2000 rising to \$8 million in later years, to fund an eightfold increase in legal support staff dedicated to child support. With this new staff, the U.S. Department of Justice expects to increase child support prosecutions significantly.

**Q&A on Child Support**  
**December 31, 1998**

**Q: What's the new child support initiative discussed in USA Today?**

**A:** The President is proposing a new child support crackdown aimed at the nation's most egregious child support violators. Despite record child support collections, there are still too many parents who flagrantly ignore their obligations to their children, and the President will propose to spend \$46 million to identify, investigate, and prosecute these deadbeat parents. This initiative will include:

**New Investigative Resources:** Under this new initiative, the U.S. Department of Health and Human Services will establish investigative teams in five regions of the country to identify, analyze, and investigate cases for prosecution. These sites, costing approximately \$12 million over five years, will serve 17 states plus D.C., which together have 63 percent of the nation's child support cases. State child support offices will refer their most serious child support cases to these sites, where trained investigative staff will locate the violator, document information needed for prosecution, and then provide the investigated case to the appropriate prosecutor. These sites will be based upon a model law enforcement effort established earlier this year to serve five states, which in six months has produced an 18-fold increase in federal convictions and collections

**New Prosecutorial Resources:** To ensure U.S. Attorney's offices have the skilled legal staff they need to prosecute more deadbeat parents, the President proposes to provide new funds for legal support personnel, who will conduct fact finding and investigations, do legal research, and assist in the drafting of court papers. The President's new budget will include \$34 million over 5 years, \$5 million in FY 2000 rising to \$8 million in later years, to fund an eight-fold increase in legal support staff dedicated to child support. With this new staff, the U.S. Department of Justice expects to increase child support prosecutions significantly.

**Q: What are the new child support numbers released today?**

**A:** Since taking office, President Clinton has made child support enforcement a top priority, and those efforts are paying off for children across America. New figures released by HHS today show that child support collections have gone up a record 80 percent since the President took office, from \$8 billion in 1992 to an estimated \$14.4 billion in 1998. Moreover, new figures show that the federal government has collected \$1.1 billion this year by withholding federal tax refunds from deadbeat parents. Nearly 1.3 million families in all 50 states benefited from these tax refunds, which totaled \$151 million in California, \$63 million in Ohio, \$52 million in Florida, and \$48 million in New York (a state by state chart is available).

# HHS NEWS

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

FOR IMMEDIATE RELEASE  
Thursday, Dec. 31, 1998

Contact: Michael Kharfen  
(202) 401-9215

## **CHILD SUPPORT COLLECTIONS REACH NEW RECORDS** **President Clinton Announces New Efforts to Increase Criminal Child Support Enforcement**

The Department of Health and Human Services today announced two new records for the child support enforcement program, and President Clinton took further steps to increase criminal enforcement efforts to collect seriously delinquent child support payments.

HHS reported that the federal/state program collected an estimated \$14.4 billion for fiscal year 1998, an increase of 7 percent from 1997's \$13.4 billion, and an increase of 80 percent since 1992 when \$8 billion was collected. In addition, HHS reported, the federal government collected over \$1.1 billion in delinquent child support from federal income tax refunds for tax year 1997. This amount was 3 percent higher than the previous year and a 70 percent increase since 1992. Collections were made on behalf of nearly 1.3 million families.

"Each year that we break child support records, more children get the help they need and deserve," said HHS Secretary Donna E. Shalala. "The Clinton administration is determined that every parent in America will understand and honor their obligations to their children. And we will use every means at our disposal to ensure that those parents who refuse to meet their responsibilities, but who have the resources, will provide emotional and financial support to their children."

President Clinton also announced today the establishment of new task forces covering 17 states and the District of Columbia across the country, which will help pursue chronic delinquent parents who owe large sums of child support. The new teams will be based on a model project in Columbus, Ohio, launched earlier this year. The Midwest law enforcement task force, formed by HHS' Office of Child Support Enforcement and its Inspector General's Office, joined with Justice Department prosecutors and investigators, state child support agencies and local law officials to coordinate efforts in a new investigative team, with promising results so far. The task force covered 5 states: Illinois, Indiana, Michigan, Minnesota, and Ohio. Of 358 cases received from states, 306 were investigated resulting in 181 arrests with 170 convictions or settlements and over \$3.6 million was ordered to be paid. The new task forces will be established in Baltimore, Dallas, New York, and Sacramento.

"Children denied financial assistance are among our most vulnerable citizens. They are more likely to have health concerns, develop problems with teenage pregnancy, drop out of high school, and engage in violence," said Attorney General Janet Reno. "By prosecuting parents who do not provide support, we will help give these children a better chance in life."

"My office is committed to this new child support law enforcement initiative," said Inspector General June Gibbs Brown. "This office sees the task force approach as an effective way of getting funds to deserving children while at the same time bringing criminals to justice."

In addition, HHS, with the support of the Justice Department, will work to enter into memorandums of understanding with state child support agencies to utilize the full federal criminal enforcement authority by insuring timely referrals of appropriate cases.

- More -

"For every child support dollar we collect, children have more hope they can rely on their parents instead of welfare for their well-being," said Olivia A. Golden, HHS assistant secretary for children and families. "We won't rest on our laurels, but spur ourselves to do more for the millions of children who don't receive child support."

Under the federal tax offset program, state child support agencies report names of parents who owe child support payments and the overdue amount to the HHS Administration for Children and Families. These individuals are then notified in writing of the amount that will be withheld to cover their child support debt. That amount is then deducted from their income tax refund. The delinquency may also be reported to credit reporting agencies.

Parents whose children receive Temporary Assistance to Needy Families (TANF) and whose unpaid child support totals \$150 or more may have their federal income tax refunds withheld. For tax year 1997, refunds were withheld on behalf of over 869,000 families with children receiving TANF. Parents of children who do not receive TANF must owe at least \$500 to have their refunds withheld. Nearly 428,000 non-TANF families benefited from the program this year.

For tax year 1997, the total amount collected was \$1.124 billion, up from \$661,771,371 in tax year 1992. For tax year 1997, the average collection was \$866.56; \$873.06 for non-TANF families and \$863.36 for TANF families. Collections for tax year 1997 were made after tax returns for that year were filed in 1997 and refunds requested.

"This has been another exciting year for the child support enforcement program. Today's records add to our success finding more than 1.2 million delinquent parents by matching our new national directories of people employed with those who owe child support," said David Gray Ross, commissioner, HHS office of child support enforcement. "I congratulate all those dedicated workers in the nation's child support partnership that every day help put more food on the table and hope in the hearts of children."

Since taking office, the Clinton administration made child support enforcement a high priority, resulting in unprecedented financial collections for children who are owed support. In addition to the collection accomplishments, paternity establishment rose to nearly 1.3 million in 1997, an increase of over 250 percent, from 516,000 in 1992. The new child support enforcement measures included in the new welfare reform law are projected to increase collections by billions over the next 10 years.

Attached is a state by state list of the tax-offset collections and families served.

###

Note: HHS press releases are available on the World Wide Web at: <http://www.dhhs.gov>.

State	Tax Offset Collection	Families
Alabama	\$25,751,891	27,391
Alaska	3,988,757	4,622
Arizona	11,404,946	11,953
Arkansas	13,537,260	15,700
California	151,286,394	150,052
Colorado	14,648,018	17,198
Connecticut	14,722,764	17,337
District of Columbia	2,936,434	3,368
Delaware	3,666,838	4,573
Florida	52,891,685	57,807
Georgia	30,919,451	34,949
Guam	274,383	275
Hawaii	5,411,774	6,506
Idaho	4,791,269	5,831
Illinois	39,218,600	45,563
Indiana	23,496,469	27,785
Iowa	17,851,601	21,837
Kansas	13,215,839	15,881
Kentucky	17,827,360	22,810
Louisiana	19,417,892	20,994
Maine	7,890,171	9,653
Maryland	22,458,245	25,487
Massachusetts	14,930,373	20,511
Michigan	60,701,723	73,422
Minnesota	9,471,659	13,278
Mississippi	16,786,885	18,730
Missouri	27,046,691	33,355
Montana	2,814,767	3,659
Nebraska	5,121,280	7,384
Nevada	5,168,632	5,909
New Hampshire	4,060,058	5,319
New Jersey	26,758,814	30,194
New Mexico	5,252,025	5,913
New York	48,758,599	56,134
North Carolina	27,267,247	32,418
North Dakota	2,843,006	3,835
Ohio	63,498,797	77,465
Oklahoma	12,553,545	14,069
Oregon	11,313,065	14,820
Pennsylvania	47,054,008	59,438
Puerto Rico	3,155,251	2,869
Rhode Island	2,618,691	3,529
South Carolina	10,203,403	11,648
South Dakota	3,075,695	4,248
Tennessee	24,840,377	25,445
Texas	94,726,951	104,203
Utah	6,174,805	7,304
Vermont	2,195,685	3,303
Virgin Islands	276,436	226
Virginia	21,806,163	26,988
Washington	27,410,054	33,523
West Virginia	8,588,782	10,979
Wisconsin	27,074,922	35,968
Wyoming	2,861,903	3,440
U.S.	\$1,124,018,361	1,297,104

Source: HHS Administration for Children & Families



**FAX COVER SHEET**  
**U.S. Department of Health and Human Services**  
**Administration for Children and Families**  
**Office of Public Affairs**  
**370 L'Enfant Promenade, S.W.**  
**Washington, D.C. 20447**  
**Web Site: www.acf.dhhs.gov**

To: CYNTHIA RICE

Telephone: ( ) 456-2846

Fax: ( ) 456-7431

From: Michael Kharfen, Director

E-mail: MKharfen@acf.dhhs.gov

Telephone: (202) 401-9215

Fax: (202) 205-9688

Pages (plus cover sheet): 2

Date: 12/30

Re: Final Child Support Release

---

Cynthia,

Please call me ASAP if you have  
any changes.

Thanks

Michael

# DRAFT

FOR IMMEDIATE RELEASE  
Thursday, Dec. 31, 1998

Contact: Michael Kharfen  
(202) 401-9215

## **CHILD SUPPORT COLLECTIONS REACH NEW RECORDS** **President Clinton Announces New Efforts to Increase Criminal Child Support Enforcement**

The Department of Health and Human Services today announced two new records for the child support enforcement program, and President Clinton took further steps to increase criminal enforcement efforts to collect seriously delinquent child support payments.

HHS reported that the federal/state program collected an estimated \$14.4 billion for fiscal year 1998, an increase of 7 percent from 1997's \$13.4 billion, and an increase of 80 percent since 1992 when \$8 billion was collected. In addition, HHS reported, the federal government collected over \$1.1 billion in delinquent child support from federal income tax refunds for tax year 1997. This amount was 3 percent higher than the previous year and a 70 percent increase since 1992. Collections were made on behalf of nearly 1.3 million families.

"Each year that we break child support records, more children get the help they need and deserve," said HHS Secretary Donna E. Shalala. "The Clinton administration is determined that every parent in America will understand and honor their obligations to their children. And we will use every means at our disposal to ensure that those parents who refuse to meet their responsibilities, but who have the resources, will provide emotional and financial support to their children."

President Clinton also announced today the establishment of new task forces covering 17 states and the District of Columbia across the country, which will help pursue chronic delinquent parents who owe large sums of child support. The new teams will be based on a model project in Columbus, Ohio, launched earlier this year. The Midwest law enforcement task force, formed by HHS' Office of Child Support Enforcement and its Inspector General's Office, joined with Justice Department prosecutors and investigators, state child support agencies and local law officials to coordinate efforts in a new investigative team, with promising results so far. The task force covered 5 states: Illinois, Indiana, Michigan, Minnesota, and Ohio. Of 358 cases received from states, 306 were investigated resulting in 181 arrests with 170 convictions or settlements and over \$3.6 million was ordered to be paid. The new task forces will be established in Baltimore, Dallas, New York, and Sacramento.

"Children denied financial assistance are among our most vulnerable citizens. They are more likely to have health concerns, develop problems with teenage pregnancy, drop out of high school, and engage in violence," said Attorney General Janet Reno. "By prosecuting parents who do not provide support, we will help give these children a better chance in life."

"My office is committed to this new child support law enforcement initiative," said Inspector General June Gibbs Brown. "This office sees the task force approach as an effective way of getting funds to deserving children while at the same time bringing criminals to justice."

In addition, HHS, with the support of the Justice Department, will work to enter into memorandums of understanding with state child support agencies to utilize the full federal criminal enforcement authority by insuring timely referrals of appropriate cases.

- More -

- 2 -

**DRAFT**

"For every child support dollar we collect, children have more hope they can rely on their parents instead of welfare for their well-being," said Olivia A. Golden, HHS assistant secretary for children and families. "We won't rest on our laurels, but spur ourselves to do more for the millions of children who don't receive child support."

Under the federal tax offset program, state child support agencies report names of parents who owe child support payments and the overdue amount to the HHS Administration for Children and Families. These individuals are then notified in writing of the amount that will be withheld to cover their child support debt. That amount is then deducted from their income tax refund. The delinquency may also be reported to credit reporting agencies.

Parents whose children receive Temporary Assistance to Needy Families (TANF) and whose unpaid child support totals \$150 or more may have their federal income tax refunds withheld. For tax year 1997, refunds were withheld on behalf of over 869,000 families with children receiving TANF. Parents of children who do not receive TANF must owe at least \$500 to have their refunds withheld. Nearly 428,000 non-TANF families benefited from the program this year.

For tax year 1997, the total amount collected was \$1.124 billion, up from \$661,771,371 in tax year 1992. For tax year 1997, the average collection was \$866.56; \$873.06 for non-TANF families and \$863.36 for TANF families. Collections for tax year 1997 were made after tax returns for that year were filed in 1997 and refunds requested.

"This has been another exciting year for the child support enforcement program. Today's records add to our success finding more than 1.2 million delinquent parents by matching our new national directories of people employed with those who owe child support," said David Gray Ross, commissioner, HHS office of child support enforcement. "I congratulate all those dedicated workers in the nation's child support partnership that every day help put more food on the table and hope in the hearts of children."

Since taking office, the Clinton administration made child support enforcement a high priority, resulting in unprecedented financial collections for children who are owed support. In addition to the collection accomplishments, paternity establishment rose to nearly 1.3 million in 1997, an increase of over 250 percent, from 516,000 in 1992. The new child support enforcement measures included in the new welfare reform law are projected to increase collections by billions over the next 10 years.

Attached is a state by state list of the tax-offset collections and families served.

###

Note: HHS press releases are available on the World Wide Web at: <http://www.dhhs.gov>.

# DRAFT

FOR IMMEDIATE RELEASE  
Thursday, Dec. 31, 1998

Contact: Michael Kharfen  
(202) 401-9215

## **PRESIDENT CLINTON AND HHS SECRETARY SHALALA ANNOUNCE NEW RECORDS IN CHILD SUPPORT COLLECTED**

### **President Clinton Announces Efforts to Increase Criminal Child Support Enforcement**

President Clinton and HHS Secretary Donna E. Shalala announced today that the federal/state child support enforcement program broke two records in child support collections. They reported that the program collected an estimated \$14.4 billion for fiscal year 1998, an increase of 7 percent from 1997's \$13.4 billion and 80 percent since 1992 when \$8 billion was collected.

The second record is that the federal government collected over \$1.1 billion in delinquent child support from federal income tax refunds for tax year 1997. This amount was 3 percent higher than the previous year and a 70 percent increase since 1992. Nearly 1.3 million families benefited from these collections.

President Clinton also announced today new efforts to increase criminal enforcement efforts to collect child support. He announced the establishment of new task forces in four sites that will cover 17 states across the country to pursue chronic delinquent parents who owe large sums of child support. The new teams will be based on a model project in Columbus, Ohio. This year, HHS launched a Midwest law enforcement task force with the HHS Office of Child Support Enforcement and Inspector General's Office, U.S. Attorneys, state child support agencies and local law officials to work in a new investigative team. To date, the results have been very promising. Of 322 cases received from states, 260 were investigated resulting in 171 arrests with 163 convictions or settlements and over \$3 million ordered to be repaid. Also, the Department of Justice will work with HHS to enter into memorandums of understanding with state child support agencies to utilize the full federal criminal enforcement authority by insuring timely referrals of appropriate cases.

"Each year, we break child support records, more child get the help they need and deserve than ever before," said Secretary Shalala. "We will use every available means at our disposal to ensure that parents who simply refuse to meet their responsibilities but have the resources provide emotional and financial support to their children."

Under the federal tax offset program, state child support agencies report names of parents who owe child support payments and the overdue amount to the HHS Administration for Children and Families. These individuals are then notified in writing of the amount that will be withheld to cover their child support debt. That amount is then deducted from their income tax refund. The delinquency may also be reported to credit reporting agencies.

"For every child support dollar we collect, children have more hope they can rely on their parents instead of welfare for their well-being," said Olivia A. Golden, HHS assistant secretary for children and families. "We won't rest on our laurels, but spur ourselves to do more for the millions of children who don't receive child support."

Parents whose children receive Temporary Assistance to Needy Families (TANF) and whose unpaid child support totals \$150 or more may have their federal income tax refunds withheld. For tax year 1997, refunds were withheld on behalf of over 869,000 families with children receiving TANF. Parents of children who do not receive TANF must owe at least \$500 to have their refunds withheld. Nearly 428,000 non-TANF families benefited from the program this year.

For tax year 1997, the total amount collected was \$1.124 billion, up from \$661,771,371 in tax year 1992. For tax year 1997, the average collection was \$866.56. The average collection was \$873.06 for non-TANF families and \$863.36 for TANF families. Collections for tax year 1997 were made after tax returns for that year were filed in 1997 and refunds requested.

"This has been an exciting year for the child support enforcement program. Today's records add to our success with our new national directories of people employed and those who owe child support finding more than 1.2 million delinquent parents," said David Gray Ross, commissioner, HHS office of child support enforcement. "I congratulate all those dedicated workers in the nation's child support partnership that every day help put more food on the table and hope in the hearts of children."

Since taking office, the Clinton administration made child support enforcement a high priority, resulting in unprecedented financial support for children. In addition to the collection accomplishments, paternity establishment rose to nearly 1.3 million in 1997, an increase of over 250 percent, from 516,000 in 1992. The new child support enforcement measures included in the new welfare reform law are projected to increase collections by billions over the next 10 years.

The next page has a state by state list of the tax-offset collections and families.

###

Note: HHS press releases are available on the World Wide Web at: <http://www.dhhs.gov>.

**DRAFT**

**(4) New Resources for Child Support Crackdown.** Unveil a new child support law enforcement initiative to double the number of prosecutions of egregious child support violators by providing resources to identify, investigate, and prosecute these cases. This effort will be part of a challenge to law enforcement in every state to join our national effort to ensure America's children receive the support that they need and deserve. (See one pager for more details -- level of funding is still undecided, so it's unclear if we can pledge to double the number of prosecutions.)

We may also be able to release new 1998 figures showing additional increases in child support collections. (We do not have these data yet but are working on getting them by early January. These data will update our current statistics showing a 68 percent increase in child support collections since the President took office, which are based on 1992-1997 comparison).

Estimate?  
 14.4 '98  
 \$8 '92  
 A 6.4 billion  
 80%

	President's Statements
1996 State of the Union	"In particular, I challenge the fathers of this country to love and care for their children. If your family has separated, you must pay your child support. We're doing more than ever to make sure you do, and we're going to do more, but let's all admit something about that, too: A check will not substitute for a parent's love and guidance. And only you -- only you can make the decision to help raise your children. No matter who you are, how low or high your station in life, it is the most basic human duty of every American to do that job to the best of his or her ability."
Welfare Bill Signing (8/96)	"It's the most sweeping crackdown on deadbeat parents in history....With this bill we say, if you don't pay the child support you owe we'll garnish your wages, take away your driver's license, track you across state lines; if necessary, make you work off what you pay -- what you owe. It is a good thing and it will help dramatically to reduce welfare, increase independence, and reenforce parental responsibility."
1997 State of the Union	"In the last four years, we have increased child support collections by 50 percent. Now we should go further and do better by making it a felony for any parent to cross a state line in an attempt to flee from this, his or her most sacred obligation."
1998 State of the Union	"We still have a lot more to do, all of us, to make welfare reform a success -- providing child care, helping families move closer to available jobs, challenging more companies to join our welfare-to-work partnership, <u>increasing child support collections from deadbeat parents who have a duty to support their own children.</u> "
Signing of Deadbeat Parents Punishment Act (6/24/98)	"The Deadbeat Parents Punishment Act of 1998 deals with child support evaders in the most serious cases. From now on if you flee across state lines and refuse to pay child support you may be charged with a federal offense, a felony offense, and may land in jail for up to two years. One way or the other people who don't support their children will pay what they must."  In addition to signing the bill into law, the President announced that a new child support collection system launched nine months ago has already located one million delinquent parents and the child support enforcement program established a record 1.3 million paternities in 1997. Overall, 68 percent more child support was collected in 1997 than in 1992.

\$866.56 average collected  
 19% increase from '96

3  
3

33 Tax offset \$ - small increase from previous year  
 1-1245 39% increase from previous year - last year '97  
 for 1.297 million families - have state by state #s  
 5. 20% increase from



**FAX COVER SHEET**  
**U.S. Department of Health and Human Services**  
**Administration for Children and Families**  
**Office of Public Affairs**  
370 L'Enfant Promenade, S.W.  
Washington, D.C. 20447  
Web Site: [www.acf.dhhs.gov](http://www.acf.dhhs.gov)

To: *CYNTHIA RICE*

Telephone: ( ) 456-2846

Fax: ( ) 456-7431

From: Michael Kharfen, Director

E-mail: [MKharfen@acf.dhhs.gov](mailto:MKharfen@acf.dhhs.gov)

Telephone: (202) 401-9215

Fax: (202) 205-9688

Pages (plus cover sheet): 3

Date: *12/29*

Re: *Child Support*

---

*Cynthia,*

*As we discussed.*

*First  
Draft*

*Michael*

FOR IMMEDIATE RELEASE  
Thursday, Dec. 31, 1998

Contact: Michael Kharfen  
(202) 401-9215

DRAFT

## **PRESIDENT CLINTON AND HHS SECRETARY SHALALA ANNOUNCE NEW RECORDS IN CHILD SUPPORT COLLECTED**

President Clinton and HHS Secretary Donna E. Shalala announced today that the federal/state child support enforcement program broke two records in child support collections. They reported that the program collected an estimated \$14.4 billion for fiscal year 1998, an increase of 7 percent from 1997's \$13.4 billion and 80 percent since 1992 when \$8 billion was collected.

The second record is that the federal government collected over \$1.1 billion in delinquent child support from federal income tax refunds for tax year 1997. This amount was 3 percent higher than the previous year and a 70 percent increase since 1992. Nearly 1.3 million families benefited from these collections.

"Each year, we break child support records, more child get the help they need and deserve than ever before," said Secretary Shalala. "We will use every available means at our disposal to ensure that parents meet their responsibility to provide emotional and financial support to their children."

Under the federal tax offset program, state child support agencies report names of parents who owe child support payments and the overdue amount to the HHS Administration for Children and Families. These individuals are then notified in writing of the amount that will be withheld to cover their child support debt. That amount is then deducted from their income tax refund. The delinquency may also be reported to credit reporting agencies.

"For every child support dollar we collect, children have more hope they can rely on their parents instead of welfare for their well-being," said Olivia A. Golden, HHS assistant secretary for children and families. "We won't rest on our laurels, but spur ourselves to do more for the millions of children who don't receive child support."

Parents whose children receive Temporary Assistance to Needy Families (TANF) and whose unpaid child support totals \$150 or more may have their federal income tax refunds withheld. For tax year 1997, refunds were withheld on behalf of over 869,000 families with children receiving TANF. Parents of children who do not receive TANF must owe at least \$500 to have their refunds withheld. Nearly 428,000 non-TANF families benefited from the program this year.

For tax year 1997, the total amount collected was \$1.124 billion, up from \$661,771,371 in tax year 1992. For tax year 1997, the average collection was \$866.56. The average collection was \$873.06 for non-TANF families and \$863.36 for TANF families. Collections for tax year 1997 were made after tax returns for that year were filed in 1997 and refunds requested.

"This has been an exciting year for the child support enforcement program with today's records and our success with the new national directories of employment and child support orders finding more than 1.2 million delinquent parents," said David Gray Ross, commissioner, HHS office of child support enforcement. "I congratulate all those dedicated child support workers in the federal/state partnership that every day help put more food on the table and hope in the hearts of children."

Since taking office, the Clinton administration made child support enforcement a high priority, resulting in unprecedented financial support for children. In addition to the collection accomplishments, paternity establishment rose to nearly 1.3 million in 1997, an increase of over 250 percent, from 516,000 in 1992. The new child support enforcement measures included in the new welfare reform law are projected to increase collections by billions over the next 10 years.

The next page has a state by state list of the tax offset collections and families.

###

Note: HHS press releases are available on the World Wide Web at: <http://www.dhhs.gov>.

**DRAFT**

State	Tax Offset Collection	Families
Alabama	\$25,751,891	27,391
Alaska	3,988,757	4,622
Arizona	11,404,946	11,953
Arkansas	13,537,260	15,700
California	151,286,394	150,052
Colorado	14,648,018	17,198
Connecticut	14,722,764	17,337
District of Columbia	2,936,434	3,368
Delaware	3,666,838	4,573
Florida	52,891,685	57,807
Georgia	30,919,451	34,949
Guam	274,383	275
Hawaii	5,411,774	6,506
Idaho	4,791,269	5,831
Illinois	39,218,600	45,563
Indiana	23,496,469	27,785
Iowa	17,851,601	21,837
Kansas	13,215,839	15,881
Kentucky	17,827,360	22,810
Louisiana	19,417,892	20,994
Maine	7,890,171	9,653
Maryland	22,458,245	25,487
Massachusetts	14,930,373	20,511
Michigan	60,701,723	73,422
Minnesota	9,471,659	13,278
Mississippi	16,786,885	18,730
Missouri	27,046,691	33,355
Montana	2,814,767	3,659
Nebraska	5,121,280	7,384
Nevada	5,168,632	5,909
New Hampshire	4,060,058	5,319
New Jersey	26,758,814	30,194
New Mexico	5,252,025	5,913
New York	48,758,599	56,134
North Carolina	27,267,247	32,418
North Dakota	2,843,006	3,835
Ohio	63,498,797	77,465
Oklahoma	12,553,545	14,069
Oregon	11,313,065	14,820
Pennsylvania	47,054,008	59,438
Puerto Rico	3,155,251	2,869
Rhode Island	2,618,691	3,529
South Carolina	10,203,403	11,648
South Dakota	3,075,695	4,248
Tennessee	24,840,377	25,445
Texas	94,726,951	104,203
Utah	6,174,805	7,304
Vermont	2,195,685	3,303
Virgin Islands	276,436	226
Virginia	21,806,163	26,988
Washington	27,410,054	33,523
West Virginia	8,588,782	10,979
Wisconsin	27,074,922	35,968
Wyoming	2,861,903	3,440
U.S.	\$1,124,018,361	1,297,104

Source: HHS Administration for Children &amp; Families



This Facsimile is from the

Administration for Children and Families  
 370 L'Enfant Promenade S.W.  
 Washington, D.C. 20447-0001

Date: 12/21/98

This transmission consists of this cover plus 2 pages

To: Cynthia Rice

From: Krista Sebenale

Phone: 456-

Phone: 401-9229

Fax: 456-7431

Messages: Per your request

Administration for Children and Families

Phone: 401-9200

Fax: 401-5770

Ex. Sec.: 401-9211

Fax: 205-4891

## MARYLAND - CHILD SUPPORT COLLECTIONS

Fiscal Year	Total	Percent Change
1997	322,363,403	12.2%
1996	287,923,032	8.5%
1995	265,343,964	8.4%
1994	244,645,351	11.7%
1993	219,084,888	12.9%
1992	194,008,629	

12/21/98

## PRELIMINARY

## Office of Child Support Enforcement

Table 3

## Financial Program Status, FY 1997

States	N.D. COLLECTIONS			ADMINISTRATIVE EXPENDITURES
	TOTAL	AFCG/CITAF	NON-AFCG	
ALABAMA	\$170,581,427	\$23,360,517	\$147,220,910	\$41,252,487
ALASKA	64,919,032	20,836,510	44,282,522	18,668,868
ARIZONA	132,048,847	26,030,525	106,018,322	49,085,481
ARKANSAS	91,457,022	19,876,008	71,581,014	46,274,009
CALIFORNIA	1,174,214,624	544,639,364	629,575,260	513,658,532
COLORADO	123,564,692	36,950,268	86,614,424	40,236,462
CONNECTICUT	141,543,436	60,342,040	81,201,396	45,878,634
DELAWARE	38,616,387	7,662,068	30,654,319	17,332,880
DISTRICT OF COLUMBIA	29,906,318	5,631,212	24,275,106	7,288,507
FLORIDA	484,630,121	100,231,066	384,399,055	140,467,078
GEORGIA	278,059,999	77,172,899	200,887,100	71,589,274
GUAM	6,681,544	1,320,394	5,361,150	3,535,602
HAWAII	55,015,839	11,510,438	43,505,201	23,438,118
IDAHO	48,025,328	10,224,918	37,800,410	17,482,146
ILLINOIS	267,359,518	77,682,722	189,676,796	130,720,798
INDIANA	208,444,050	39,853,408	168,590,642	33,738,575
IOWA	166,155,139	40,772,612	125,382,527	34,113,753
KANSAS	114,979,206	27,071,883	87,907,323	37,583,335
KENTUCKY	164,357,171	39,449,293	124,907,878	43,284,056
LOUISIANA	154,821,458	27,122,762	127,698,696	35,785,199
MAINE	68,615,439	31,809,928	36,805,513	16,220,128
MARYLAND	322,363,403	38,008,087	284,355,336	73,146,781
MASSACHUSETTS	258,584,016	67,381,987	191,202,029	63,908,669
MICHIGAN	1,092,176,097	161,658,369	930,517,728	161,467,678
MINNESOTA	355,371,919	64,572,484	290,799,435	85,898,403
MISSISSIPPI	97,017,611	21,856,876	75,160,735	30,793,087
MISSOURI	318,310,313	65,020,518	253,289,795	78,632,228
MONTANA	33,400,662	8,327,589	25,073,093	12,290,298
NEBRASKA	108,623,657	12,674,874	95,948,783	29,380,093
NEVADA	60,063,294	8,432,985	51,630,309	28,951,210
NEW HAMPSHIRE	54,468,733	9,644,988	44,823,745	13,587,807
NEW JERSEY	553,712,995	88,148,886	465,564,109	115,610,317
NEW MEXICO	34,417,383	9,498,319	24,919,064	23,731,548
NEW YORK	803,825,889	224,750,647	579,075,242	200,587,464
NORTH CAROLINA	298,907,678	74,282,560	224,625,118	105,631,194
NORTH DAKOTA	32,209,165	5,967,379	26,241,786	6,265,970
OHIO	1,083,543,013	123,514,504	960,028,509	208,669,145
OKLAHOMA	79,782,128	23,979,742	55,802,386	26,289,829
OREGON	197,910,878	29,283,418	168,627,460	42,529,281
PENNSYLVANIA	1,022,834,250	123,359,601	899,474,649	135,153,203
PUERTO RICO	142,555,415	2,814,548	139,740,867	26,540,809
RHODE ISLAND	38,824,537	18,869,088	19,955,449	8,967,346
SOUTH CAROLINA	135,657,053	24,935,402	110,721,651	31,582,887
SOUTH DAKOTA	30,887,684	6,163,498	24,724,186	5,330,842
TENNESSEE	172,822,904	31,555,946	141,266,958	44,894,049
TEXAS	618,065,552	108,101,224	509,964,328	171,993,512
UTAH	84,542,092	21,001,369	63,540,723	29,543,060
VERMONT	27,877,769	8,379,338	19,498,431	7,798,921
VIRGIN ISLANDS	5,921,270	628,005	5,293,265	2,431,660
VIRGINIA	292,829,779	48,883,418	245,946,361	55,974,157
WASHINGTON	451,730,094	112,561,131	339,168,963	116,466,917
WEST VIRGINIA	98,147,954	15,918,397	82,228,557	24,327,799
WISCONSIN	459,882,115	63,582,279	396,289,836	79,193,043
WYOMING	28,682,650	4,233,252	24,449,398	8,586,436
<b>NATIONWIDE TOTALS</b>	<b>\$13,379,946,359</b>	<b>\$2,855,632,521</b>	<b>\$10,524,313,848</b>	<b>\$3,123,789,584</b>

SOURCE: Financial data as reported by the States.  
NOTE: Data for fiscal year 1997 are preliminary.



This Facsimile is from the

**Administration for Children and Families**  
**370 L'Enfant Promenade S.W.**  
**Washington, D.C. 20447-0001**

Date: 12/21/98

This transmission consists of this cover plus 2 pages

To: Cynthia Rice

From: Kristin Jensen

Phone: 456-

Phone: 401-9229

Fax: 456-7431

Messages: Per your request

**Administration for Children and Families**

Phone: 401-9200      Fax: 401-5770

Ex. Sec.: 401-9211      Fax: 205-4891

## MARYLAND - CHILD SUPPORT COLLECTIONS

Fiscal Year	Total	Percent Change
1997	322,363,403	12.2%
1996	287,923,032	8.5%
1995	265,343,964	8.4%
1994	244,645,351	11.7%
1993	219,084,888	12.9%
1992	194,008,629	

12/21/98

## PRELIMINARY

## Office of Child Support Enforcement

Table 3

## Financial Program Status, FY 1997

State	IV-D COLLECTIONS			ADMINISTRATIVE EXPENDITURES
	TOTAL	AFFIDAVIT	NON-AFFID	
ALABAMA	\$170,581,427	\$23,360,517	\$147,220,910	\$41,252,487
ALASKA	64,819,032	20,636,510	44,282,522	18,668,868
ARIZONA	132,048,847	26,030,525	106,018,322	49,085,481
ARKANSAS	91,457,022	19,876,008	71,581,014	48,274,009
CALIFORNIA	1,174,214,624	544,639,364	629,575,260	513,658,532
COLORADO	123,564,692	36,950,268	86,614,424	40,236,462
CONNECTICUT	141,543,438	60,342,040	81,201,396	45,878,634
DELAWARE	38,616,387	7,962,068	30,654,319	17,332,880
DISTRICT OF COLUMBIA	29,906,318	5,631,212	24,275,106	7,288,507
FLORIDA	484,630,121	100,231,066	384,399,055	140,487,078
GEORGIA	278,059,999	77,172,899	200,887,100	71,589,274
GUAM	6,681,544	1,320,394	5,361,150	3,535,802
HAWAII	55,015,839	11,510,438	43,505,201	23,438,118
IDAHO	48,025,328	10,224,918	37,800,410	17,482,146
ILLINOIS	267,359,518	77,682,722	189,676,796	130,720,798
INDIANA	208,444,050	39,853,408	168,590,642	33,738,575
IOWA	166,155,139	40,772,612	125,382,527	34,113,753
KANSAS	114,979,206	27,071,883	87,907,323	37,583,335
KENTUCKY	164,357,171	39,449,293	124,907,878	43,284,056
LOUISIANA	154,821,458	27,122,762	127,698,696	35,785,199
MAINE	68,615,439	31,809,928	36,805,513	18,220,128
MARYLAND	322,363,403	38,008,087	284,355,336	73,146,781
MASSACHUSETTS	258,584,016	67,381,987	191,202,029	63,908,669
MICHIGAN	1,092,176,097	161,658,369	930,517,728	161,467,678
MINNESOTA	355,371,919	64,572,484	290,799,435	85,898,403
MISSISSIPPI	97,017,811	21,856,876	75,160,735	30,793,087
MISSOURI	318,310,313	65,020,518	253,289,795	78,632,228
MONTANA	33,400,882	8,327,589	25,073,093	12,290,298
NEBRASKA	108,623,657	12,674,874	95,948,783	29,360,093
NEVADA	60,063,294	8,432,985	51,630,309	28,951,210
NEW HAMPSHIRE	54,488,733	9,844,988	44,623,745	13,587,807
NEW JERSEY	553,712,995	88,148,886	465,564,109	115,610,317
NEW MEXICO	34,417,383	9,498,319	24,919,064	23,731,548
NEW YORK	803,825,889	224,750,647	579,075,242	200,587,484
NORTH CAROLINA	298,907,678	74,282,560	224,625,118	105,631,194
NORTH DAKOTA	32,209,165	5,967,379	26,241,786	6,265,970
OHIO	1,083,543,013	123,514,504	960,028,509	208,669,145
OKLAHOMA	79,782,128	23,979,742	55,802,386	26,289,829
OREGON	197,910,878	29,283,418	168,627,460	42,529,281
PENNSYLVANIA	1,022,834,250	123,359,601	899,474,649	135,153,203
PUERTO RICO	142,555,415	2,814,548	139,740,867	26,540,809
RHODE ISLAND	38,824,537	18,869,088	19,955,449	8,967,346
SOUTH CAROLINA	135,657,053	24,935,402	110,721,651	31,582,887
SOUTH DAKOTA	30,887,684	6,183,498	24,724,186	5,330,842
TENNESSEE	172,822,904	31,555,946	141,268,958	44,894,049
TEXAS	618,065,552	108,101,224	509,964,328	171,993,512
UTAH	84,542,092	21,001,369	63,540,723	29,543,060
VERMONT	27,877,769	8,379,338	19,498,431	7,798,921
VIRGIN ISLANDS	5,921,270	628,005	5,293,265	2,431,660
VIRGINIA	292,829,779	46,883,418	245,946,361	55,974,157
WASHINGTON	451,730,094	112,561,131	339,168,963	116,486,917
WEST VIRGINIA	98,147,954	15,919,397	82,228,557	24,327,799
WISCONSIN	459,882,115	63,582,279	396,299,836	79,193,043
WYOMING	28,682,650	4,233,252	24,449,398	8,588,436
<b>NATIONWIDE TOTALS</b>	<b>\$13,379,948,369</b>	<b>\$2,855,852,571</b>	<b>\$10,524,095,848</b>	<b>\$3,423,759,564</b>

SOURCE: Financial data as reported by the States.

NOTE: Data for fiscal year 1997 are preliminary.