

**Evaluation of the \$150 Child Support Pass-Through  
and Disregard Policy in the District of Columbia**

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## Executive Summary

In FY 2009, child support enforcement agencies across the country collected and distributed \$26.4 billion of child support to custodial families in the child support program, but they retained \$1.7 billion of these payments to recoup the costs of providing welfare to some custodial families. In particular, if custodial families are on Temporary Assistance for Needy Families (TANF), they must assign their rights to receive child support to the government as a condition of receiving aid. Any child support collected on behalf of the family while receiving TANF (up to the amount of welfare received) can be retained by the government. These retained child support collections are then divided between the state and federal government depending upon the state's Federal Medical Assistance Percentage.

The federal government, which regulates state child support enforcement programs, allows states to distribute child support payments to TANF families and not count those payments when calculating their TANF benefits. This policy is called a pass-through and disregard policy. States can pass-through and disregard all child support paid on behalf of TANF families. However, the federal government will not waive its entire share of retained collections if a state pursues this policy. The federal government only waives its share of retained child support collections for the first \$100/month of current support paid to families with one child and the first \$200/month of current support paid to families with two or more children. If states collect more than these amounts of child support on behalf of TANF families, the federal government requires that it receive its share of retained collections, regardless of whether or not the state distributes additional child support to TANF families.

The District of Columbia enacted a \$150/month pass-through and disregard policy in October 2005, which went into effect in April 2006. This policy passes through the first \$150 per month of current child support paid to families on TANF and disregards this amount when determining their TANF benefits. This means that if a noncustodial parent pays current support in a month, up to \$150 of the payment is directed to the custodial parent without reducing her TANF benefits. The custodial parent would have the TANF benefit plus \$150 of child support.

Prior to this policy, the District of Columbia, like most states, retained all child support collected on behalf of TANF families to recoup the costs of providing TANF. The District's City Council adopted this policy because it would benefit TANF families. The council also thought the policy might increase cooperation with the child support program and encourage noncustodial parents with children on TANF to pay more child support now that TANF families would receive some of the child support paid on their behalf.

TANF families in the District of Columbia have financial circumstances very similar to TANF families across the country. In general, they are very poor and highly dependent on public assistance. In FY 2006, the most recent year in which data are publicly available, nearly 40,000 people received TANF in D.C, two-thirds of whom were children. During an average month that year, TANF families received \$327 in cash benefits. All of these families received Medicaid and nearly all (83 percent) received food stamps. The average monthly food stamp benefit was \$262.

Only 12 percent of these families had any earned income in an average month. None of these characteristics differ greatly from the national averages.

During the first 3 years of the newly enacted pass-through and disregard policy, nearly \$4 million has been passed through to TANF families, averaging \$1.3 million per year. In FY 2008, 2,151 custodial parents on TANF received a pass-through payment and the average amount received by these parents that year was \$644. These custodial parents were on TANF for an average of 9 months during the year and during approximately four of those months they received a pass-through payment.

The implementation of the \$150 pass-through went very smoothly given the short time frame allowed for its implementation. The D.C. Child Support Services Division (CSSD) and Income Maintenance Administration (IMA) were expected to have the pass-through and disregard policy fully operational by April 2006, six months after it was enacted. In addition, the policy had to be implemented retroactively back to October 2005. This latter requirement was the most difficult part of the implementation process. To implement this policy, significant changes were needed to the computer systems that operate CSSD and IMA. Policy changes, changes to existing forms, training, and community outreach were also required. According to our interviews, the one area that may have benefited from additional efforts was community outreach (although CSSD did prepare a brochure and undertook considerable outreach efforts to let the community know about the new policy). In particular, a coordinated effort at community outreach between CSSD and IMA was not undertaken and may have been helpful. Additional funding was not requested for community outreach regarding this policy, which limited the outreach that was conducted.

Previous research conducted on the pass-through and disregard policy enacted in Wisconsin suggests that customers tend not to be aware of pass-through policy and this lack of knowledge may inhibit the positive outcomes anticipated from the policy. Enacting a pass-through and disregard policy is expected to not only increase the incomes of TANF families, but it is also expected to encourage TANF recipients to work more closely with the child support program. Further, it is expected to encourage noncustodial parents with children on TANF to pay more child support. However, it seems reasonable to assume that these positive behavioral responses depend upon customers knowing about the policy. IMA and CSSD staff thought that custodial parents were aware of the pass-through and disregard policy, but the staff were less certain about whether noncustodial parents were aware of it.

To gain greater insight into noncustodial parents' knowledge of this policy, CSSD conducted two surveys of noncustodial parents, one in the waiting area of CSSD's customer service unit and one in the waiting area of the Family Court. These surveys revealed that most noncustodial parents who completed the survey at CSSD knew about the pass-through policy, but most noncustodial parents who completed the survey at the Family Court did not. It appears that noncustodial parents surveyed at the Family Court tended to be new to CSSD; many of them did not have a court order to pay child support.

CSSD was also interested in learning how custodial parents felt about the pass-through policy and what they did with the additional money. To gather this information, the Urban Institute

conducted telephone interviews with ten custodial parents who had received the full \$150/month pass-through for all 12 months in 2009. We selected this group of custodial parents because we thought these custodians might have a better chance of remembering how they spent their child support income. When asked how they felt about the new pass-through policy, half of the custodians expressed positive views. The other half said that they wished they received all of the child support collected on their behalf, or that child support was collected for their other children with a support order, or that their food stamp benefits were not reduced. Regarding how they spent the pass-through, all of the custodial parents said that they spent the money on their children or used it to pay bills.

The Urban Institute examined the extent to which child support payments increased after the pass-through policy was implemented to ascertain whether there was a positive behavioral response among noncustodial parents with children on TANF. As mentioned above, under a pass-through policy TANF families receive some of the child support paid on their behalf and this may encourage noncustodial parents with children on TANF to pay more child support. To examine this behavioral response, we conducted several different econometric models, using monthly child support administrative data from CSSD that started in June 2004 and ended in March 2009.

Our regression results suggest that TANF cases with a current support order paid 5.6 percent more child support and were 1.8 percentage points more likely to pay any child support as a result of the pass-through policy. Both of these effects increased over time. By the third year, TANF cases with a current support order paid 10.8 percent more child support and were 3.2 percentage points more likely to pay any child support.

The effect of the pass-through policy was especially strong for cases with a current support order that entered the TANF system after the policy's enactment; these cases paid 19.7 percent more child support and were 7.4 percentage points more likely to pay than would have been statistically expected. Although the effect of the pass-through policy was strongest among new TANF cases with a current support order, by the third year of the pass-through policy, both new and older TANF cases with a current support order paid significantly more child support than expected. These results suggest that the pass-through and disregard policy played an important role in increasing child support payments among noncustodial parents with new and older TANF cases.

Although the administrative data is unable to definitively prove causality, several of our findings point to the role of the pass-through, rather than other factors, in encouraging these behavioral changes. Firstly, cases with orders at or below the maximum pass-through amount proved more likely than cases with higher orders to make payments after the pass-through policy was implemented; this supports our hypothesis that these cases would be especially incentivized due to all of their support being passed through to the TANF family. Secondly, as suggested by previous research, cases that entered TANF after the pass-through showed stronger payment increases than other TANF cases. Since new TANF cases only experienced TANF when there was a \$150/month pass-through and disregard policy in place, it is likely that the policy caused them to respond more strongly than older TANF cases that experienced TANF while there was no pass-through and disregard policy.

## I. Introduction

Under current law, TANF recipients must assign their rights to child support as a condition of receiving TANF. Child support collected on behalf of TANF families goes to the government to reimburse it for providing cash assistance to the family. Support collected is shared between the state and federal government according to the state's Medicaid matching rate.

The policy of retaining child support paid on behalf of TANF families discourages custodial and noncustodial parents from working with the child support program. Since custodial parents do not receive any child support paid on their behalf, they are less likely to want to cooperate with the child support program. Furthermore, since child support paid by noncustodial parents with children on TANF does not go to their children, noncustodial parents may not derive any satisfaction from paying child support.

Given the negative effects of this policy on child support collections, the federal government introduced a mandatory \$50/month pass-through and disregard policy in 1984. Under this policy, states were required to pass-through to TANF families the first \$50 per month of current support collected on their behalf and disregard this amount in determining TANF benefits. The federal and state governments shared in the cost of the pass-through according to the state's Medicaid matching rate. For the District of Columbia, which had a 50 percent Federal Medical Assistance Percentage at that time, this meant that the District retained \$25 less per month for each \$50 passed through to a TANF family than it did prior to the mandate (the federal government lost the other \$25 per month).

In 1996, as part of the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA), Congress abolished the mandatory \$50/month pass-through in August 1996. At that time, states were given the option to continue a pass-through and disregard policy, but the federal government discontinued sharing in the cost. This meant that if a state continued the \$50/month pass-through and disregard, it would retain \$50 less per month for each \$50 passed through to a TANF family (since the federal government no longer shared in the cost of the pass-through). In this environment, most states, including the District, discontinued the \$50 pass-through and disregard.<sup>1</sup>

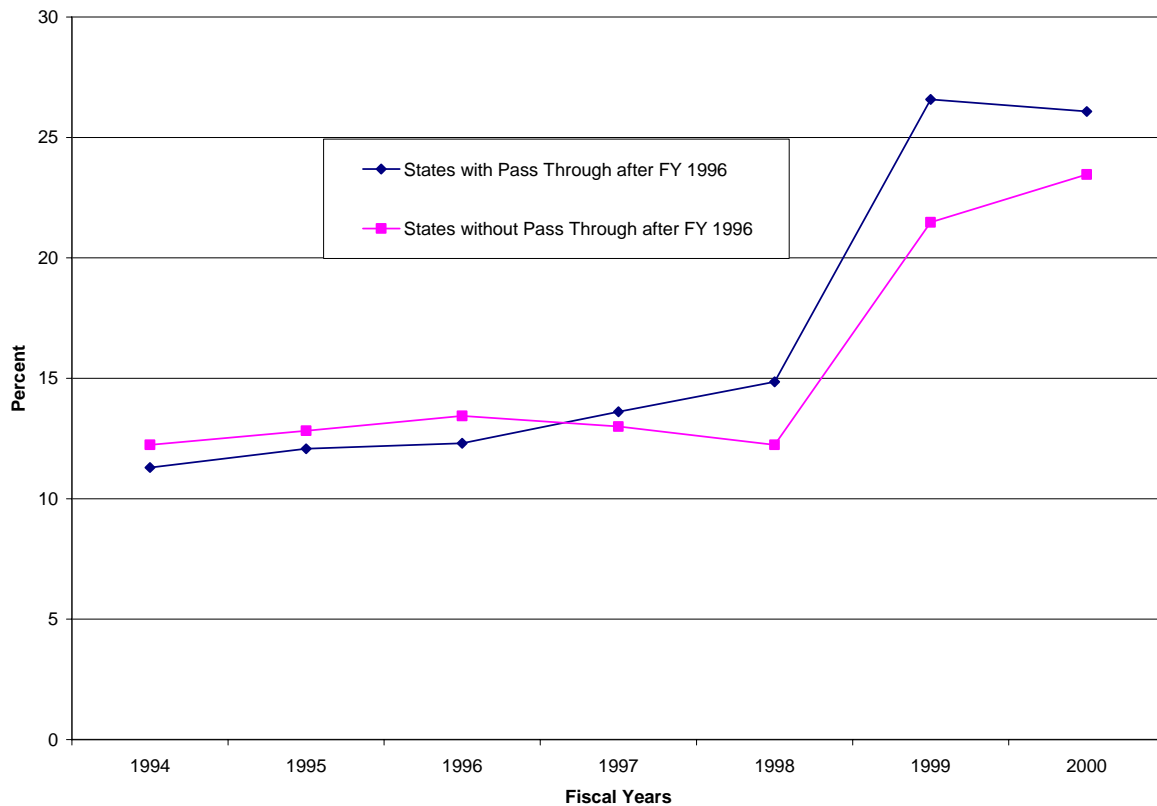
As we discuss further in the next section of this report, the impact of eliminating the mandatory \$50/month pass-through has not been fully examined, but figure 1 suggests that this affected child support collections after the enactment of PROWRA. Figure 1 shows the percent of TANF cases with a collection for states that retained the pass-through and those that did not from FY 1994 to FY 2000, three years prior to the abolition of the \$50/month pass-through and four years after. Prior to FY 1997, when all states were required to pass-through \$50/month to TANF families, figure 1 shows that the states that retained the pass-through after PRWORA had slightly lower collections rates among their TANF cases than states that abolished the pass-through after PRWORA. However, starting in FY 1997, when the mandatory pass-through was eliminated,

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<sup>1</sup>The following 19 states retained a pass-through and disregard policy: Alaska, California, Connecticut, Delaware, Illinois, Maine, Massachusetts, Michigan, Nevada, New Jersey, New Mexico, New York, Pennsylvania, Rhode Island, Texas, Vermont, Virginia, West Virginia, and Wisconsin.

the percent of TANF cases with a collection increased in states that retained the pass-through and fell in states that abolished it. This reversal continued in FY 1998. In FY 1999, the federal Office of Child Support Enforcement (OCSE) revised its reporting requirements for cases with a collection. Prior to that year, OCSE required states to report the number of cases with a collection during the month. That was changed to requiring states to report the number of cases with a collection during the year. This change in reporting requirements resulted in a one-time increase in the percent of cases with a collection. Among TANF cases, the collection rate went from 14 percent in FY 1998 to 24 percent in FY 1999. This change in reporting requirements, however, did not alter relative collection rates among states by their pass-through policy status. In FY 1999 and FY 2000, states that retained a pass-through and disregard policy continued to enjoy higher collections rates on their TANF cases than states that abolished their pass-through and disregard policy, reversing the pattern that existed prior to PRWORA.

**Figure 1. Percent of TANF Cases with a Collection Among States that Retained a Pass-Through and States that Abolished it: FY 1994 - 2000**



*Note:* In FY 1999, OCSE changed its reporting requirements with regard to cases with a collection. Prior to FY 1999, states were required to report the number of cases with a collection during the month. Since FY 1999, states are required to report the number of cases with a collection during the year.

*Source:* OCSE Annual Reports to the Congress, various years.  
<http://www.acf.hhs.gov/programs/cse/pubs/archive.html#annual>

In January 2006, Congress passed the Deficit Reduction Act (DRA) of 2005, which reestablished the federal government's role in sharing the cost of pass-through and disregard policies. Beginning in FY 2009, states may pass-through up to \$100/month for one child and \$200/month for two or more children and, if it disregards those payments when determining TANF benefits, the state will not be required to pay the federal government its share of those payments. Many states have responded to this legislation by reinstating or expanding their pass-through and disregard policies (Justice 2007).

The District of Columbia decided to reinstate a pass-through and disregard policy even before Congress enacted the DRA of 2005. Beginning in April 2006 (and backdated to October 2005), the District began passing through the first \$150/month of current support collected on behalf of TANF families and disregarding it when determining TANF eligibility and benefits. Despite having to pay the federal government its share of the disregarded child support, the District believed that reinstating a pass-through and disregard would benefit TANF families, increase cooperation with the child support program, and encourage noncustodial parents with children on TANF to pay more child support.

During the first year of the pass-through and disregard policy, \$1.2 million of child support was passed through to TANF families. The following year, that amount increased to \$1.3 million. In FY 2008, the amount reached \$1.4 million. Thus, during the first 3 years of this policy, nearly \$4 million of child support has been passed through to TANF families.

The purpose of this report is to document the implementation of the District's newly expanded pass-through and disregard policy, describe the characteristics of TANF recipients who are benefiting from this policy, and measure the impact of this policy on current support payments. We begin by reviewing previous research that has examined the impact of pass-through policies.



## **II. Literature Review**

Since its inception, a key rationale for enacting a child support pass-through and disregard policy has been that it would encourage cooperation with child support agencies among custodial parents and child support compliance among noncustodial parents. While passing through and disregarding child support provides more money to TANF families, a positive outcome on its own, a lack of an incentive effect of this policy would make it hard to justify disregarding child support paid to TANF families. Many sources of unearned income are reduced dollar for dollar when determining TANF benefits. Thus, the primary reason for treating child support income differently from other sources of unearned income is because withholding this income has negative incentive effects on child support cooperation and compliance.

Several studies have attempted to measure the effect of child support pass-through and disregard policies on custodial and noncustodial parents, primarily with respect to payment and/or receipt of child support. These studies can be roughly divided into two categories: 1) state-level evaluations designed to examine the effect of a particular pass-through and disregard policy; and 2) non-experimental analyses that use cross-state and over-time variation in disregard policies to measure their effects on payment and/or receipt of child support.

Some of these studies find that pass-through and disregard policies have a statistically significant positive effect on child support collections, while others do not. The strongest evidence of a positive effect of a pass-through and disregard policy is from an experimental evaluation conducted in Wisconsin, which examined the impact of passing through all child support to TANF families compared to a more limited pass-through and disregard policy that was equal to the greater of \$50 or 41 percent of the child support collection. However, it is difficult to generalize from this study since the pass-through policy was quite unique and it was only implemented in one state.

### ***State Evaluations***

Several states (Connecticut, Georgia, Minnesota, Vermont, and Wisconsin) have completed studies that examine the effects of a change in their child support pass-through and disregard policy (Wheaton and Russell 2004). Most of these states, however, changed their pass-through policy, not their disregard policy (Georgia, Minnesota, and Vermont). This means that any additional child support passed through to the family was offset by a decrease in the family's welfare benefit, severely limiting the incentive effect of this policy. In Connecticut, the change in their pass-through and disregard policy was a minor element of a much broader welfare reform experiment aimed at moving families in the Aid for Families with Dependent Children (AFDC) program from welfare to work. The most comprehensive study of this subject was conducted in Wisconsin, where an experimental design was used to analyze the effect of a 100 percent pass-through and disregard relative to a more limited pass-through and disregard (equal to the greater of \$50 or 41 percent of the child support collection).

The Wisconsin study found that fathers whose children were part of the experimental group and received the full child support pass-through were 5 percent more likely to pay child support

during the first year of the experiment than fathers whose children were in the control group and received only a partial pass-through, a small but statistically significant difference (Cancian, Meyer, and Caspar 2008). Furthermore, the difference in payment rates between fathers with children in the experimental and control groups increased over time. By the third year of the experiment, fathers with children in the experimental group were 8 percent more likely to pay child support than fathers with children in the control group.

An important subgroup of fathers are those with a child support order at the time the experiment began because these are the fathers who are obligated to pay child support. Among these fathers, fathers with children in the experimental group were 10 percent more likely to pay child support during the first year than fathers with children in the control group. This difference did not increase over time.

Another important subgroup of fathers are those whose children are new to TANF. It is hypothesized that the mothers and fathers of children who are new to TANF may be more responsive to a change in child support policy because they do not have long-standing behavioral patterns associated with the old partial pass-through policy. The Wisconsin study found that among these fathers, fathers with children in the experimental group were 16 percent more likely to pay child support than fathers with children in the control group, but this difference was not statistically significant until the third year, when the difference was 37 percent.

The Wisconsin study also found that fathers of children in the experimental group paid higher amounts of child support than fathers of children in the control group in all years, though the difference in the first year was not statistically significant. By the third year, those in the experimental group paid 19 percent more than those in the control group. Among fathers with a child support order, those in the experimental group paid 18 percent more than fathers in the control group, a difference that grew to 24 percent by the third year. The estimated effects are largest among fathers whose children are new to TANF, but for this subgroup, differences are statistically significant only in the third year.

In order for a pass-through and disregard to encourage additional payment of child support, parents must be aware that the custodial family will receive child support paid on its behalf. Families that already have child support collections may learn about the pass-through and disregard first-hand, through the increased child support payments transferred to them. However, families without child support and those new to TANF must be made aware of the new pass-through and disregard policy in order for the policy to encourage payment of child support.

The Wisconsin study shows that implementation of a new pass-through and disregard policy can cause confusion among case managers at the time of the policy change, and that successfully educating parents about a child support pass-through and disregard policy presents an ongoing challenge. The Wisconsin study found that in 1998 (the experiment started in July 1997) few Milwaukee TANF case managers understood the pass-through experiment or discussed it with their cases (Mayer, Kaplan, and Robles 2003). Case managers might have understood the Wisconsin policy change had it been a simple change that applied to all cases (rather than a complex experiment calling for different pass-through policies for treatment and control groups). Beginning in 2002, the Wisconsin experiment ended, and all child support was passed through to

all families. By 2005, case managers seemed well aware that families received all child support collected on their behalf and expected that families would have a good knowledge of the pass-through policy (Kaplan and Mayer 2006).

### ***Non-Experimental Studies of Pass-Through and Disregard Policy***

While the state child support evaluations provide important insights into the effects of specific pass-through and disregard policies implemented in specific states, it can be difficult to generalize from these findings. Non-experimental analyses that examine pass-through policies across states and time have the advantage of providing more generalizable results. Two studies examined the impact of state pass-through policies on the receipt of child support among single mothers using numerous years of the Current Population Survey (Sorensen and Hill 2004; Cassetty 2002). These studies found large and statistically significant effects of increasing (or decreasing) the amount of child support passed through to single mothers, but a key limitation of these studies is that they could not determine whether the change in child support receipt reflected a real increase in payment of child support, or simply reflected the mechanical effect of a pass-through policy that distributes more child support to custodial parents.

A third study used state-level administrative data to analyze the impact of state disregard policy on the likelihood and amount of collection of child support (Cassetty, Cancian, and Meyer 2002). Using data from 1985 to 1998, the study found that a larger disregard was associated with a statistically significant increase in the proportion of cases with collections. The coefficient suggested that a \$100 increase in the disregard was associated with a 1.5 percentage point increase in the proportion of AFDC/TANF cases with collections. However, more recently these authors updated this analysis to include data through 2003 and found no positive effect from disregard policies on child support collections (Cancian, Meyer, and Roff 2006).

Whereas the above studies examined cross-state and over-time variation in pass-through and disregard policies in order to determine the effects of these policies on child support, a final study (Meyer and Cancian 2002) examined the changing incentives that result from individual transitions to and from AFDC. The authors employed a discrete-time, event-history model to determine whether an exit from AFDC was associated with a transition from nonpayment to payment of child support; and whether an entrance onto AFDC was associated with a transition from payment to nonpayment. These are the transitions that would be expected to occur if individuals understood the pass-through policy and if a partial or no pass-through was a serious disincentive to participate in the formal child support system. The study evaluated 3,058 paternity cases from the Wisconsin Court Record Data from 1980 to 1993.

The study found no effect of transition to or from AFDC on the likelihood of collection of child support. The authors speculated that fathers may not respond to the change in incentives associated with the change in AFDC status because they do not understand the way the child support system works, or are unaware of changes in their children's AFDC status. Alternatively, the fathers may indeed have responded to the change, but this response was not detected in the study because it was obscured by other coincident changes. For example, if the child support system provided reduced enforcement for non-AFDC cases, this might counteract the positive impact of the increased incentive to pay.

### **III. Process Evaluation**

This section of the report focuses on the process study component of the evaluation. The primary goal of the process study is to document and describe the implementation of the District's \$150 pass-through. Information included in this section of the report was obtained through interviews with staff from CSSD and IMA in addition to observations of CSSD-sponsored outreach events. Data collected through surveys administered to noncustodial parents in CSSD's waiting area and at the District's Family Court also help to inform the information presented here and are discussed in the next section of this report.

This section of the report begins with a description of the methodology used to collect and analyze data for this component of the evaluation. We then present our key findings from the process study, which are divided into various sections. Following this, we highlight some of the implementation and ongoing challenges associated with the pass-through in the District. In addition, we summarize some of the recommendations and lessons learned by administrators and staff involved with the initial and ongoing implementation of the pass-through policy.

#### **A. Methodology**

Information for this section of the report was collected primarily during in-depth, semi-structured interviews with 17 CSSD and IMA staff in March and April 2009. Interviews were held with staff employed in a range of positions, including program directors; managers; customer service, operations, and policy and training supervisors and case workers; trainers; and community outreach specialists. Observations of CSSD-sponsored outreach events were also conducted. In addition, a variety of agency-produced documentation such as policy manuals, outreach and training materials, form letters, customer intake packets, and bi-annual reports were reviewed. Finally, between November 2008 and July 2009, short surveys were administered to over 100 noncustodial parents in CSSD's waiting area and in the District's Family Court. Results from these survey data are also used to inform the information presented here, particularly in regard to the discussion of noncustodial parent knowledge of the pass-through and the potential behavioral effects of the policy.

After all interviews were conducted, data were analyzed using standard qualitative data analysis techniques. Response passages were grouped together based on pre-determined topics and analyzed for common patterns and themes. The key findings from this analysis are presented below.

#### **B. Key Findings**

This section of the report summarizes key findings from the process analysis component of the evaluation, which may be relevant to those designing similar or related policies to benefit low-income families receiving child support enforcement services. The key findings presented here are divided into the following ten categories: legislative history and motivation behind the pass-through, implementation of the pass-through, pass-through related training, financial costs associated with the pass-through, outreach efforts, customer knowledge of the pass-through,

pass-through disbursement, benefits of the pass-through, negative consequences of the pass-through, and future plans.

### ***Legislative History and Motivation Behind the Pass-Through***

As noted earlier, the District of Columbia, along with 31 other states across the country, eliminated the \$50 pass-through in 1996 in response to the enactment of PRWORA. In 2004, a \$50 pass-through proposal was introduced to the D.C. Council by council member Kathy Patterson by way of the mayor's office. At this time, CSSD testified in opposition to the pass-through because enacting this policy would reduce its budget. Part of CSSD's budget is paid for by child support collected on behalf of TANF and former TANF recipients. Enacting a pass-through and disregard policy would reduce this part of CSSD's budget. Consequently, the pass-through legislation died in 2004.

When the \$50 pass-through was re-introduced to the council the following year, CSSD agreed to support the policy provided the council would cover the costs that CSSD would incur as a result, which they agreed to do. One interviewee stated, "It's always been the line of thought for child support that the more money given to TANF families the better because CSSD wants to help people move toward self-sufficiency. But, as a bottom line, CSSD needs to be able to operate its program. It was a fairly easy decision for CSSD to support the pass-through once we were 'made whole.'" IMA's primary concern regarding the policy at this time was the impact the pass-through could have on TANF families' eligibility for the Supplemental Nutrition Assistance Program (SNAP), formerly known as the Food Stamps Program. Though the District's pass-through policy disregards money passed-through to TANF families when determining eligibility and benefits for cash assistance, pass-through benefits are counted as income when determining eligibility and calculating benefits for SNAP. Thus, the District's pass-through has the potential to decrease TANF families' receipt of food assistance benefits.

In 2005, when the pass-through was under consideration for the second consecutive year, CSSD inquired as to why the proposed pass-through was only \$50. The average child support order for TANF families in the District is approximately \$240, and to be on the "cutting-edge," CSSD was willing to support a higher pass-through, as long as they were reimbursed for the costs associated with doing this. While under consideration by the Council's Committee on Public Safety and the Judiciary, the committee charged with, among other things, overseeing legislation relevant to the District's Office of Attorney General (OAG), the \$50 pass-through morphed into the \$150 pass-through. At this time, CSSD created a fiscal impact statement to document the expected costs they would incur resulting from this new policy. This statement was submitted to the council so that CSSD could be reimbursed for these costs. The bill was signed by the mayor in October 2005. As stipulated by the council, CSSD implemented the \$150 pass-through by April 2006, retroactive to the bill's passage in October 2005.

Though the Deficit Reduction Act (DRA) of 2005 was not enacted until February 2006, while the District's \$150 pass-through bill was under consideration, CSSD informed the council of the DRA and the possibility that this legislation could authorize the federal government to share in the cost of this new policy. However, in October 2005, when the District's pass-through was signed, CSSD was unsure as to whether the DRA would pass. Thus, the fiscal impact statement

that CSSD prepared for the council did not reflect the potential cost-savings for CSSD as a result of the passage of the DRA.

### ***Implementation of the \$150 Pass-Through***

The new pass-through policy required extensive system-wide changes for CSSD, and the requirement that the policy be implemented retroactively made implementing these changes more difficult. During the six months that CSSD was given to implement the pass-through (i.e., October 2005 to April 2006), CSSD worked with IMA to discuss the new responsibilities that each agency would have as a result of the pass-through and how each would be involved in the implementation process. For example, in consultation with IMA staff, CSSD made revisions to the letters they sent to new TANF applicants, which are used to inform custodial parents of the pass-through and their obligation to cooperate with the child support program (or face the possibility of being sanctioned through a reduction to their cash benefits). CSSD also informed IMA of the systems changes they were making as a result of the pass-through policy, which was their primary undertaking during the implementation phase of the project. It took CSSD staff the full six-month implementation period to complete the systems and coding changes required to begin administering the pass-through.

During the six-month implementation phase of the pass-through, CSSD also worked with the Chief Financial Office for the District to determine the programming and overall costs of the pass-through. CSSD was initially concerned that money would have to be diverted from other projects to cover the costs that they would incur as a result of the pass-through. However, according to the CSSD staff who were interviewed, financially, the council “made CSSD very whole.” Based on the fiscal impact statement CSSD developed, they were reimbursed for the programming and direct costs of the pass-through. In fact, because the District’s Earned Income Tax Credit (EITC) for noncustodial parents was also passed in the Fiscal Year 2006 Budget Support Act of 2005, CSSD’s local appropriation increased for the fiscal year in which the pass-through was initially implemented. CSSD continues to submit fiscal impact statements to the Chief Financial Office regularly, and is reimbursed by the council for its pass-through related costs quarterly.

In addition to implementing the necessary systems and coding changes, coordinating with IMA, and taking steps necessary to be reimbursed for the costs incurred as a result of the pass-through, CSSD also used resources to train staff and engage in community outreach efforts during the implementation phase of the project. This included activities such as designing a pass-through brochure, conducting mandatory training for all staff, and speaking specifically with legal staff and community advocates about the new policy. However, CSSD staff that were interviewed indicated that, at least initially, “we probably did not successfully reach the community and inform customers of the pass-through with our outreach efforts. The most effective community outreach came when custodial parents started to receive money from the pass-through.”

Despite the mandatory pass-through training that all CSSD staff were required to complete, many staff had questions about the policy during the early implementation phase of the pass-through. The PowerPoint presentation used to train staff about the pass-through, which we discuss further below, provided a relatively simplistic overview of the policy and did not discuss

many of the nuances that could arise related to the policy (such as the impact the \$150 pass-through can have on customers' SNAP benefits). Consequently, particularly during the early implementation phase of the project, there was a significant amount of back and forth among staff and customers with questions regarding the pass-through.

### ***Training***

During the implementation phase of the pass-through, CSSD developed a training that all staff at that time were required to complete. It took about three months for CSSD to train these staff, which included line staff, legal staff, and managers. The individuals responsible for developing and leading CSSD's pass-through training presented the policy as advantageous, as the policy allows low-income families to receive cash assistance through an income disregard of up to \$150 in child support paid on their family's behalf, while also potentially encouraging noncustodial parents (who might otherwise be reluctant) to pay child support.

After completing the roll-out of mandatory training for existing staff, CSSD also revised its training for new staff to include a discussion of the pass-through. Though the initial training that CSSD developed to train existing staff on the pass-through provided a relatively simplistic overview of the policy, some of the nuances related to the policy that can arise are now discussed in these training seminars for new staff. CSSD has had no agency-wide pass-through training since 2006, when the policy was first implemented. Despite this, CSSD staff who were interviewed indicated that most staff know about it; questions have come up and people learned from their peers. In addition, CSSD staff who were interviewed indicated that, "if a frequently asked question regarding the pass-through was identified, information addressing this question would be sent to all staff and CSSD would develop a training for this. However, not enough of the same questions have arisen to warrant the development of a new pass-through training for existing staff."

IMA also developed a pass-through related training that all existing staff were required to complete when the policy was first being implemented. IMA also provides training and refresher courses for staff on an ongoing basis that, among other things, cover a variety of child support issues.

### ***Outreach: Informing Customers of the Pass-Through***

IMA staff indicated that TANF applicants are consistently informed of a variety of child support related matters during individual intake interviews; however, whether and the extent to which the \$150 pass-through is specifically discussed during these interviews may vary depending on the IMA staff person conducting the interview. In general, the perception among IMA staff interviewed is that the topics discussed during intake are "pretty standard," and though when the pass-through is mentioned during intake, not much time is devoted to discussing it because "it's not a difficult thing for clients to understand." Included in the intake materials that IMA distributes to TANF applicants are forms that inform applicants of their obligation to assign their rights to child support over to the state and "cooperate with CSSD" while receiving TANF, but none of these forms explicitly inform custodial parents of the pass-through. IMA staff are required to discuss assignment of rights to child support during recertification interviews as well,

during which time the pass-through may also come up; however, if a custodial parent is not receiving child support, IMA staff indicated they likely would not discuss the pass-through at this time.

CSSD employs two community outreach specialists who regularly give presentations on the child support program at a variety of locations throughout the District, including hospitals, the D.C. jail, schools, employment and vocational training programs, and fatherhood programs. These presentations are given orally, often using PowerPoint technology. CSSD has an informal partnership with a local non-profit financial literacy organization, and outreach staff have teamed with this organization to jointly present to noncustodial parents. The pass-through is one of many topics covered during these presentations, which vary in length but typically last for about an hour. CSSD outreach staff who were interviewed indicated that it is not uncommon to present to over one hundred custodial and noncustodial parents monthly.

CSSD also developed a pass-through brochure, which has been one of the agency's primary mechanisms through which to inform the public of the pass-through. The brochure is often distributed during outreach presentations, by attorneys at the Family Court, and is also available to custodial and noncustodial parents in CSSD's waiting area and customer service unit. One-on-one sessions are sometimes conducted between CSSD staff and custodial and noncustodial parents as well, during which the brochure may be distributed and discussed.

In addition, CSSD sends out monthly collections notices to custodial parents that show, among other information, how much child support is collected and distributed for each of their orders. Any money passed-through to families receiving TANF appears on these notices, and thus they are also a mechanism through which CSSD informs the public of the pass-through. As previously mentioned, CSSD also mails form letters to new TANF recipients to notify them of the pass-through, their obligation to cooperate with the child support program, and the requirement to assign their rights to child support over to the state while receiving cash assistance. Finally, CSSD posts information on the pass-through on its website, including the purpose of the policy, a list of frequently asked questions and answers, and a printable brochure.

### ***Customer Knowledge of the Pass-Through***

The general sentiment among staff that we interviewed is that custodial parents typically do not know about the pass-through until they receive it, and even if they know about it prior to this point, "it has no reality until they begin receiving the money." During the implementation of the pass-through policy CSSD staff reported receiving many questions regarding the new policy. Now, CSSD staff estimate that "less than 10 percent of phone calls received by the customer service unit are directly about the pass-through." The pass-through related questions that CSSD currently receives generally concern custodial parents who expect to receive it and do not, or those who receive an amount other than what they are expecting.

Similarly, the general sense is that noncustodial parents generally are not aware of the pass-through until they are specifically informed of it. CSSD staff who were interviewed indicated that noncustodial parents are more likely to know whether the custodial parent of their child is receiving TANF than about the pass-through. Staff who were interviewed indicated that



custodial parents often communicate with noncustodial parents “as a last resort” when they need additional money to support a household, and it is through this communication that noncustodial parents may be made aware of their families’ TANF status and/or the pass-through.

### ***Pass-Through Disbursement***

Beginning in April 2006, retroactive to October 2005, CSSD began passing-through up to \$150 of current support collected each month on behalf of families receiving TANF and disregarding this amount when determining TANF eligibility and benefits. CSSD disburses pass-through payments to these families within 48 hours of receiving a child support payment.

Pass-through payments can be disbursed to custodial parents via child support debit cards, paper checks or direct deposit. Because paper checks are costly to issue and difficult to distribute to the sometimes transient population that CSSD serves, CSSD is trying to move towards disbursing child support exclusively through direct deposit or debit card. Currently, if a custodial parent does not object to receiving child support via debit card within ten days of being notified that this is the default distribution method for CSSD, the custodial parent is issued a debit card. As of August 2010, 70 percent of the families that the District’s child support program serves received child support via direct deposit or debit card. Most TANF recipients have a child support debit card in addition to their EBT card, which serves as the repository for distributed cash and food assistance benefits. The debit card includes an 800 number on the back that custodial parents can call to obtain the balance on the card. CSSD also mails statements to custodial parents each month to inform them whether a child support payment is made on their families’ behalf; who, if anyone, made a payment; how much was paid; and the amount, if any, was passed-through to the family.

According to CSSD staff interviewed, issues surrounding disbursement of the pass-through, typically regarding the amount of money passed-through, are the most common source of pass-through related confusion for both TANF families and CSSD staff. Questions that arise regarding disbursement of the pass-through are first handled by staff within CSSD’s customer service unit, who have access to DCCSES, CSSD’s automated system, and can answer specific questions about the child support cases of the individuals who call. However, questions involving complicated monetary disbursement issues, such as how a large lump sum payment should be treated (which staff of the customer service unit may be unable to answer) are directed to the fiscal section. CSSD staff within the fiscal section on occasion must work with the child support director to answer and resolve some of the more complicated pass-through disbursement questions that arise.

One of the most common sources of disbursement related pass-through confusion is how child support payments made by multiple noncustodial parents on behalf of one TANF family are treated. If multiple noncustodial parents associated with one TANF family pay current support in a given month, regardless of the number and amount of orders associated with that family, the maximum pass-through that the TANF family can receive is \$150, not \$150 per order. Another common source of confusion is that custodial parents think they will receive \$150 each month, regardless of their order amount. However, the District’s pass-through policy only allows CSSD to pass-through up to \$150 a month or the amount of the current support order, whichever is

smaller. In addition, child support is generally only passed-through to families during the month in which it is collected. Thus, if, for example, current support payments are withheld or made for two consecutive months on the 1<sup>st</sup> and 30<sup>th</sup> of a given month, a family will only receive a pass-through for the one month in which the current support is collected.

Finally, one of the most complicated nuances of pass-through disbursement is how lump sum payments made by noncustodial parents on behalf of families receiving TANF are treated. The general policy is that in a given month, if a noncustodial parent owes current support and arrears to the District and a lump sum payment (i.e., a payment larger than the amount of current support and arrears due for a given month) is made, the amount of the current support order or \$150, whichever is smaller, is passed-through to the TANF family, and the remaining money is applied toward arrears. Thus, for a case in which \$20,000 in arrears are owed to the District, the noncustodial parent has a \$50 monthly current support order, and that parent makes a lump sum payment of \$10,000, the TANF family would only receive a \$50 pass-through for the month in which the lump sum payment is received. If a noncustodial parent has no arrears and makes a lump sum payment, the TANF family would receive a pass-through for the month in which the payment is received, CSSD would hold one additional month's current support, and the remaining money would be returned to the noncustodial parent. CSSD's collections system will only allow a credit equal to two months child support to be amassed before a refund is issued to the noncustodial parent.

### ***Benefits of the Pass-Through***

Though the primary goal of the pass-through is to provide low-income families with additional money, one of the policy's secondary goals is to increase custodial parent cooperation with the child support program and increase collections among noncustodial parents with families receiving TANF. IMA and CSSD staff who were interviewed generally thought that the behavioral effects of the pass-through for custodial and noncustodial parents are limited, and that the primary benefit derived from the pass-through is simply getting more money to low-income families. Respondents indicated that noncustodial parents typically pay child support because they have a wage withholding, or they are able to pay. Some custodial parents seem more eager to cooperate with CSSD and are more forthcoming with information since the introduction of the pass-through, but in general, "some people are just more willing to cooperate than others." One respondent stated, "I'll have to wait and see what the data tells me." This respondent went on to speculate that any increases in child support collections since the introduction of the pass-through were probably the result of program performance improvements, not positive behavioral effects of the pass-through.

### ***Negative Consequences of the Pass-Through***

Aside from reducing TANF families' food assistance benefits by 30 percent, no negative consequences of the pass-through were identified. One respondent indicated that "custodial and noncustodial parents generally do not complain about the pass-through." As is discussed above and in further detail in section C below, there are a number of challenges related to the pass-through, such as making sure custodial and noncustodial parents and agency staff understand how the policy works, particularly related to the conditions under which pass-through payments are disbursed. However, the general sentiment among agency staff interviewed is that the policy is a good thing since it helps low-income families meet their financial needs and it does not reduce CSSD's funding.

### ***Future Plans***

At the time these interviews were conducted, CSSD and IMA had plans to form a collaboration to better partner with each other on a variety of issues, including the pass-through. As part of this collaboration, CSSD intends to begin working with IMA on a pilot project in which the families of 6,000 children living in the District without child support orders established on their behalf would be recruited to participate. The aim of the project is to provide a wide array of services to these families, including employment services for the noncustodial parents associated with them, so that child support orders can be established and payments collected for these children.

In addition, CSSD indicated that they have no plans to propose that the council increase the pass-through. Instead, CSSD plans to defer to the council to propose any changes to the pass-through policy.

### **C. Implementation and Ongoing Challenges**

This section of the report describes some of the implementation and ongoing challenges related to the \$150 pass-through that CSSD and IMA staff have faced during the first three years of operating the pass-through.

Probably the biggest implementation challenge was implementing the pass-through retroactively. The Council required that CSSD implement the pass-through by April 2006 retroactive to October 2005. Implementing the pass-through retroactively made the required systems changes much more difficult and costly for CSSD. It was also a challenge to implement the pass-through in six months. Although CSSD successfully implemented this policy including its retroactive requirements within six months, CSSD could have benefited from additional time to roll out the policy.

The most common source of pass-through-related confusion for CSSD customers involves the amount or lack of pass-through payments received by custodial parents. Pass-through payments associated with noncustodial parents who have more than one child with more than one custodial parent are split between these families up to the maximum allowable amount (i.e., \$150). Similarly, each TANF recipient can only receive a pass-through of up to \$150 each month, regardless of the number of noncustodial parents paying child support on his/her children's

behalf. Furthermore, there continues to be some confusion, particularly among custodial and noncustodial parents, regarding the impact that lump sum and inconsistent child support payments can have on the receipt of a pass-through. Finally, though custodial parents sign a form acknowledging their understanding that they must assign their rights to child support over to the state while receiving TANF, this continues to be a source of confusion. One ongoing challenge for CSSD is successfully informing staff and customers of these more complicated nuances of the pass-through policy.

#### **D. Recommendations and Lessons Learned**

The experiences of the District offer many insights and important lessons about the design, implementation, and ongoing administration of pass-through policies. The section of the report that follows describes some recommendations and lessons learned by CSSD and IMA staff during the four years since the policy was first implemented.

##### ***Training***

CSSD had mandatory training on the pass-through that all staff had to take shortly after the policy was enacted. This training was considered essential in order to inform all staff of the new policy. However, the training only provided a general description of the pass-through and emphasized the benefits of adopting this policy. It did not go into depth about the specifics of the pass-through. Many of CSSD's staff interact with customers daily and are sometimes asked about the pass-through. More in-depth training materials could be made available to these staff so that they can more effectively answer customers' questions.

##### ***Coordination between Agencies***

CSSD staff indicated that general and frequent communication and coordination between the agencies involved in a policy such as this one is helpful, especially during the implementation phase.

##### ***Initial and On-going Outreach about the Pass-Through***

CSSD did not request funding from the D.C. Council to cover the costs of outreach activities associated with the pass-through policy. Doing so could have improved CSSD's outreach efforts, particularly during the implementation phase of the project. Without funding allocated to specifically cover the costs of outreach, CSSD opted not to use public service and television advertisements or the mass media, all of which were identified as effective channels through which to reach the TANF population, to inform people in the community of the pass-through. Other jurisdictions planning to adopt pass-through policies in the future may want to consider requesting funding for outreach related expenses and using this to pay for public service announcements, television advertising, and other mass media.

CSSD did not develop a coordinated outreach strategy with IMA to inform the public of the pass-through, which may have helped get the word out. Both CSSD and IMA have their own outreach efforts, but they were not combined to strengthen the message about the pass-through.

Outreach regarding the pass-through is not just a one-time proposition. Although outreach is needed during the implementation phase, it is also worthwhile to continue conducting outreach after the implementation phase. New families go onto TANF regularly and informing them of the pass-through is useful. Identifying appropriate venues to conduct this outreach is an ongoing challenge. One possibility is to ask judges and attorneys to inform custodial and noncustodial parents of the pass-through in Family Court, where they tend to be a captive audience. Judges and attorneys are present at hearings during which child support orders are established, and informing parents of the pass-through at this time may encourage cooperation with the child support program early on.

### ***Pass-Through Disbursement***

CSSD may want to consider adopting a grace period for current support collected late or early so that, for example, child support collected on June 1<sup>st</sup> and 30<sup>th</sup> could be applied toward current support owed during June and July. With the current disbursement policy in the District, a TANF family in the above scenario would not receive a pass-through for July if no payments in that month were made.

## **IV. Surveys of Custodial and Noncustodial Parents**

### **A. Telephone Survey with Custodial Parents**

As part of the process evaluation, the Urban Institute wanted to talk to a few custodial parents about their experience with the \$150 child support pass-through. We asked IMA to recruit TANF recipients for a focus group discussion, which was to be held in their main office, but no one showed up. Thus, CSSD and the Urban Institute decided to conduct a telephone survey instead. The plan was to interview 10 custodians about their experience with the \$150 pass-through. The purpose of the telephone survey was to better understand how custodians felt about receiving the pass-through and what they did with the additional money.

The Urban Institute used data from CSSD to identify custodians. We decided to talk to custodians who had received the full \$150/month pass-through for all 12 months in 2009. The reason we selected this group was because we thought these custodians might have a better chance of remembering how they spent their child support income. We identified 67 custodians who met this criterion and had a home telephone number. We decided to send 40 letters to ensure that the Urban Institute was able to complete 10 interviews. CSSD mailed the letters in early March. The letters indicated that individuals would receive \$20 for completing the survey. Custodians were given the option to conduct the interview on the phone or in the CSSD office. All of the respondents elected to conduct the interview on the phone.

Staff from the Urban Institute telephoned 28 people before completing 10 interviews. Twelve of the 28 individuals (43 percent) had their telephone number disconnected. One person said that they did not want to complete the interview. Messages were left for the remaining individuals.

Of the ten custodians who were interviewed, two were grandmothers of the children in question. Both of these grandmothers were the mother of the noncustodial parent and both of them were the custodian of just one child. In this way, they were very different than the other custodians who were interviewed, all of whom were custodial mothers.

Among the eight custodial mothers interviewed, all of them had more than one child living at home. The average number of children among these mothers was 3.3. In addition to having more than one child in the home, half of the custodial mothers had more than one child support case. The average number of child support cases was 2.

When we asked the interviewees how much child support they received each month, six of the custodians said that they received \$150/month, three custodians said that they received more than that amount, and one said that she received her child support on a debit card and didn't know how much she received.

When asked if they had difficulty receiving the pass-through, all but one custodian said that they had no problems receiving the pass-through. The one custodian who mentioned a problem said that her payments were coming very late in the month.

Most of the custodians said that they knew about the change in the pass-through policy and that they learned about the change as a result of receiving child support payments while on TANF. One mother said that she didn't really understand the policy, but that she knew TANF got half (she has a \$300/month child support order).

When asked how they felt about the new pass-through policy, half of the custodians expressed positive views. Two of the custodians were very pleased to receive the child support payments and three others expressed positive views about the policy. Two other custodians, however, said that they wished they received all of the child support collected on their behalf and two other custodians said that they wished that child support was collected for their other children. Finally, one custodian noted that the new pass-through policy reduced her food stamp benefits, which seemed to color her view of the pass-through policy.

When asked how they spent the pass-through, most of them said that they spent the money on items for their children and used it to pay bills. School supplies and clothing were the most frequently mentioned items that were bought for their children. Food was the most frequently cited bill that was paid with pass-through money. Specific items that were mentioned were art supplies for a "budding artist," a cell phone for a teenage daughter, new beds, doctor's bills, field trips, bus passes, and lunch money.

We also asked about contact between the noncustodial parent and the children he was paying support for. Seven of the ten custodians said that the noncustodial parent had contact with the children. The amount of contact varied, from twice a week to twice a year. We also asked about informal support and eight of the custodians said that the noncustodial parent provided no forms of informal support. Two indicated that the noncustodial parent gave his children gifts at Christmas and birthdays, but no other forms of informal support were mentioned.

## **B. Waiting Room and Family Court Surveys of Noncustodial Parents**

In this section of the report, we examine the results of two surveys of noncustodial parents conducted by CSSD staff. CSSD had already been administering a survey to noncustodial parents in the waiting area of CSSD's customer service unit. This survey asked noncustodial parents about their knowledge of various aspects of the CSSD program, including their knowledge of the pass-through and disregard policy. To broaden the population of noncustodial parents who were surveyed, CSSD decided to interview noncustodial parents at the Family Court about their knowledge of the pass-through policy. It was anticipated that noncustodial parents in the Family Court would be quite different from those in the waiting room.

In general, noncustodial parents who responded to the waiting room survey tended to know about the \$150 pass-through, while those in the Family Court did not. This difference appears to be driven by the fact that many of the noncustodial parents at the Family Court were new to the child support system. Several of the respondents to the Family Court survey indicated that they did not have a child support order yet. In contrast, all of the respondents to the waiting room survey had an order.

### ***Summary of Waiting Room Survey Results***

CSSD started administering a survey of noncustodial parents in their waiting room in November 2008. The final two questions on this survey ask respondents:

10. Does the mother or guardian of your child receive public assistance?
11. If so, did you know that the first \$150 of your payment goes directly to the mother or guardian to support your child?

In June 2009, a final question was added to the survey, which asked:

12. If yes to #11, does knowing the \$150 goes directly to the mother or guardian to support your child make you more inclined to cooperate with the child support program or pay your child support?

Between November 2008 and December 2009, 196 surveys included responses to question 10 above. Of those who responded to question 10, 37 percent (73) indicated that the custodial parent of their child receives TANF; 63 percent (123) indicated that the custodial parent of their child does not receive TANF. Of the noncustodial parents who indicated the custodial parent of their child receives TANF, 65 percent reported knowing that the first \$150 of current support paid on behalf of their family is passed-through. Of the 27 noncustodial parents surveyed between June and December 2009 who responded to Question 12 (and knew that the custodial parent of their child was receiving TANF and that the first \$150 of support paid on their family's behalf would be passed-through), 74 percent indicated that the pass-through makes them more inclined to cooperate with the child support program and/or pay support.

### ***Summary of Family Court Survey Results***

The Urban Institute drafted a survey instrument that CSSD staff administered at the Family Court to noncustodial parents willing to complete the survey. The purpose of this survey was to become informed about noncustodial parents' experiences with the pass-through policy.

The first questions in the survey were designed to identify appropriate respondents for the survey. The first question was: "Are you a noncustodial parent?" However, interviewers often found that men in the Family Court waiting room were not familiar with the term "noncustodial parent." If people were confused by the term, interviewers typically followed up with: "Do you have children who do not live with you?" In retrospect, we should have developed a better opening question that did not use unfamiliar terms.

Once noncustodial parents were identified, they were asked if the custodial parent or guardian of their children received public assistance. This was the basic screening question used on the waiting room survey and seemed appropriate since the pass-through only goes to families receiving TANF. In retrospect, we should have also asked noncustodial parents whether or not they had a current support order as part of the Family Court screening process since only families with a current support order can receive the pass-through. This question was not important for



the waiting room survey since all of the noncustodial parents in the waiting room had a child support order, but that was not the case at the Family Court. Since this question was not asked, CSSD staff interviewed several people who did not have a child support order.

The remaining questions on the survey asked noncustodial parents if they were aware of the \$150 pass-through, how they heard about this policy, whether this policy affected their view of the child support program or their payment behavior, whether they had paid child support recently, and whether they had heard of any problems from the custodial parents about receiving child support payments. Unfortunately, very few respondents were eligible to answer these questions, as we discuss below.

Between April and June 2009, several CSSD staff spent time at the Family Court, asking noncustodial parents in the waiting area if they would be willing to complete a survey. Well over 70 individuals were approached and 68 individuals self-identified as a noncustodial parent. Of these 68 individuals, 37 percent (25 people) indicated that the mother or guardian of their child received public assistance. Of those who indicated that the mother or guardian of their child received public assistance, 17 percent (4 people) were aware of the \$150/month pass-through.

Seven of the 13 questions on the survey were directed toward people who knew about the pass-through policy, but since only 4 respondents indicated that they knew about the pass-through, these questions went largely unanswered. Of the four people who answered whether they thought the pass-through policy was a good idea or not, one said he thought it was a good idea because the custodial family needed the money, one said he thought it was a bad idea because it simply gave more money to the custodial parent and two had no opinion. Of the four people who were asked if the pass-through policy affected their payment behavior, only one said it did (the one who thought the pass-through policy was a good idea). Of the four who were asked whether the pass-through policy affected their view of the child support program, two said yes (the two who had a view of the policy) and two said no (the two who had no opinion of the policy). Of the two who said it affected their view of the child support program, one said it improved his view of the child support program (the one who thought the pass-through policy was a good idea), and one said it negatively affected his view of the child support program (the one who thought the pass-through policy was a bad idea). The two noncustodial parents who had an opinion about the pass-through policy said they had paid child support recently; the two who didn't have an opinion about the pass-through policy had not paid recently.

There were 25 people who answered whether or not they had paid child support recently, and 18 of them (72 percent) said they had paid recently. Of the 18 who said they had paid recently, they were asked whether or not they had heard from the custodial parent about problems receiving the payments. Five of these individuals (38 percent) said that they had heard from the custodial parent about problems receiving the payments. For example, one person indicated that he had made a lump sum payment and the custodial parent had received only part of the payment. Another person said that he had an interstate case and he made his payments through the New Jersey child support program, but the custodial parent said she was not receiving the payments.

## V. Descriptive Analysis of TANF Families

In this section of the report, we use two sources of information to describe TANF families. The first data are the latest publicly available data on TANF recipients that are tabulated by the District of Columbia's Income Maintenance Administration (IMA) and made publicly available by the federal Department of Health and Human Services, Office of Family Assistance. The second data are tabulated by the Urban Institute and based on data from the District of Columbia's Child Support Services Division. We examine data from IMA because these data include income and demographic characteristics of TANF recipients that the CSSD data does not have. However, as we explain below, not all TANF families in the District of Columbia have a child support case with CSSD. Analyzing TANF families within CSSD provides a more accurate, but more limited, profile of TANF families who are eligible for the pass-through.

### A. Characteristics of all TANF Families

In FY 2006, 39,482 people in the District of Columbia received TANF in an average month, representing 15,717 families. Most of these recipients (76 percent) were children.<sup>1</sup> Just over 4 million people received TANF in the United States in an average month and 76 percent of these recipients were children, the same percentage as in D.C.

In many ways TANF recipients in the District look very similar to TANF recipients in the rest of the country—they are very poor and very few have a working adult in the family. In other ways, however, they are quite different. For example, adult TANF recipients in the District are much less likely to have completed high school than adult TANF recipients in the rest of the country and the average length of time on TANF is much longer.

#### *Financial Circumstances of TANF Families*

The financial circumstances of TANF families in the District are quite bleak, as they are across the country. In FY 2006, only 12 percent of the TANF families had someone working in an average month. For the few families with an earner, the average monthly earnings were just \$917. Although the average number of people in an assistance unit was 2.5 people, the average monthly TANF grant was \$327 in FY 2006. Fortunately, all of the TANF families in the District received Medicaid and 83 percent received food stamps. The average monthly amount of food stamps was \$262. In contrast, only 26 percent of TANF families in D.C. received subsidized housing and 11 percent received subsidized child care in an average month. Only 4 percent had other resources in an average month and the average monthly amount of those resources was just \$246.

The financial circumstances of TANF families in the District are not that different from those in the country as a whole. Only 10 percent of TANF families in the U.S. had someone working in an average month. For these families, the average monthly earnings were \$707. The average monthly TANF benefit was \$372, slightly higher than the amount in D.C., and the average

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<sup>1</sup> The District of Columbia had a small separate state program for families who were not formally in the TANF program but received cash assistance. In FY 2006, there were 458 families in this program in an average month. These individuals are not included in the tables in this section.

number of TANF recipients was 2.3, slightly lower than the average number in D.C. Just as in D.C., nearly all TANF families received Medicaid and most received Food Stamps. The average monthly food stamp allocation is about the same as in D.C. (\$275). Slightly fewer TANF families received subsidized housing (17 percent) and subsidized child care (8 percent), but more had other resources (11 percent).

**Table 1. Financial Characteristics of TANF Families in the District of Columbia and the United States: FY 2006**

Characteristics	District of Columbia		United States	
	Number	%	Number	%
<b>Number of TANF families</b>	15,717	100	1,802,567	100
<b>Number of TANF recipients</b>	39,482	100	4,199,943	100
Number of children	30,035	76	3,203,631	76
Number of adults	9,447	24	996,312	24
Average Number of Recipients in TANF Family	2.5		2.3	
<b>Financial Characteristics of TANF Families</b>				
Average monthly TANF grant	\$327		\$372	
Number and Percent on Medicaid		100		99
Number and Percent on Food Stamps		83		81
Average monthly Food Stamps	\$262		\$275	
Number and Percent w/ Subsidized Housing		26		17
Number and Percent w/ Subsidized Child Care		11		8
Number and Percent w/ Other Resources		4		11
Average monthly Received from Other Resources	\$246		\$236	
Number and Percent of TANF Families w/ Earned Income		12		10
Average monthly Earned Income	\$917		\$707	

Source: Characteristics and Financial Circumstances of TANF Recipients. TANF 8<sup>th</sup> Annual Report to Congress (chapter 10, appendix tables 10:2, 10:13, 10:14, 10:33, 10:43, and 10:45).

[http://www.acf.hhs.gov/programs/ofa/data-reports/annualreport8/Append\\_index.htm#chap10](http://www.acf.hhs.gov/programs/ofa/data-reports/annualreport8/Append_index.htm#chap10)

### *Characteristics of Adult Recipients*

The educational attainment of adult TANF recipients is quite low in D.C. and considerably lower than in the U.S. Sixty eight percent of adult TANF recipients in D.C. have not completed high school. In contrast, in the nation as a whole, 41 percent of adult TANF recipients have not completed high school.

The racial composition of adult TANF recipients is also quite different in D.C. compared to the U.S. Ninety eight percent of adult TANF recipients in D.C. are black. In the nation as a whole, 37 percent are black, 38 percent are white, and 20 percent are Hispanic.

Although the educational attainment and racial composition of adult TANF recipients is quite different in D.C. than in the U.S., their age distribution is about the same. About half of adult TANF recipients in D.C. and the nation are in their 20s; about 29 percent are in their 30s; and about 13 percent are in their 40s.

**Table 2. Characteristics of Adult TANF Recipients in the District of Columbia and the United States: FY 2006**

Characteristics	District of Columbia	United States
	%	%
<b>Educational Attainment</b>		
Less than 10 years	31	13
10-11 years	37	29
12 years	30	54
More than 12 years	3	5
<b>Age Distribution</b>		
< 20	5	7
20-29	50	49
30-39	29	27
40-49	13	14
50+	3	3
<b>Ethnicity/Race</b>		
Hispanic	1	20
White	0	38
African American	98	37
Other	0	4
Unknown	0	1

*Source:* Characteristics and Financial Circumstances of TANF Recipients. TANF 8<sup>th</sup> Annual Report to Congress (chapter 10, appendix tables: 10:19, 10:22, 10:26). [http://www.acf.hhs.gov/programs/ofa/data-reports/annualreport8/Append\\_index.htm#chap10](http://www.acf.hhs.gov/programs/ofa/data-reports/annualreport8/Append_index.htm#chap10)

### *Characteristics of Child Recipients*

In FY 2006, there were 2 children, on average, in a D.C. TANF family, only slightly higher than the average number in the country as a whole (1.8). The age distribution of children on TANF in the District was quite similar to that in the U.S. Forty one percent of children on TANF were under six years old in D.C. and the U.S. Just over 50 percent were between 6 and 15 years old. Less than 10 percent were 16 to 19 years old.

While most children receiving TANF in the country live with a parent, the percent of children on TANF who live with a parent is particularly high in the District. In FY 2006, 91 percent of children receiving TANF in D.C. lived with a parent compared to 83 percent for the country as a whole. The next most common person to be the head of the household for children on TANF is

their grandparent. In FY 2006, 6 percent of TANF children in D.C. and 11 percent of TANF children nationwide lived in a household where their grandparent was the head of household.

**Table 3. Characteristics of Children Receiving TANF in the District of Columbia and the United States: FY 2006**

Characteristics	District of Columbia	United States
<b>Average Number of Child Recipients</b>	2.0	1.8
	%	%
<b>Age Distribution</b>		
0-1	15	15
2-5	26	26
6-11	33	31
12-15	20	20
16-19	7	9
<b>Household Head</b>		
Parent	91	83
Grandparent	6	11
Other Relative	3	5
Unrelated to the children	0	1

Source: Characteristics and Financial Circumstances of TANF Recipients. TANF 8<sup>th</sup> Annual Report to Congress (chapter 10, appendix tables: 10:4, 10:33, 10:39). [http://www.acf.hhs.gov/programs/ofa/data-reports/annualreport8/Append\\_index.htm#chap10](http://www.acf.hhs.gov/programs/ofa/data-reports/annualreport8/Append_index.htm#chap10)

### ***Other Characteristics of TANF Families***

Although nearly all children receiving TANF in the District live with a parent, many of those parents are not in the assistance unit. In FY 2006, 41 percent of TANF families in the District were classified as “child-only” families, meaning the assistance unit consisted only of children. Although the assistance unit was called a “child-only” family, 78 percent of these assistance units were headed by the children’s parent. The primary reason a parent was not in the assistance unit in D.C. was because the parent had been sanctioned. A small percent of parents were not in the assistance unit because they receive SSI (15 percent) or their citizenship status is unknown (6 percent).

In the nation as a whole, TANF families are more likely to be child-only families than in the District. In FY 2006, 47 percent of TANF families in the nation were child-only families compared to 41 percent in the District. Moreover, fewer of the child-only families have a parent in the household (56 percent) than in the District (78 percent). Finally, the reasons parents are not in the assistance unit are quite different in the nation than in the District. In FY 2006, only 11 percent of parents were not in the assistance unit because they had been sanctioned, while 36 percent were on SSI and 34 percent had unknown citizenship.

### *Number of Months on TANF*

The average number of months that a TANF family receives TANF is much longer in D.C. than in the nation. In FY 2006, the average number of months that a TANF family received assistance in D.C. was 57 months, compared to 35 months in the nation.

**Table 4. Other Characteristics of TANF Families in the District of Columbia and the United States: FY 2006**

Characteristics	District of Columbia		United States	
	Number	%	Number	%
<b>Type of Assistant Unit</b>				
Child-Only Families	6,393	41	850,811	47
1 or More Adults (or Minor Child Head of Household) Who are Not Two-Parent Families	9,198	59	908,495	50
Two-Parent Families	126	1	43,262	2
<b>Number and Percent of Child-Only TANF families where the parent is the Household Head</b>	4,962	78	475,190	56
<b>Reason why Parent is not in the AU</b>				
Sanctioned		59		11
SSI		15		36
Unknown Citizenship		6		34
Other		21		20
<b>Average Number of Months Received TANF</b>	56.8		35.4	

*Source:* Characteristics and Financial Circumstances of TANF Recipients. TANF 8<sup>th</sup> Annual Report to Congress (chapter 10, appendix tables: 10:3, 10:12, 10:43). [http://www.acf.hhs.gov/programs/ofa/data-reports/annualreport8/Append\\_index.htm#chap10](http://www.acf.hhs.gov/programs/ofa/data-reports/annualreport8/Append_index.htm#chap10)

### **B. Characteristics of TANF Families in the Child Support System**

In this section of the report, we examine the characteristics of TANF recipients in the District of Columbia's child support system. We use data from CSSD's monthly Access databases of form 157 for FY 2008 and their quarterly Access databases of form 34A for FY 2008. The only information that we obtain from the latter data are the pass-through amounts. The rest of the information in this section is from the monthly files from the 157 form for FY 2008.

Our first description of TANF families examines custodial parents who received at least one month of TANF during FY 2008. To create an analysis file for this purpose, we created monthly files for each month in FY 2008 that consisted of all cases open at the end of the month. We then merged these files together by case ID, keeping all of the information from each month on the final file. Then, we dropped cases that were interstate receiving cases since these cases cannot

receive a pass-through.<sup>2</sup> This created a final file with 66,372 cases (table 5) which were open at the end of any month of FY 2008. The number of custodial parents represented by these cases was 52,434. The number of custodial parents with at least one month of TANF receipt that year was 14,226, which means 27 percent of custodial parents served by CSSD received TANF in FY 2008 (throughout this section we exclude interstate receiving cases).

Focusing upon the 14,226 TANF recipients in FY 2008, 28 percent of these custodial parents had a current support order, 21 percent had a child support collection (current support or arrears collection), 20 percent had a current support collection, and 15 percent received a pass-through payment.

There are several reasons why the percentage of TANF recipients who had a current support collection (20 percent) is greater than the percentage of TANF recipients who received a pass-through payment (15 percent). First, not all TANF families receive TANF every month. During the months that a TANF family is not receiving TANF, any current support collected goes directly to the family. Second, some of the custodial parents who we identify as TANF families may not be receiving TANF, but instead have a foster care case. Unfortunately for our purposes, the 157 data combine TANF families with foster care families and foster care families are not eligible for a pass-through.

Among the TANF recipients who had a current support order and a child support collection, the average amount of child support collected in FY 2008 (including arrears) was \$2,395. The average amount of current support collected among those with a current support collection was \$1,671. The average amount due among TANF recipients with a current support order was \$2,608. The average amount of current support passed through to TANF families who received a pass-through was \$644.

To better understand how TANF families combine TANF and child support over the year, we measured the average number of months that a TANF family receives TANF and/or child support among TANF families who had any child support collected. In FY 2008, TANF families who had some child support collected during the year spent, on average, 9.6 months on TANF. An average of 3.9 months were spent receiving TANF and a pass-through payment. An average of 5.2 months were spent on TANF during which child support was collected. That leaves an average of 1.3 months that were spent on TANF while child support was collected but in which the family on TANF did not receive a pass-through payment. TANF families with some child support collections spent on average 2.6 months off of TANF in FY 2008. During those months, an average of 1.4 months were spent receiving child support and an average of 1.2 months were spent without child support.

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<sup>2</sup> There were 11,435 cases that were interstate receiving cases, representing 15 percent of all cases open at the end of the month in FY 2008.

**Table 5. Descriptive Statistics of TANF Recipients in the D.C. Child Support Program:  
FY 2008**

<b>Characteristics of Cases and Custodial Parents in FY 2008</b>	<b>Number</b>	<b>%</b>
Cases Open at the end of any month in FY 2008	77,807	
Cases Open at the end of any month that were not interstate cases	66,372	85.3%
Custodial Parents (CPs) represented by the above cases	52,434	
# and % of CPs with at least one month of TANF during the year	14,226	27.0%
<b>Characteristics of Custodial Parents with at least one month of TANF during the year (14,226)</b>		
With a current support order	4,010	28.2%
With a child support payment (current or arrears) and a current support order	2,928	20.6%
With a current support payment	2,825	19.9%
With a pass-through payment	2,151	15.1%
Average annual amount:		
Current support order (among those with an order)	\$2,608	
Child support payment (among those with a payment and current support order)	\$2,395	
Current support payment (among those with a current support payment)	\$1,671	
Pass-through payment (among those with a pass-through payment)	\$644	
<b>Characteristics of TANF Custodial Parents with a payment and current support order (2,928)</b>		
Average number of months with:		
TANF and pass-through	3.9	
TANF and child support	5.2	
TANF and no child support	4.2	
No TANF and child support	1.4	
No TANF and no child support	1.2	
<b>Average Monthly Characteristics</b>		
Number of cases open at the end of the month (excludes interstate receiving cases)	57,002	
CPs represented by these cases	46,167	
CPs with a TANF case that month	10,195	22.1%
<b>Average Monthly Characteristics of TANF Recipients (10,195)</b>		
Has a current support order	2,751	27.0%
Has a child support payment (current or arrears) and a current support order	1,236	12.1%
Has a current support payment	1,185	11.6%
Has a pass-through payment	962	9.4%
Average monthly amount of:		
Current support order (among those with an order)	\$249	
Child support payment (current or arrears) among those with a payment	\$356	
Current support payment (among those with a current support payment)	\$252	
Pass-through payment (among those with a pass-through payment)	\$119	



We also examined the average monthly experience of TANF families with child support cases in D.C. The publicly available data on TANF families from IMA measure the characteristics of TANF families in an average month; thus, to be comparable to these data, we needed to examine the experience of TANF families in an average month rather than annually. For this analysis, we went back to the monthly files that we created earlier. We then deleted interstate receiving cases from each month and tabulated information for each month in FY 2008. After that, we averaged the values across the 12 months.

We identified 57,002 cases that were open at the end of an average month in FY 2008. There were 46,167 custodial parents represented by these cases. Just over 10,000 custodial parents received TANF in an average month, or 22 percent of custodial parents. In an average month, 27 percent of the TANF recipients had a current support order, 12 percent had a child support collection, 12 percent had a current support collection, and 9 percent received a pass-through payment. Among TANF recipients who had a child support collection during the month, the average monthly amount collected in FY 2008 was \$356. The average monthly amount of current support collected among those with a collection was \$252. The average monthly pass-through payment among those who received one was \$119.

## **VI. Impact Analysis of the Child Support Pass-Through and Disregard Policy**

In this section of the report, we examine whether the District of Columbia’s pass-through and disregard policy encouraged noncustodial parents to pay more child support. As discussed earlier, once a pass-through and disregard policy is implemented, it is expected that custodial parents on TANF will increase their cooperation and noncustodial parents with children on TANF will increase their child support payments since at least some of the child support paid goes to the family rather than the government.

In earlier reports, we examined this issue using annual data from FY 2004-08. The shortcoming of this approach is that the TANF status of each case is defined at the end of the fiscal year while payments during the year could have been made when the custodial parent was on or off TANF. Given that we have access to monthly data as well, we decided to utilize these data to examine this issue. In the appendix to this report, we describe the steps taken to create an analysis file from the monthly administrative data received from the District’s Child Support Services Division (CSSD).

We measure the impact of the pass-through and disregard policy on the payment behavior of noncustodial parents with a current support order.<sup>3</sup> Although this universe is different from the universe used in the Wisconsin experiment, it is the same as that used in other non-experimental studies that have examined the impact of the pass-through and disregard policy. Restricting our analysis to cases with a current support order is appropriate since the District’s pass-through policy is limited to these cases. Only cases with a current support order are eligible to receive child support payments through the pass-through policy. Furthermore, CSSD does not collect and distribute child support payments unless there is an order to pay child support.

### **A. Regression Models**

Since many factors are known to affect payment behavior, and these may differ across groups, we use regression analysis to control for multiple factors simultaneously when examining payment behavior. We employ two models to measure the impact of the pass-through policy on payment behavior. The first model is called a difference-in-difference model, or 2D model, which is commonly used to measure the impact of policies when a random assignment design is not used. The second model is a difference-in-difference-in-difference model, or 3D model, which builds upon the first model as we explain below.

We can represent the 2D model as an equation, where the outcome variable is a measure of payment behavior. In this example, it is the amount of child support paid in a month, referred to as “Amount Paid.” The two differences that we examine are: 1) time and 2) TANF status. Because we have monthly data, time is expressed as a series of indicator variables that equal one if the data are from that month and zero otherwise. These variables are represented in the

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<sup>3</sup> Specifically, we limit our universe of child support cases to those that are open at the end of the month, have a positive current support order amount during the month, are not interstate receiving cases, and have a current support order amount between \$1 and \$1000. TANF records were only included if the case had records on TANF after the pass-through. See the appendix for the reasoning behind selecting this universe.

equation below by the variable “Month.” TANF status is measured using a single indicator variable that equals one if the case is currently on TANF, referred to as “TANF” in the equation below.

$$\text{Amount Paid}_{it} = a_0 + a_1 Z_{it} + a_2 \text{Month}_t + a_3 \text{TANF}_{it} + a_4 (\text{TANF} * \text{Post Pass-Through})_{it} + e_{it}$$

We also control for several other characteristics of a case that we think influence current support payments. These variables are labeled “Z” in the equation and they are: 1) the support order amount represented as a series of dummy variables; 2) whether the case is a former TANF case; 3) whether the case is an interstate receiving case; 4) whether the case is a Medicaid-only case; and 5) case age represented by 12 annual dummy variables. We expect these variables to be significantly correlated with our dependent variable and include them in our model to control for their effects. For instance, an interstate case is likely to have a lower payment amount than a D.C. case and thus a dummy variable that shows whether a case is an interstate (initiating) case will capture this effect. Table 1 lists all of the variables in the three models and gives a brief description of each variable.

The letters  $a_0$  through  $a_4$  in the equation are the coefficients that will be estimated by the model. The letter  $e$  stands for the disturbance term, or the variation in child support paid that is unaccounted for by the model. The subscript letters  $i$  and  $t$  stand for individuals and time, respectively. They indicate whether each variable differs across individuals and time.

The final variable in our model, “TANF \* Post Pass-Through,” is an interaction variable that equals one if a case is on TANF after the implementation of the pass-through and zero otherwise. This interaction variable measures the extent to which child support payments among TANF cases are different from the payments among non-TANF cases after the pass-through policy once other factors are controlled for. If the pass-through policy increased the amount of child support paid among TANF cases relative to that received among non-TANF cases, we would expect the estimated coefficient for this variable to be positive and statistically significant. Thus, the estimated coefficient for this variable is the key outcome for our analysis.

We also examine a variation of this model where TANF status is divided into two groups. The first group consists of cases that were on TANF at the start of our study period (in June 2004). The second group consists of cases that started receiving TANF after the study period began. We incorporate this distinction because the Wisconsin pass-through study found that newer TANF cases responded more positively to the pass-through policy than older TANF cases (Cancian, Meyer, and Casper 2008). Instead of a single interaction term (TANF \* Post Pass-Through), we now have three interaction terms. The first interaction term captures the “Old” TANF cases (cases that were on TANF at the start of our study period), the second term captures the “Recent” TANF cases (cases that entered TANF after the start of the study period but *before* the pass-through), and the third term captures the “New” TANF cases (those who entered TANF *after* the pass-through). These variables thus allow us to differentiate between the behavior of individuals with a long history of TANF, those who entered TANF more recently but before the pass-through was implemented, and those who entered TANF after the pass-through, allowing us to investigate whether new cases entering after the pass-through behave differently from new cases entering just before the policy was implemented.

<b>Table 1. Definitions of Variables in the Impact Analysis</b>	
<b>Variable Name</b>	<b>Description</b>
<b>Dependent Variables</b>	
Amount Paid	Total collections received by CSSD from the case in the given month (from form 34A, line 2).
Any Payment	1 if a child support payment was made for the case in a given month; 0 otherwise (from form 34A, line 2).
<b>Control Variables</b>	
Amount Due (dummy variables)	Total current support order amount for the case in the given month (form 157, line 24). This is represented as a series of 41 dummy variables, each representing a \$25 increment of the full range of amount due.
Former TANF	1 if the case is formerly on TANF in the given month; 0 otherwise.
Interstate Initiating	1 if the case is an interstate initiating case in the given month; 0 otherwise.
Medicaid-only	1 if the case is a Medicaid-only case in the given month; 0 otherwise.
Case Age (dummy variables)	A series of twelve dummy variables flagging observations from zero to eleven years of age, with age expressed as the difference between the year that the case was first opened and the year of the given month. The case age information in the form 157 data is truncated at 1998. Thus, all cases opened in 1998 or before (65% of all cases) are given a value of one for the dummy variable representing the time between the current year and 1998.
<b>Dummy Variables that Identify Time</b>	
Month (dummy variables)	Fifty-four separate dummy variables, each equal to 1 if the case was from a given month; 0 otherwise.
<b>TANF Status</b>	
Current TANF	1 if the case is currently on TANF in the given month; 0 otherwise.
<b>Two-Way Interaction Dummy Variable</b>	
Current TANF * Post Pass-Through	1 if the case is currently on TANF in the record month AND the data are from April 2006 or later (i.e., after the pass-through was implemented).
<b>TANF Status by Time Spent on TANF</b>	
Old TANF	1 if the case is currently on TANF in the record month AND the case was on TANF in June 2004 (the first month of data); 0 otherwise. <sup>4</sup>
Recent and New TANF	1 if the case is currently on TANF in the record month AND the case was NOT on TANF in June 2004; 0 otherwise.

<sup>4</sup> Cases on TANF in later months were also classified in this group if they were listed as formerly on TANF in the first three months of our data, since it was assumed that such cases had prior TANF experience. This applies to the Old TANF interaction as well.

<b>Table 1. Definitions of Variables in the Impact Analysis (continued)</b>	
<b>Interaction Variables by Time Spent on TANF</b>	
Old TANF * Post Pass-Through	1 if the case is currently on TANF in the record month AND the case was on TANF in June 2004 AND the data are from April 2006 or later. <sup>5</sup>
Recent TANF * Post Pass-Through	1 if the case is currently on TANF in the record month AND the case was NOT on TANF in June 2004 AND the case was on TANF in at least one month before April 2006 AND the data are from April 2006 or later. <sup>6</sup>
New TANF * Post Pass-Through	1 if the case is currently on TANF in the record month AND the case was NOT on TANF in June 2004 AND the case was on TANF only in or after April 2006 AND the data are from April 2006 or later.
<b>Variables Added to Construct the 3D Model</b>	
Low Order	1 if the case has a current support order that is less than or equal to \$150/month
Low Order * TANF	1 if the case is on TANF and has a monthly support order of less than or equal to \$150/month
Low Order * Post Pass-Through	1 if the data are from April 2006 or later and the case has a monthly support order of less than or equal to \$150/month
Low Order * TANF * Post Pass-Through	1 if the case has a monthly order of less than or equal to \$150/month, is on TANF, and the data are from April 2006 or later; 0 otherwise
<b>Variables Added to Measure the Effect by Year</b>	
“(interaction)” * Post Pass-Through (Year X)	1 if the value for the observation is 1 for one of the other interaction terms (e.g., TANF * Post Pass-Through), AND the observation represents a month X years after the pass-through, where X ranges from 1 to 3.

To construct the 3D model, we add several additional variables to the 2D model. The key variable that we add is “Low Order \* TANF \* Post Pass-Through”, which identifies cases that have all three characteristics of interest—they have a low order, are on TANF, and the time period is after the pass-through policy’s implementation. A “Low” order is defined as equal to or less than \$150/month. We select this value because the pass-through policy distributes at most \$150 per month to TANF families and thus we anticipated that cases with orders at or below \$150/month would be the most likely to experience an increase in child support payments after the pass-through policy was enacted. This model is presented in the equation below:

$$\text{Amount Paid}_{it} = a_0 + a_1Z_{it} + a_2\text{Month}_t + a_3(\text{TANF})_{it} + a_4(\text{TANF} * \text{Post Pass-Through})_{it} + a_5(\text{Low Order})_{it} + a_7(\text{Low Order} * \text{TANF})_{it} + a_8(\text{Low Order} * \text{Post Pass-Through})_{it} + a_9(\text{Low Order} * \text{TANF} * \text{Post Pass-Through})_{it} + e_{it}$$

In order to effectively isolate the impact of the pass-through policy on cases with low orders on TANF, we need to add three additional interaction terms: “Low Order”, “Low Order \* TANF”, and “Low Order \* Post Pass-Through”. The variable Low Order \* TANF measures the extent to which payments differ by TANF status among low order cases. Low Order \* Post Pass-Through

<sup>5</sup> This group also includes cases in the “New” TANF group who were listed as formerly on TANF in the month before their first instance on TANF.

measures the extent to which payments differ after the pass-through policy among all low-order cases. These variables thus capture potential overall interactions between order amount, time period, and TANF status, allowing our key Low Order \* TANF \* Post Pass-Through variable to explain changes in payment after the pass-through that are unique to low order cases on TANF.

We estimate each of these models as a simple difference-in-difference (comparing all cases before and after the pass-through) and as a more nuanced analysis that estimates separate interactions for each year following the pass-through. This allows us to examine how responses to the pass-through policy might vary over time.

We also estimate each model discussed above using logistic regressions, with a dependent variable that is equal to one if any payment is made in a given month and zero otherwise. In table 1, we refer to this dependent variable as “Any Payment.” The results from this analysis are presented after our discussion of models that have total payments as the dependent variable.

Before we discuss the regression results, we provide the mean values of the variables in our analysis (see table 2). Our data span six years, from June FY 2004 to March FY 2009.<sup>6</sup> The data consist of all cases that had a positive current support order at some point during this period, were not interstate initiating cases, were open at the end of a given month, and had child support orders between \$1 and \$1,000. During this period, the average amount paid across all cases and months was \$199.30.<sup>7</sup> Half of the observations in our sample paid child support in a given month. The average amount of current support due was \$283.29 per month. Twenty eight percent of the observations have orders below \$150/month. The average observation in our sample has been in the child support system for 7 years.

Half of the observations in our analysis are Former TANF cases at the end of a given month, 32 percent are Never TANF cases, and 17 percent are receiving TANF at the end of a given month. Nine percent of the sample received TANF at the end of a given month and were receiving TANF at the start of our study period. These cases are referred to as “Old TANF” cases. Eight percent of the sample received TANF at the end of a given month and started receiving TANF after our study period began. These cases are further divided into “Recent TANF” cases (started receiving TANF after the study period began but before the pass-through, 4 percent) and “New TANF” cases (started receiving TANF after the pass-through was implemented, 4 percent).

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<sup>6</sup> September 2004, January 2005, October and November 2006, and September 2007 are not included due to missing data.

<sup>7</sup> All values are expressed in nominal terms.

<b>Table 2. Summary Statistics for Variables in Impact Analysis</b>	
Total Number of Observations (case-months) = 871,252	
Total Number of IV-D cases = 24,810	
Total Number of Custodial Parents=22,346	
<b>Variable Name</b>	<b>Mean</b>
<b>Dependent Variables</b>	
Amount Paid	\$199.30/month
Percent Paying in a Month	50.6%
<b>Control Variables</b>	
Amount Due	\$283.29/month
Case Age	7 years
Percent Former TANF Case	50.4%
Percent Never TANF Case	32.4%
Percent Interstate Initiating Case	6.0%
Percent Medicaid-only Case	2.9%
<b>Key Dummy Variables</b>	
Percent Current TANF Case	17.2%
Percent Old TANF case	9.3%
Percent Recent TANF case	4.0%
Percent New TANF case	3.9%
Percent with Low Order (<\$150/month)	27.6%
Note: The unit of analysis in this table is case/month. Percentages may not sum to 100% due to rounding. Dollar values are expressed in nominal terms.	

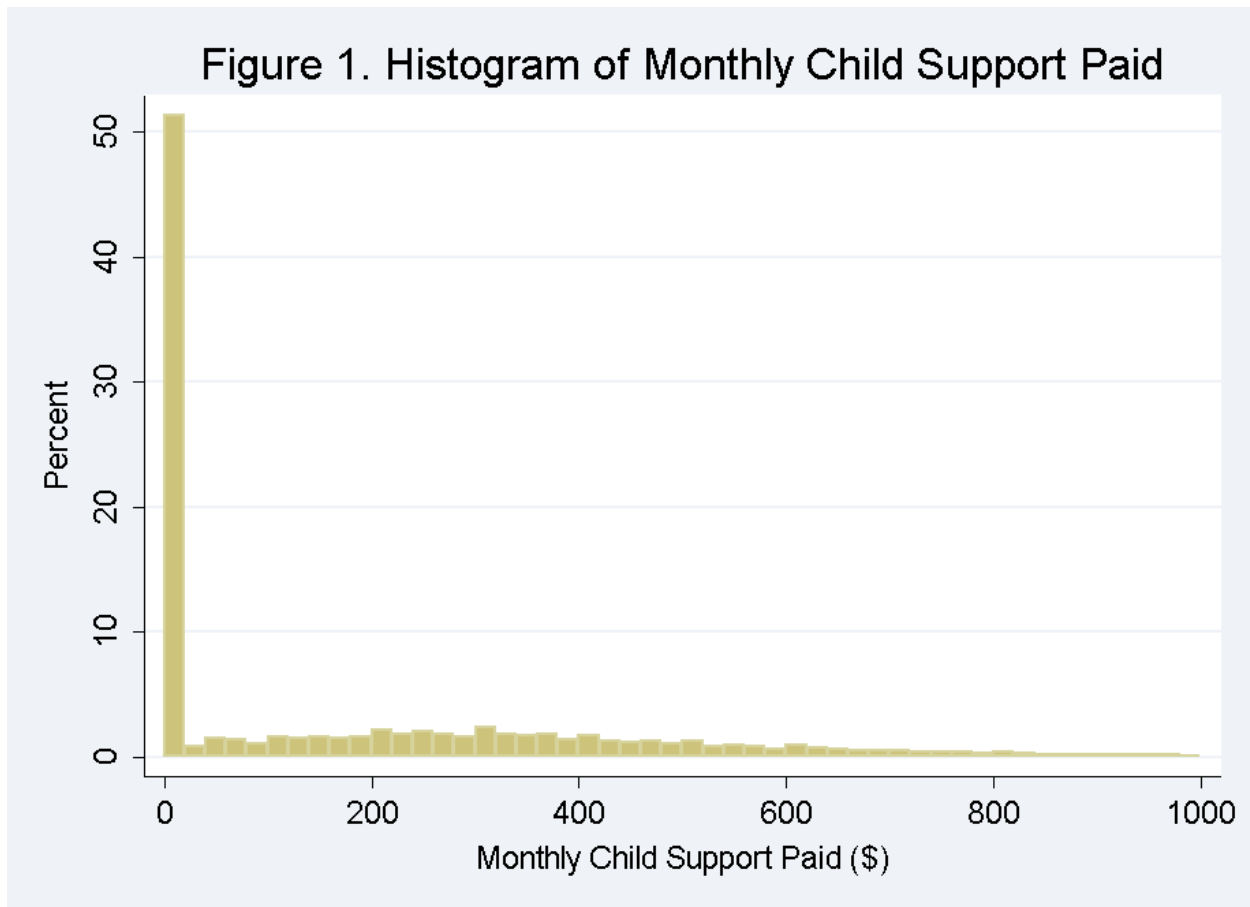
## **B. Examining the Underlying Distributions and Relationships**

Before estimating our regression models, we examine the underlying distribution of our dependent variables: the monthly amount of child support paid and whether any child support was paid in a given month. First we examine all cases over the five year period to see what type of underlying distribution best describes the dependent variable “Amount Paid”. Then, we examine how it is related to the amount due, our key independent variable. Finally, we examine the amount paid and the percent of cases making any child support payment over time, our second dependent variable. Each of these analyses is discussed below.

### *The Underlying Distribution of Amount Paid*

Figure 1 presents the histogram of the monthly amount of support collected among cases in our sample (i.e., with current support orders and payments below \$1,000 per month). In figure 1, payment amounts are divided equally into 50 categories, which means that payment amounts are grouped into \$20 increments. For example, the first category from the left includes all cases with payments between \$0 and \$20, the second category includes all cases with payments between \$21 and \$40, and so forth. The value of the y-axis is the percentage of cases in each category. Thus, the sum of the heights equals 100. Figure 1 shows that about 50 percent of cases had monthly child support payment amounts between \$0 and \$20.

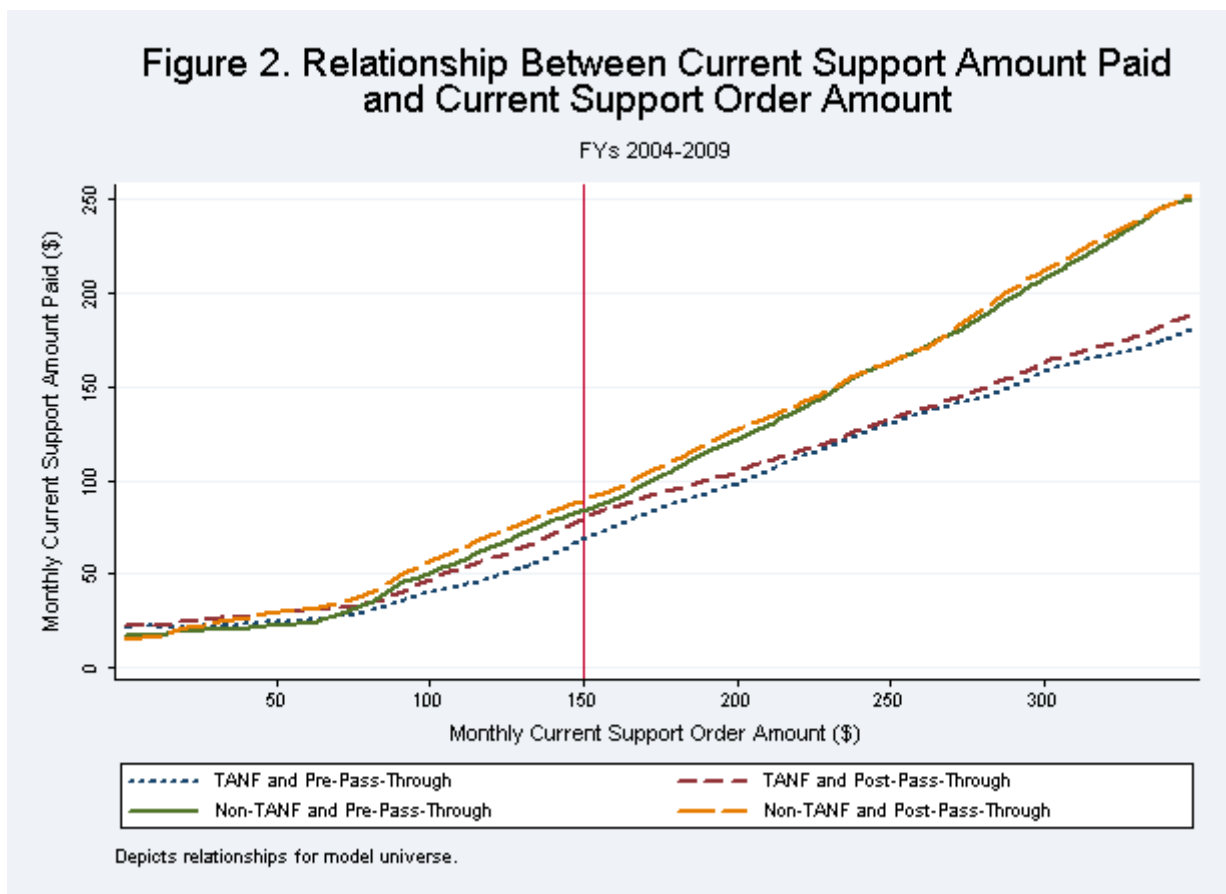
This type of distribution looks like a Poisson distribution rather than a normal distribution. The payment variable has no negative values and is not continuous. Therefore, we decided to estimate our regression using a Poisson distribution rather than a normal distribution.





### Amount Paid and Amount Due

As depicted in figure 2, the amount of child support paid increases with amount due in a nonlinear fashion. The lowest curve in figure 2 represents the smoothed relationship between current support payments and order amounts among TANF cases before the pass-through policy was enacted in FY 2006.<sup>8</sup> The next highest curve represents this relationship among TANF cases after the pass-through policy. The vertical distance between these two curves represents the simple difference in mean payments conditional on amount due, and demonstrates an increase in average payments among TANF cases. The corresponding relationship for non-TANF cases is captured by the higher curves; these are almost coincident in the pre-FY 2006 and post-FY 2006 periods, demonstrating virtually no apparent effect of the pass-through policy on non-TANF cases.



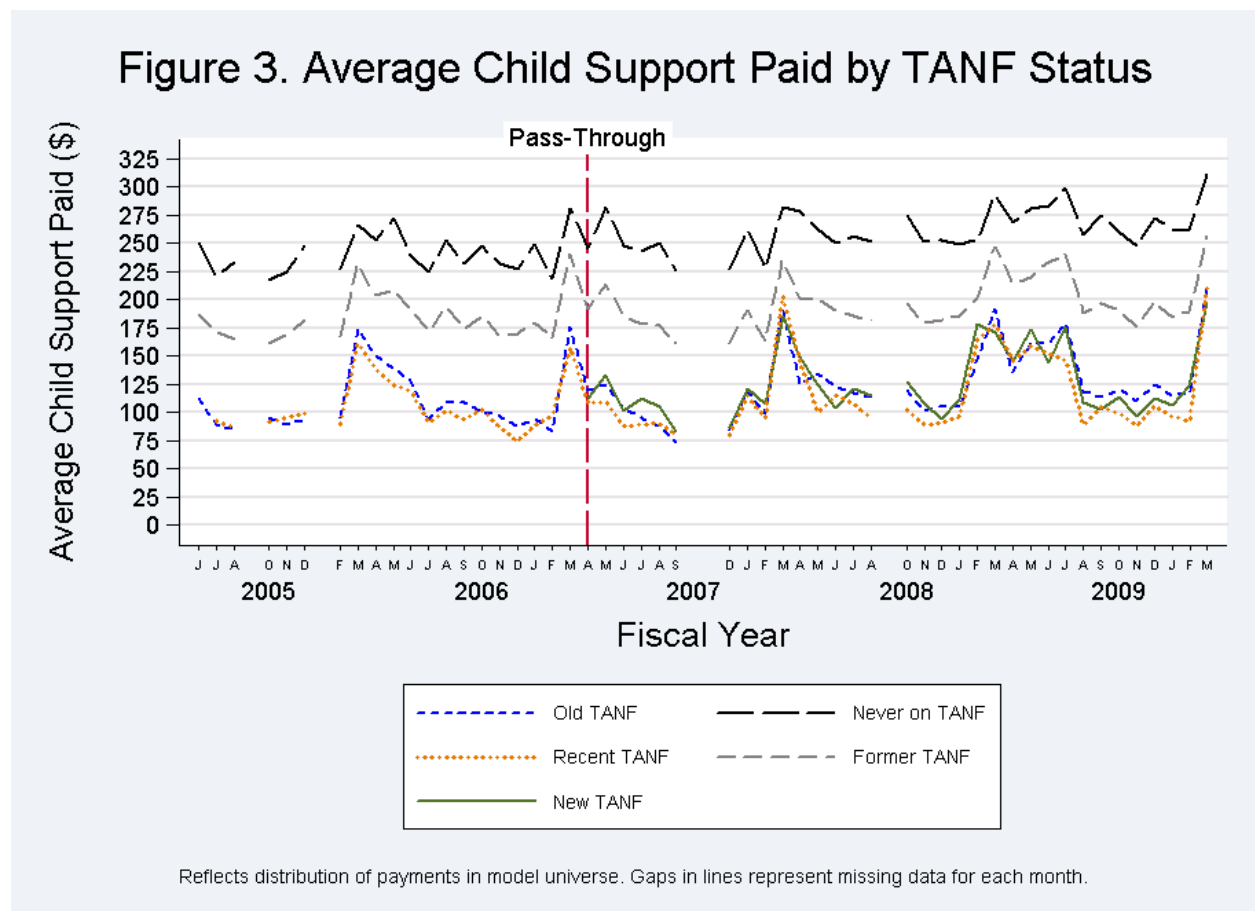
<sup>8</sup> Because this section focuses on monthly-level data, “TANF case” is used throughout to refer to a case with a custodial parent on TANF in the current month.

### Amount Paid Over Time

For a more detailed look at the trends in the data, without controlling for other factors, figure 3 plots average child support payments in each month calculated separately by our breakdown of TANF status. Notably, the levels of payment for cases never on TANF and former TANF cases remains relatively consistent throughout the data period, despite some cyclical noise. However, the payment levels of Old TANF cases and Recent TANF cases become closer to the payments of former TANF cases over time, suggesting an increase in payments specifically among TANF cases during our study period.

New TANF cases tended to pay slightly more than Recent TANF cases, as indicated by the green line being above the orange line for most of the post-pass-through period. This suggests a more pronounced increase in payments among new TANF cases than Recent TANF cases.

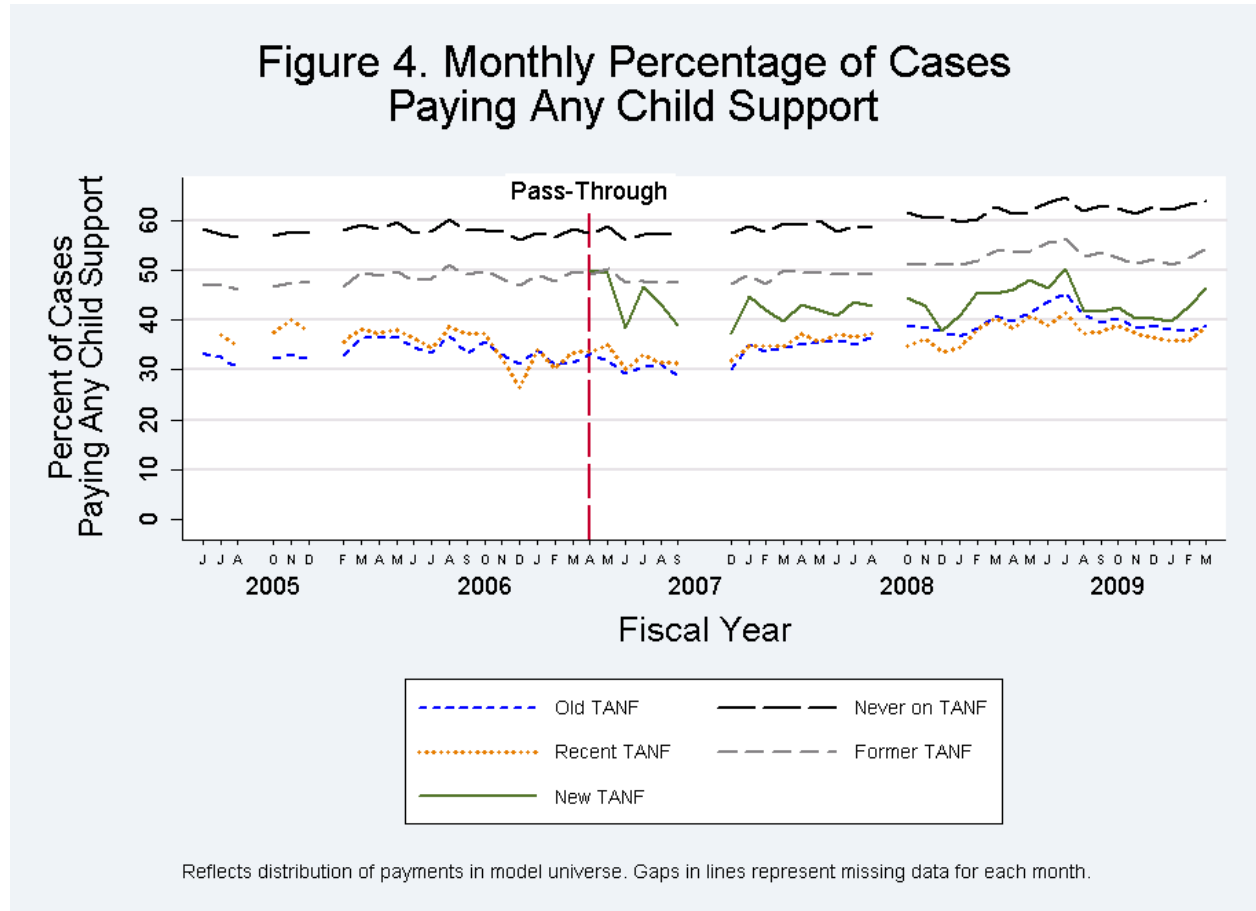
Figure 3 does not control for amount due, case age, and other factors, so the differences seen here should be taken only as illustrative. However, our regression models below support our analysis of trends in this data.



**Percent Paid Over Time**

Figure 4 is similar to figure 3, but represents the proportion of child support cases making *any* payment, no matter the size, across our categories of TANF status. As in figure 3, the proportions of TANF cases making payments start out lower than former or never TANF cases, but increase over time while non-TANF cases remain consistent. This suggests that TANF cases were more likely to pay child support after the pass-through.

Figure 4 also suggests that a high proportion of New TANF cases paid child support, with the percent of cases paying any child support consistently above those of Old and Recent TANF cases. This difference is especially striking when comparing New TANF cases to Recent TANF cases, who were also new to TANF but had their first TANF experience before rather than after the pass-through. This implies that TANF cases that were first on TANF after the pass-through were unusually likely to pay child support, a finding that is supported by our regression analyses.



## C. Regression Results

In this section, we first discuss the results of the regression when the dependent variable is the amount of child support paid in a given month. Once we finish discussing these findings, we turn our attention to the second dependent variable of whether any child support is paid in a given month. For each dependent variable, we examine the overall effect of implementing a pass-through policy, and whether the effect varies by order amount, TANF history, and over time. All of our regressions are performed with clustered robust standard errors (clustering on custodial parent identifiers) to account for the fact that different cases related to the same custodial parent are not independent of one another.<sup>9</sup>

### *The Dependent Variable is Amount of Child Support Paid*

The regression model that we employ for amount paid is a generalized linear model, with a log link, which takes account of the fact that payments in a month are constrained to be nonnegative (for which situation ordinary linear regression is inappropriate). The interpretation of coefficients in such a regression is in terms of percentage changes in mean payments.<sup>10</sup>

### *Overall Results and Differential Effects by Order Amount*

Our regression results show that after controlling for amount due, changes in aggregate levels of payment over time, and differences between non-TANF and TANF cases, the amount paid among TANF cases with a current support order increased in the post-pass-through period by 5.6 percent. This result differs statistically from zero at the  $p < .05$  level (full regression results are reported in the appendix, table A1). These results suggest that noncustodial parents with a current support order for children on TANF increased the amount of child support paid by 5.6 percent as a result of the pass-through policy.

This regression result is presented graphically in figure 5, which displays the estimated percentage increase in payments among Current TANF cases after the pass-through policy was implemented, controlling for other factors. The first bar shows that the overall increase is 5.6 percent and that this estimate is statistically significant at the 5 percent level, as indicated by the fact that the 95 percent confidence interval for this estimate (represented by the error bars) does not cross the value of zero.

We also find that the amount paid among TANF cases with low orders was higher in the post-pass-through period than among TANF cases with high orders, but the difference is not statistically significant at the 5 percent level. Thus, we cannot reject the hypothesis that payments increased about equally for TANF cases with high and low orders. Figure 5 shows that TANF cases with low orders paid 10.2 percent more after the pass-through policy was implemented and

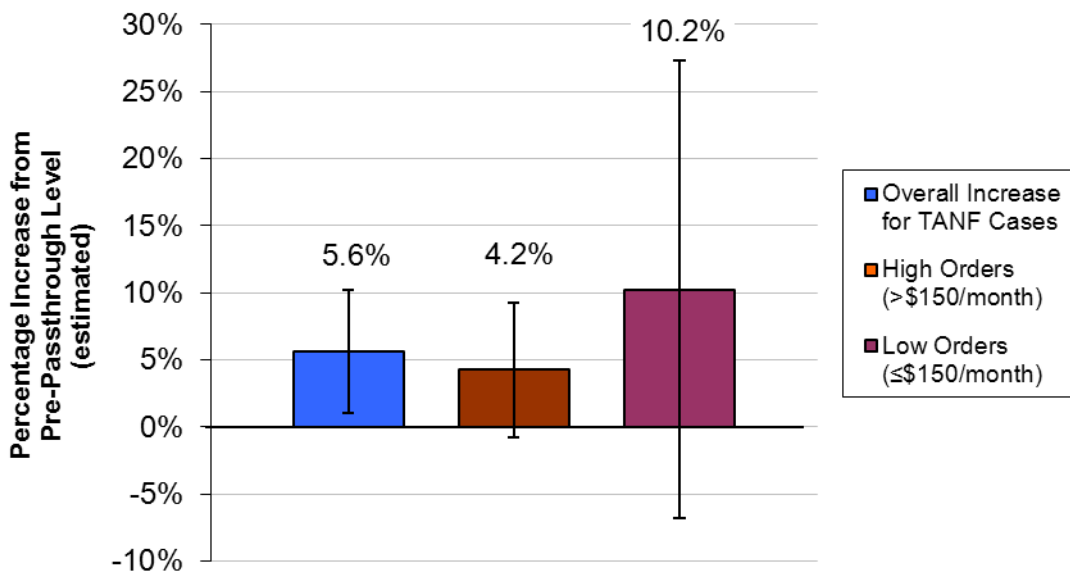
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<sup>9</sup> We clustered by custodial parent ID rather than noncustodial parent ID because we did not have a unique ID for noncustodial parents.

<sup>10</sup> Regression coefficient values reported in the text and in figures are transformed to reflect the percentage change in payments for a one-unit change in a predictor, calculated as the exponentiated coefficient for that predictor minus one.

TANF cases with high orders paid 4.2 percent more. However, the estimates are not measured reliably, as indicated by the error bars that include zero.

**Figure 5. Percentage Increase in Child Support Payments among TANF Cases after Passthrough Policy**



Note: Error bars represent 95% confidence intervals. Values represent regression coefficients holding explanatory variables constant.

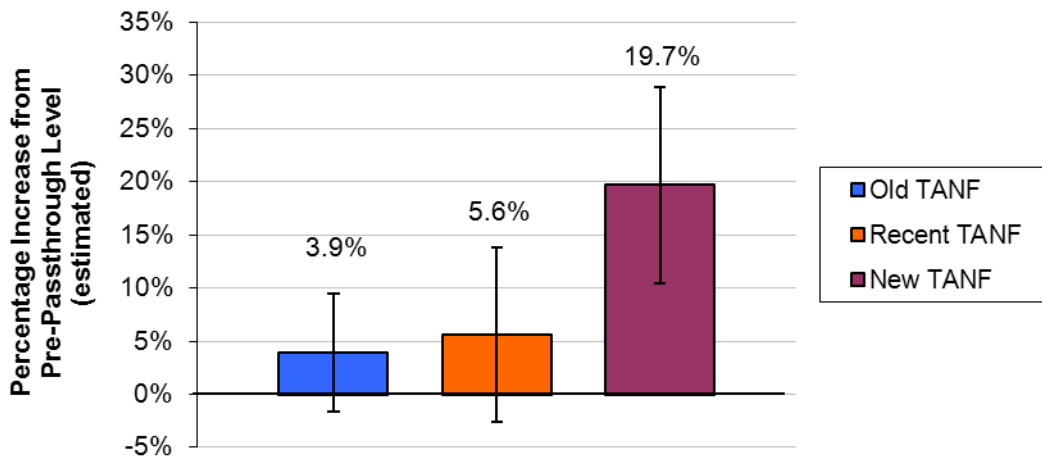
Overall, these models estimated on monthly level data suggest a robust effect of the pass-through policy. Cases on TANF, which were eligible to receive the pass-through, paid a greater amount of child support after the pass-through was implemented, even after controlling for overall changes in child support payments over time. This effect extends across cases with both low and high order amounts. Our findings indicate that the pass-through’s added incentive for noncustodial parents with children on TANF to pay child support had a substantial effect on mean payments.

#### *Differential Effects on New and Old TANF Cases*

Prior research has shown that noncustodial parents associated with new TANF cases pay more child support after the implementation of a pass-through policy than noncustodial parents associated with older TANF cases. To examine this issue in the District, we divided our population of TANF cases that were on TANF after the pass-through into three groups: 1) “Old” TANF cases that were on TANF in a given month and were currently or formerly on TANF at the beginning of our study period or earlier, 2) “Recent” TANF cases that were on TANF in a given month and were first on TANF after the first month of data, but before the pass-through’s enactment, and 3) “New” TANF cases that were on TANF in a given month and were first on TANF after the pass-through. The regression results for these cases appear in the third column of table A1 and the coefficients of interest are plotted in figure 6.

As figure 6 indicates, in months after the pass-through policy came into effect, only New TANF cases increased their payments relative to other groups. In particular, these cases showed a dramatic 19.7 percent increase in payments (significant at the  $p < 0.001$  level), while other TANF groups showed mildly positive but imprecisely estimated changes. This increase among cases new to the TANF system may reflect those individuals' greater exposure to the policy, since their payment behavior was developed when the pass-through was in effect.

**Figure 6. Percentage Increase in Child Support Payments after Passthrough Policy, by TANF History**



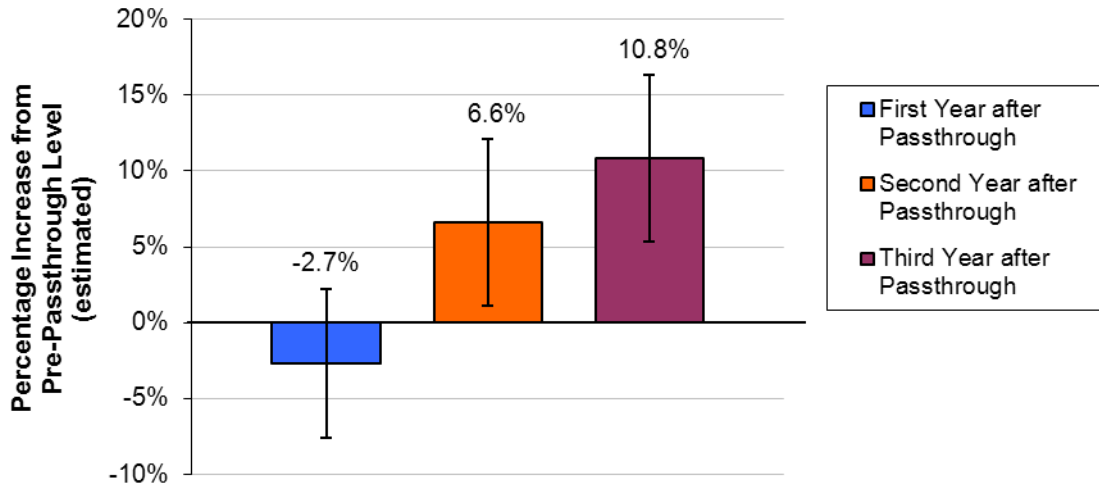
Note: Error bars represent 95% confidence intervals. Values represent regression coefficients holding explanatory variables constant.

### *The Effects of the Pass-Through Policy Over Time*

Although these results suggest a strong increase in child support payments among TANF cases after the pass-through policy was implemented, it is not clear from these results whether the difference was constant throughout the study period or changed over time. To examine this question, we modified our regression model to test separate effects for each year following the pass-through policy implementation. These regression results are presented in the first column of table A2 and graphed in figure 7.

Figure 7 shows that the effect of the pass-through increased over time. In the first year after implementation, the overall change in payments for TANF cases was not significantly different from zero; however, payment increases became strongly positive in the second and third years after implementation.

**Figure 7. Percentage Increase in Child Support Payments among TANF Cases after Passthrough Policy, by Year**



Note: Error bars represent 95% confidence intervals. Values represent regression coefficients holding explanatory variables constant.

These results suggest that it took time for the pass-through policy to have an effect on the payment behavior of noncustodial parents with children on TANF. However, it could also reflect a shift in the composition of TANF cases, from older TANF cases to new TANF cases. The overall effect may simply be increasing over time because new TANF cases experience a significantly positive effect from the pass-through and they are becoming a larger share of all TANF cases.

#### *The Effect of the Pass-Through Policy by TANF Status Over Time*

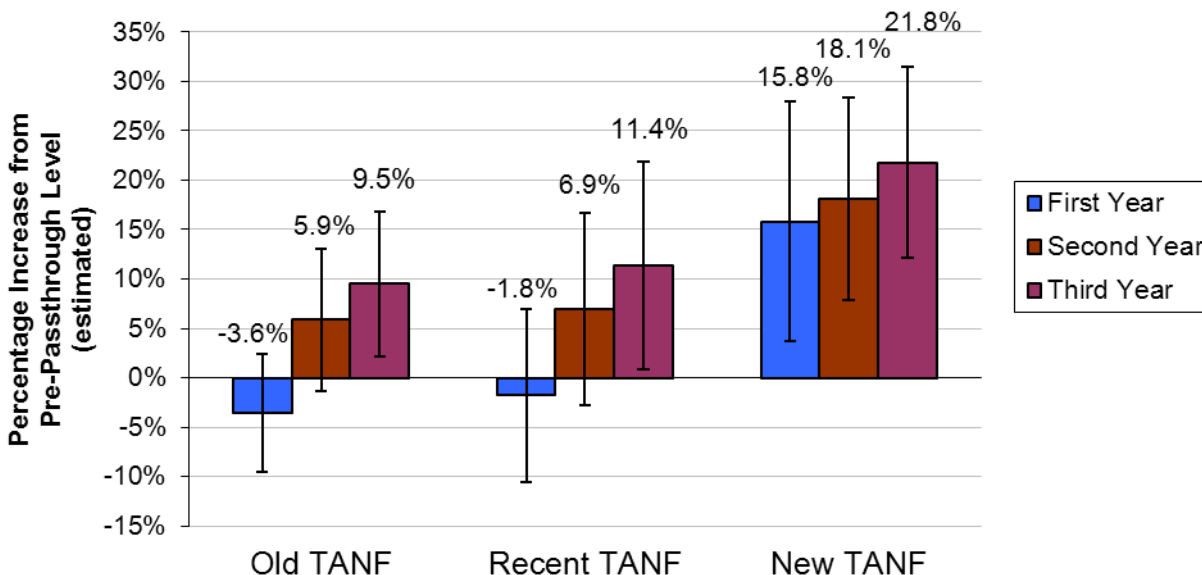
In this section, we examine whether the effect of the pass-through increased over time for all TANF cases, regardless of the age of the TANF case, or whether the increase over time reflected a compositional shift in the age of TANF cases toward newer TANF cases.<sup>11</sup> The results of this effort are presented in the third column of table A2 and figure 8.

Figure 8 suggests that child support payments increased over time following the pass-through policy for all TANF cases regardless of their age. Both Old and Recent TANF cases started with estimated coefficients that were statistically no different from zero, suggesting that they were not responding to the pass-through, but by the third year, their coefficients were positive and significantly different from zero at least at the  $p < .05$  level. By the third year, Old TANF cases paid 9.5 percent more child support than prior to the pass-through; Recent TANF cases paid 11.4 percent more. The coefficients for New TANF cases were statistically significant in every year,

<sup>11</sup> Results for low and high orders were also examined and are presented in table A2, but the coefficients only continue to suggest no difference between low and high order cases.

but they also increased over time. By the third year, New TANF cases paid 21.8 percent more than they would have paid if the pass-through policy had not been enacted. These results suggest that all ages of TANF cases eventually responded to the pass-through policy.

**Figure 8. Percentage Increase in Child Support Payments after Passthrough Policy, by Year and TANF History**



Note: Error bars represent 95% confidence intervals. Values represent regression coefficients holding explanatory variables constant.

***The Dependent Variable is Whether Any Child Support is Paid***

The regression results discussed above suggest that the District of Columbia’s \$150/month pass-through policy had an effect on the amount of child support paid. This increase could have occurred either through an increase the number of noncustodial parents paying some child support or through an increase in the average amount paid among those who paid child support. Prior research has argued that the larger effect is on the percentage paying something rather than the average amount they pay (Bartfeld and Meyer 2003). In this section, we examine this hypothesis by estimating a logistic regression where the dependent variable is whether a case paid any child support in a given month. The model included other controls identical to our generalized linear model for payments, and is presented in table A3.<sup>12</sup>

***Overall Results and Differential Effects by Order Amount***

Our logistic regression results suggest that TANF cases were 1.8 percentage points more likely to pay child support after the pass-through policy, a result significant at the 1 percent confidence

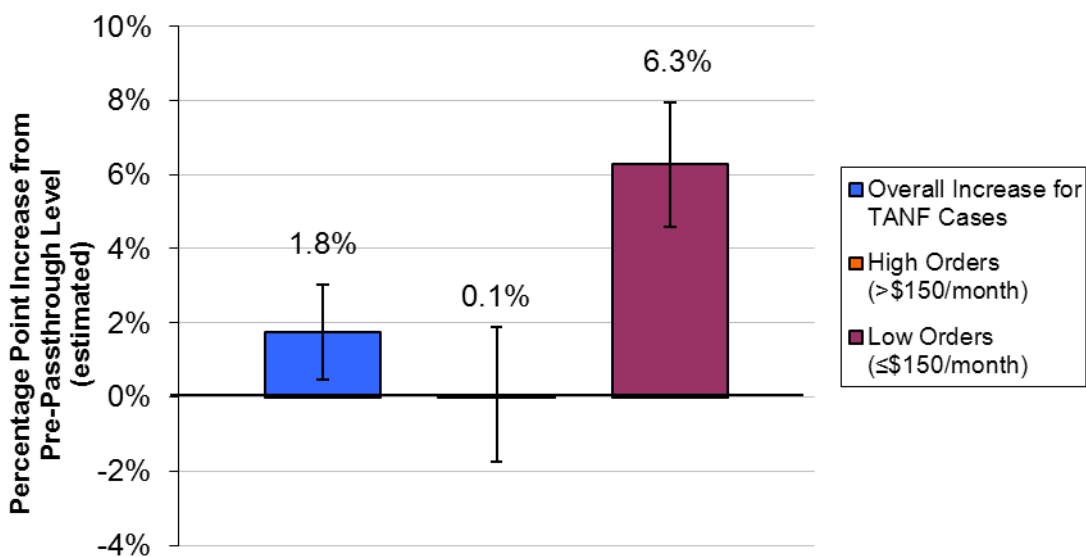
<sup>12</sup> To aid interpretation, we express our logistic regression coefficients as odds ratios in our regression tables but as marginal effects in our figures. Marginal effects were computed by estimating the first differences for changes in probability of payment among TANF cases across levels of our interaction terms, with confidence intervals derived from bootstrapped robust standard errors clustered on custodial parents.



level. This implies that the increase in payments observed in our other models does not only reflect an increase in payments among those already contributing to custodial families, but also reflects a greater proportion of TANF cases making payments after the policy.

As figure 9 indicates, the increase in likelihood of payment was concentrated among cases with low order amounts. While cases with higher orders showed no significant change in probability of payment after the pass-through, cases with orders below \$150/month were 6.3 percentage points more likely to make payments ( $p < .001$ ). The difference between these coefficients was significant at the  $p < .05$  level.

**Figure 9. Percentage Point Increase in Probability of Paying Child Support among TANF Cases after Passthrough Policy**



*Note:* Error bars represent 95% confidence intervals. Values represent regression coefficients holding explanatory variables constant.

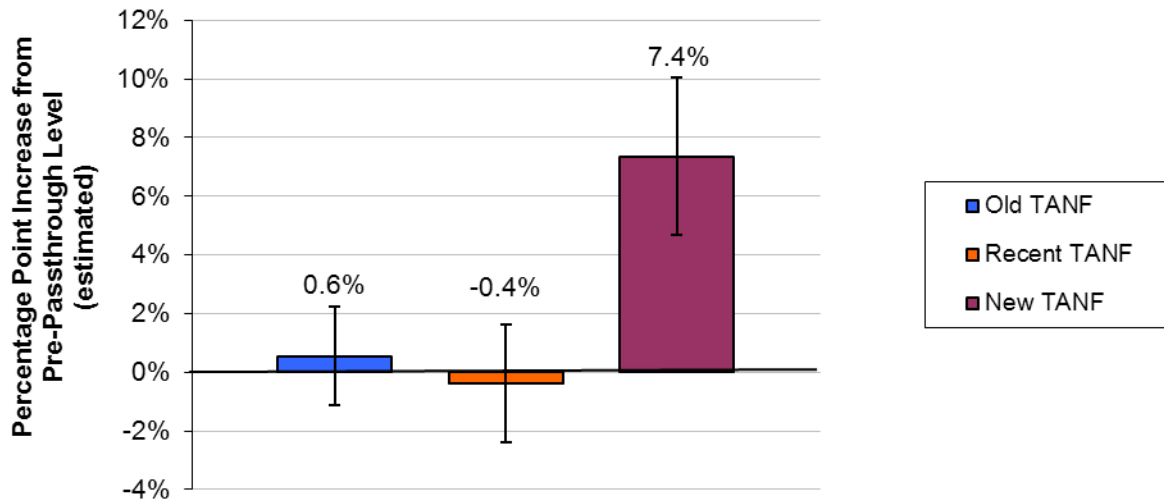
This increase in probability of payment among low order cases may reflect the stronger incentive of the pass-through among this group relative to those with higher orders. Since noncustodial parents with low orders (i.e., below \$150/month) are required to pay no more than the maximum amount passed through, all of the payments for a parent in this group would be distributed to the custodial family. In contrast, noncustodial parents with higher orders face a relatively weaker incentive since only the first \$150/month of their payments go to the custodial family. This fact that all payments go to their children may have encouraged noncustodial parents with low orders who were previously not compliant to begin paying child support.

#### *Differential Effects on New and Old TANF Cases*

As figure 10 indicates (and shown in table A3, column 3), the effects of the pass-through on the probability of payment were concentrated among New TANF cases. This echoes the strong increases in average amount paid among this group. While Old and Recent TANF cases showed

no significant change in probability of payment, New TANF cases paid at a rate of 7.4 percentage points higher than would have been expected prior to the implementation of the pass-through.

**Figure 10. Percentage Point Increase in Probability of Paying Child Support after Passthrough Policy, by TANF History**



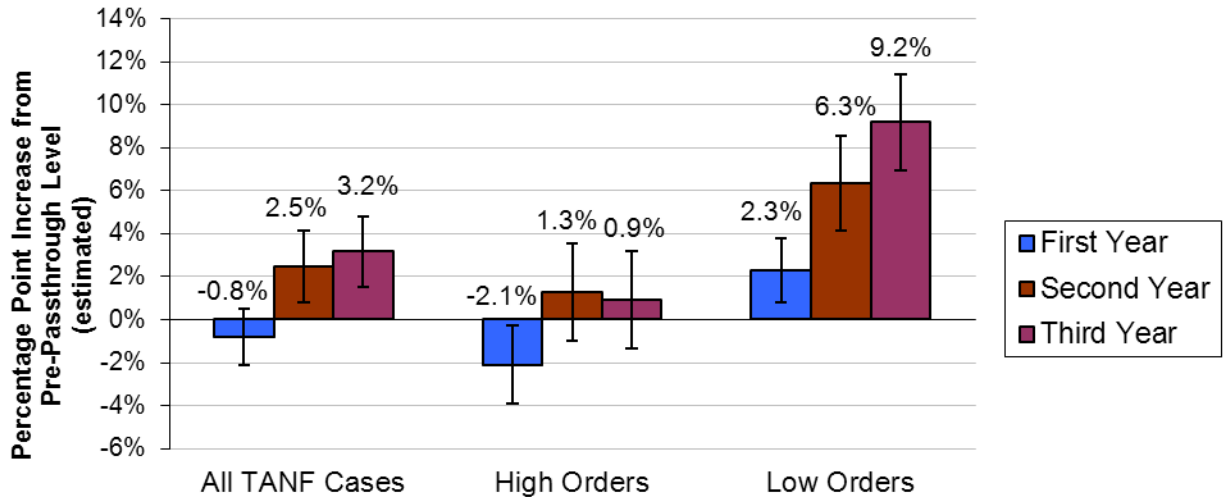
Note: Error bars represent 95% confidence intervals. Values represent regression coefficients holding explanatory variables constant.

### *The Effects of the Pass-Through Policy Over Time*

Similarly to our earlier models of total payments, the likelihood of making any payment increased over time, as shown in figure 11 (and table A4). During the first year after the implementation of the pass-through, the likelihood of making any payment was not significantly different than what would have been expected had the pass-through policy not been implemented. However, during the second and third years of the pass-through, the probability of paying child support among TANF cases did increase significantly, suggesting some delay in the response to the policy. Specifically, the probability of paying child support among TANF cases was 2.5 percentage points higher in the second year and 3.2 percentage points higher in the third year than expected if the pass-through policy had not been implemented.

Unlike our results for overall payments, our model measuring the likelihood of making any payment suggested that cases with high and low orders displayed different behaviors. In particular, cases with high orders showed lower payments in the first year after the pass-through was implemented, and had imprecisely measured increases thereafter. However, cases with low orders (less than \$150/month) showed an immediate increase in the probability of payment and that effect increased over time. This increasing response likely reflects the stronger incentive of the pass-through policy for this group.

**Figure 11. Percentage Point Increase in Probability of Paying Child Support after Passthrough Policy, by Year and Order Type**



Note: Error bars represent 95% confidence intervals. Values represent regression coefficients holding explanatory variables constant.

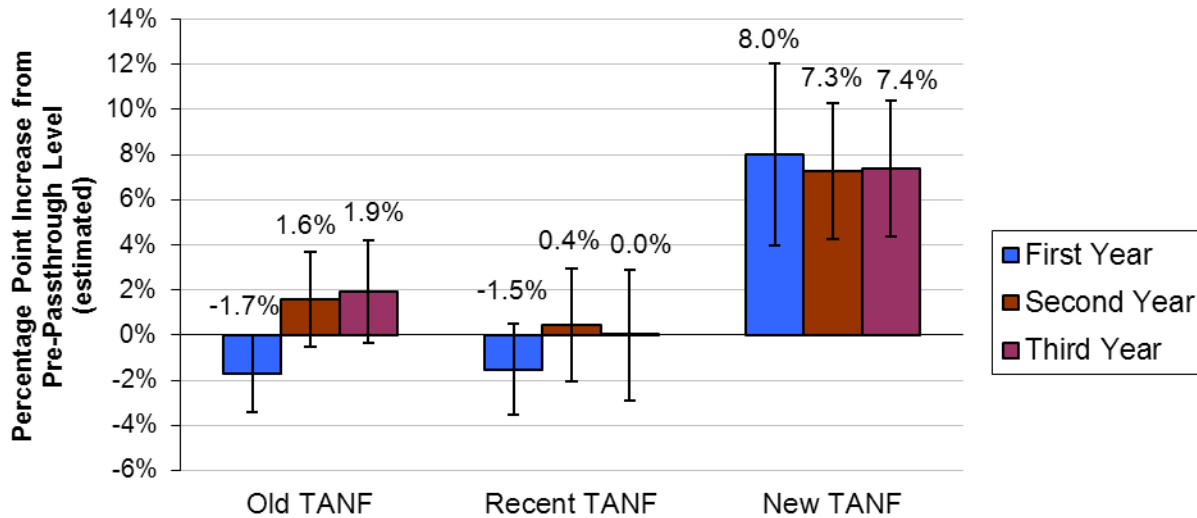
*The Effect of the Pass-Through Policy by TANF Status Over Time*

Finally, we considered how the effects of the pass-through differed over time for cases with different levels of familiarity with the TANF system. As figure 12 illustrates, Old and Recent TANF cases showed no strong changes in probability of payment; however, New TANF cases were much more likely to pay in all years.

These results are interesting in light of our earlier finding that all types of TANF cases eventually responded to the pass-through policy. The response of New TANF cases apparently involved an increase in probability of payment, such that cases that would not previously have been expected to pay did so at higher rates after the pass-through. However, Old and Recent TANF cases seem to have responded not by increasing their probability of payment, but by increasing payment amounts among those who were already paying. This suggests that the pass-through’s effect was pronounced among those who had exposure to the child support system, either by newly entering TANF and being informed about the policy or by remaining connected to the system by making payments. Older TANF cases who had not previously paid did not begin paying, illustrating the difficulty of reaching these noncustodial parents.

Thus, the pass-through appears to have had a powerful effect in promoting payments among those who are new to the TANF system. Letting them know that some of the child support paid on their behalf will go to the custodial family when they first enter the TANF system seems to encourage otherwise unreceptive noncustodial parents to begin paying and to keep paying child support. In addition, it appears that older TANF cases that pay child support increase the amount that they pay after the pass-through is implemented (shown earlier), but older TANF cases that do not pay child support are not incentivized to begin paying child support.

**Figure 12. Percentage Point Increase in Probability of Paying Child Support after Passthrough Policy, by Year and TANF History**



*Note:* Error bars represent 95% confidence intervals. Values represent regression coefficients holding explanatory variables constant.

#### D. Conclusions

Overall, our results suggest that TANF cases with current support orders paid 5.6 percent more child support after implementation of the pass-through policy. This finding persists when holding demographic factors constant and controlling for changes in payment among all cases over time. We also find that the impact of the pass-through policy increased over time. By the third year, TANF cases with a current support paid 10.8 percent more child support.

We find that the strongest impact of the pass-through policy was among New TANF cases with a current support order. Among these cases, child support payments increased 19.7 percent after the pass-through policy was implemented after controlling for other factors. Although child support payments did not increase in the first two years after the pass-through policy was implemented for Old and Recent TANF cases with a current support order, during the third year payments were significantly higher for both Old and Recent TANF cases with current support orders. Thus, by the third year, child support payments were higher among all TANF groups.

We also find that TANF cases with low orders were significantly more likely to pay child support than TANF cases with higher orders after the pass-through policy was implemented. This finding is consistent with our hypothesis that noncustodial parents with low orders (i.e., at or below \$150/month) would be more responsive to the pass-through policy than noncustodial parents with higher orders since all of their current support payments go the custodial family, while for noncustodial parents with higher orders, only the first \$150/month of their payments go the custodial family. Although the likelihood of paying child support increased significantly more among TANF cases with low orders than among TANF cases with higher orders, the

amount of child support paid did not increase significantly more. This may be because the new amounts of child support paid by TANF cases with low orders were not large enough to significantly increase the mean amount paid. The mean amount paid among TANF cases with low orders did increase by 10.2 percent after the pass-through policy was implemented, but this amount was not measured very precisely and it was not significantly different than the 4.2 percent increase in the amount paid among TANF cases with higher orders.

Our results suggest that exposure to information about the pass-through policy may be an important mediator of the policy's effectiveness. As noted above, cases that entered TANF after the pass-through policy was implemented responded strongly to the policy, but cases that entered TANF prior to the pass-through policy did not (at least not until the third year). Both the payment amounts and the likelihood of paying child support increased among New TANF cases with a current support order after the pass-through policy was implemented. This may have occurred because custodial parents with cases newly on TANF received more information about the policy as they entered the TANF system. In contrast, older TANF cases with a current support order increased the amount of child support they paid over time, but did not become more likely to begin paying child support. This implies that older cases that were paying and found that money was getting passed through responded with increased payments, while old cases that were not paying never had the opportunity to receive feedback and thus were not incentivized to start paying.

Overall, these findings mirror those of Cancian, Meyer, and Caspar's study of the Wisconsin child support system (2008), which found that a pass-through policy was associated with both increased likelihood of payment and higher payment amounts among cases with orders established. We also replicate the finding that the likelihood of paying and the amount paid increased by greater amounts for new TANF cases, although we find significant effects throughout the study period (whereas the Wisconsin study found effects for new cases only in the third year of the policy). Thus, the evidence suggests that a pass-through and disregard policy can play an important role in increasing child support payments among noncustodial parents.

## Appendix

### A. Creating the Analysis File for the Impact Analysis

To study the impact of the \$150 pass-through and disregard policy, we received copies of CSSD's monthly Access database files that contain their Support Enforcement Annual Data Reports (OCSE form 157) for FY 2004-09. The Access database files consist of a series of tables that contain relevant information for specific lines of the 157 form. We used the tables that indicate whether a case is open (line 1), is an interstate initiating case (line 1a), is an interstate receiving case (line 1b), is a Medicaid-only case (line 1c), the total amount of current support due (line 24), and the "universe" table that contained case identifiers and case open dates.

We used these Access tables to build our analysis file. In the process of creating this file, we noticed issues with the data. First, we noticed that the ninth field of the case identifier ("case ID") was cut off in some months of FY 2004-05 in some of the tables. Case ID is the variable that we use to merge across tables and thus we needed to have a complete case ID on each record and each table. We referred to other tables, particularly line 1, to determine how to fix these case IDs. We also found that the TANF status information from the variable "Line Cell" of the table line 1 was cut off for cases with case ID having a string length of nine (for example, case ID of 100013\*10 for August 2004). In such cases, we obtained the TANF status information from the variable "Line Cell" of other tables. After we created the final data file, we noticed that there were some custodial parents with inconsistent values for the first six digits of their case ID. Therefore, we fixed them so that each custodial parent has the same first six digits. After we fixed the first six digits of the case ID for these custodial parents, we found that 28 cases had two records, one of which has the monthly order amount of one cent. We dropped these cases from our analysis. We also noticed some cases had inconsistent values for TANF status in successive months (e.g., a case marked as "Never Assistance" when that case was listed as "Current Assistance" in previous months), so we adjusted those TANF statuses to be consistent.

We created the analysis file using Stata statistical software. We converted the Access tables into Stata data files and then merged these data files by case ID. After obtaining a Stata data file with data from all relevant tables for each month, we appended all months to create one data file.

We limited our analysis file to open cases at the end of the month with a positive current support order amount during the month. We also dropped interstate receiving cases since these cases cannot receive the pass-through. We limited our sample in this way because we wanted to focus our analysis on cases that could be affected by the pass-through policy. Closed cases do not have collections, cases without a positive current support order amount due do not have current support collections, and interstate receiving cases are not eligible for the pass-through.

Because of inconsistencies in the data, we used a few other criteria in selecting cases for our analysis. Because some cases had implausibly high or low reported amounts due (e.g., a case with \$67,900 due in a single month), we limited our sample to cases with order amounts between \$1 and \$1,000 in order to focus on the primary payment range. This decision dropped only 1.6 percent of all records.

While the 157 forms that we used spanned a range from June 2004 to March 2009, several months (September 2004, October and November 2006, and September 2007) were missing from the data. We also noticed that the child support amounts paid in January 2005 seemed unusually low relative to other months, so we dropped this month from our analysis (1.9 percent of records). This decision ensured that our conclusions would not be biased to support our hypothesis based on an outlier month of low payment in the pre-pass-through data.

Finally, to accurately measure the influence of TANF status on payments, we dropped cases that were on TANF if those cases did not have any months on TANF following the pass-through. This ensured that our measurement of payment behavior for cases on TANF only included data for cases for which we had post-policy observations (and which thus could be clearly compared over time). Dropping the TANF records of cases with months on TANF only prior to the pass-through eliminated 1.5 percent of all records.

Initial investigations using only data from form 157 suggested that the amounts paid by each case may not have been reliable; in particular, CSSD staff expressed concern that the totals for payment received (line 25 of form 157) may have incorrectly included the amounts passed through that were implemented retroactively.<sup>13</sup> To find a more reliable data source for noncustodial parent payments, we employed CSSD databases of the Child Support Enforcement Program Collection Report (form 34A), which contained data on all payments received from noncustodial parents in each quarter of our study period. We imported these files into Stata software and merged the data from each quarter. To avoid inadvertently repeating the error of double-counting retroactive payments, we dropped any payments that were recorded as occurring before or after the three months represented by each quarterly data file. We also dropped payments that were not associated with a case ID, as those payments would be impossible to match with the form 157 data. Our final estimates of amounts paid for each fiscal year were within 2-3 percent of published totals, so we merged the payment amounts from the 34A files onto our 157 data by matching on case ID.

Our final analysis file has 871,252 observations, representing 24,810 cases and 22,346 custodial parents. We decided to keep the data at the case level, even though we are interested in the behavior of custodial and noncustodial parents, as trying to summarize case-level variation proved difficult. For example, some custodial parents have a TANF case and a non-TANF case. In this situation, the pass-through policy should encourage the custodial parent to cooperate for the TANF case but not the non-TANF case. Given that parents are expected to respond differently depending upon the case, it seemed more appropriate to leave our variables in this analysis defined at the case level.

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<sup>13</sup> Despite this concern, our analyses using only the 157 data had similar substantive findings to the ones described in this report, supporting the robustness of our approach.

## B. Regression Tables

There are four tables in this section of the report. They contain all of the results generated from the models described in section A of chapter 6. The first table presents the results from the generalized linear model predicting the amount of child support paid. The second table presents the same models but examines whether the effect of the pass-through varies over time. The third table presents the logistic model predicting whether any child support is paid. The fourth table presents the same models as table 3 except it examines whether the effect of the pass-through on any child support paid varies over time.

Table A1: Generalized Linear Models predicting Child Support Payment

	Model 1 - 2D	Model 2 - 3D	Model 3 - New TANF Cases
Amount Due: \$25 - \$49.99	1.918*** (4.215)	1.965*** (4.380)	1.916*** (4.208)
Amount Due: \$50 - \$74.99	1.759*** (7.143)	1.755*** (7.027)	1.748*** (7.059)
Amount Due: \$75 - \$99.99	2.721*** (11.259)	2.745*** (11.301)	2.716*** (11.242)
Amount Due: \$100 - \$124.99	3.516*** (15.892)	3.573*** (15.998)	3.519*** (15.906)
Amount Due: \$125 - \$149.99	4.911*** (20.229)	5.025*** (20.441)	4.904*** (20.210)
Amount Due: \$150 - \$174.99	5.608*** (22.343)	5.418*** (18.748)	5.597*** (22.318)
Amount Due: \$175 - \$199.99	7.120*** (25.592)	6.694*** (19.475)	7.104*** (25.562)
Amount Due: \$200 - \$224.99	8.050*** (27.781)	7.565*** (20.998)	8.037*** (27.762)
Amount Due: \$225 - \$249.99	9.721*** (29.995)	9.139*** (22.816)	9.703*** (29.973)
Amount Due: \$250 - \$274.99	10.583*** (31.383)	9.947*** (23.799)	10.563*** (31.362)
Amount Due: \$275 - \$299.99	11.601*** (32.422)	10.905*** (24.649)	11.579*** (32.403)
Amount Due: \$300 - \$324.99	13.765*** (35.171)	12.933*** (26.626)	13.743*** (35.154)
Amount Due: \$325 - \$349.99	14.724*** (35.728)	13.840*** (27.185)	14.700*** (35.713)
Amount Due: \$350 - \$374.99	15.987*** (36.817)	15.031*** (28.022)	15.946*** (36.785)
Amount Due: \$375 - \$399.99	17.901*** (38.279)	16.825*** (29.168)	17.856*** (38.246)
Amount Due: \$400 - \$424.99	19.056*** (39.498)	17.909*** (29.995)	19.009*** (39.466)



Amount Due: \$425 - \$449.99	19.772*** (39.237)	18.585*** (30.013)	19.724*** (39.209)
Amount Due: \$450 - \$474.99	21.976*** (40.931)	20.652*** (31.242)	21.919*** (40.896)
Amount Due: \$475 - \$499.99	23.825*** (41.625)	22.391*** (31.920)	23.740*** (41.573)
Amount Due: \$500 - \$524.99	22.821*** (41.361)	21.445*** (31.583)	22.775*** (41.338)
Amount Due: \$525 - \$549.99	25.765*** (42.621)	24.205*** (32.714)	25.708*** (42.594)
Amount Due: \$550 - \$574.99	27.071*** (42.891)	25.427*** (33.036)	27.012*** (42.866)
Amount Due: \$575 - \$599.99	29.001*** (43.730)	27.242*** (33.708)	28.946*** (43.709)
Amount Due: \$600 - \$624.99	30.576*** (45.084)	28.725*** (34.565)	30.503*** (45.050)
Amount Due: \$625 - \$649.99	31.695*** (44.886)	29.784*** (34.631)	31.602*** (44.839)
Amount Due: \$650 - \$674.99	33.375*** (45.399)	31.348*** (35.054)	33.309*** (45.382)
Amount Due: \$675 - \$699.99	34.343*** (44.520)	32.257*** (34.745)	34.281*** (44.507)
Amount Due: \$700 - \$724.99	35.946*** (46.238)	33.761*** (35.742)	35.864*** (46.222)
Amount Due: \$725 - \$749.99	37.331*** (45.742)	35.055*** (35.675)	37.274*** (45.720)
Amount Due: \$750 - \$774.99	35.756*** (45.227)	33.584*** (35.264)	35.660*** (45.181)
Amount Due: \$775 - \$799.99	35.901*** (39.825)	33.720*** (32.430)	35.816*** (39.755)
Amount Due: \$800 - \$824.99	41.343*** (46.389)	38.815*** (36.363)	41.235*** (46.373)
Amount Due: \$825 - \$849.99	43.954*** (45.146)	41.267*** (35.945)	43.855*** (45.124)
Amount Due: \$850 - \$874.99	37.145*** (36.239)	34.893*** (30.438)	37.062*** (36.216)
Amount Due: \$875 - \$899.99	43.210*** (43.189)	40.562*** (34.812)	43.094*** (43.148)
Amount Due: \$900 - \$924.99	43.404*** (41.037)	40.759*** (33.649)	43.324*** (41.031)
Amount Due: \$925 - \$949.99	46.705*** (39.642)	43.869*** (33.053)	46.649*** (39.616)
Amount Due: \$950 - \$974.99	47.003*** (44.218)	44.120*** (35.673)	46.899*** (44.192)
Amount Due: \$975 - \$999.99	46.134*** (41.301)	43.320*** (33.980)	45.997*** (41.173)

Amount Due: \$1,000	50.166*** (37.656)	47.088*** (31.992)	50.053*** (37.646)
Case Age: 1 Year	1.129*** (3.959)	1.129*** (3.946)	1.131*** (3.996)
Case Age: 2 Years	1.165*** (4.693)	1.165*** (4.683)	1.169*** (4.800)
Case Age: 3 Years	1.136*** (3.898)	1.135*** (3.893)	1.142*** (4.048)
Case Age: 4 Years	1.098** (2.875)	1.097** (2.859)	1.104** (3.057)
Case Age: 5 Years	1.093** (2.738)	1.092** (2.724)	1.099** (2.906)
Case Age: 6 Years	1.086** (2.605)	1.086** (2.605)	1.091** (2.766)
Case Age: 7 Years	1.082* (2.563)	1.083** (2.588)	1.088** (2.714)
Case Age: 8 Years	1.079* (2.433)	1.079* (2.452)	1.083* (2.554)
Case Age: 9 Years	1.071* (2.186)	1.071* (2.186)	1.077* (2.349)
Case Age: 10 Years	1.072* (2.195)	1.072* (2.186)	1.079* (2.390)
Case Age: 11 Years	1.100** (2.828)	1.099** (2.816)	1.108** (3.035)
Former TANF Case	0.952*** (-4.839)	0.953*** (-4.734)	0.952*** (-4.852)
Interstate Initiating Case	0.924*** (-3.707)	0.924*** (-3.691)	0.924*** (-3.685)
Medicaid-only Case	0.954 (-1.859)	0.955 (-1.854)	0.954 (-1.864)
Month: 2004-07	0.834*** (-11.564)	0.833*** (-11.599)	0.834*** (-11.552)
Month: 2004-08	0.879*** (-8.885)	0.879*** (-8.898)	0.880*** (-8.864)
Month: 2004-10	0.810*** (-12.197)	0.809*** (-12.266)	0.811*** (-12.155)
Month: 2004-11	0.879*** (-8.202)	0.879*** (-8.259)	0.880*** (-8.153)
Month: 2004-12	0.895*** (-5.933)	0.894*** (-6.004)	0.896*** (-5.880)
Month: 2005-02	0.906*** (-5.404)	0.905*** (-5.443)	0.907*** (-5.341)
Month: 2005-03	1.126*** (6.242)	1.125*** (6.184)	1.128*** (6.313)
Month: 2005-04	0.998 (-0.114)	0.997 (-0.174)	0.999 (-0.041)

Month: 2005-05	1.074*** (4.260)	1.073*** (4.200)	1.076*** (4.354)
Month: 2005-06	0.963* (-2.104)	0.962* (-2.160)	0.965* (-2.009)
Month: 2005-07	0.837*** (-10.198)	0.836*** (-10.272)	0.839*** (-10.100)
Month: 2005-08	0.962* (-2.353)	0.961* (-2.423)	0.964* (-2.231)
Month: 2005-09	0.841*** (-8.774)	0.840*** (-8.850)	0.843*** (-8.608)
Month: 2005-10	0.943*** (-3.363)	0.942*** (-3.423)	0.945** (-3.199)
Month: 2005-11	0.865*** (-8.021)	0.864*** (-8.084)	0.868*** (-7.836)
Month: 2005-12	0.808*** (-10.178)	0.807*** (-10.252)	0.811*** (-10.024)
Month: 2006-01	0.905*** (-4.882)	0.904*** (-4.944)	0.908*** (-4.720)
Month: 2006-02	0.850*** (-9.041)	0.849*** (-9.101)	0.852*** (-8.890)
Month: 2006-03	1.097*** (4.430)	1.095*** (4.352)	1.100*** (4.592)
Month: 2006-04	0.962 (-1.958)	0.955* (-2.333)	0.966 (-1.740)
Month: 2006-05	1.048* (2.337)	1.040* (1.966)	1.052* (2.544)
Month: 2006-06	0.883*** (-5.674)	0.877*** (-5.982)	0.887*** (-5.485)
Month: 2006-07	0.889*** (-6.771)	0.883*** (-7.167)	0.893*** (-6.539)
Month: 2006-08	0.876*** (-7.077)	0.869*** (-7.434)	0.879*** (-6.867)
Month: 2006-09	0.778*** (-14.272)	0.773*** (-14.616)	0.781*** (-14.060)
Month: 2006-12	0.785*** (-13.164)	0.780*** (-13.470)	0.787*** (-13.029)
Month: 2007-01	0.952** (-2.631)	0.945** (-2.981)	0.954* (-2.521)
Month: 2007-02	0.851*** (-8.843)	0.845*** (-9.183)	0.853*** (-8.724)
Month: 2007-03	1.107*** (4.581)	1.100*** (4.287)	1.109*** (4.661)
Month: 2007-04	1.033 (1.364)	1.026 (1.072)	1.034 (1.442)
Month: 2007-05	0.975 (-1.174)	0.969 (-1.483)	0.977 (-1.090)

Month: 2007-06	0.912*** (-4.457)	0.907*** (-4.766)	0.914*** (-4.368)
Month: 2007-07	0.929*** (-4.027)	0.922*** (-4.376)	0.930*** (-3.932)
Month: 2007-08	0.858*** (-8.127)	0.852*** (-8.441)	0.859*** (-8.027)
Month: 2007-10	0.972 (-1.516)	0.966 (-1.855)	0.973 (-1.484)
Month: 2007-11	0.856*** (-7.693)	0.851*** (-7.976)	0.856*** (-7.660)
Month: 2007-12	0.895*** (-6.149)	0.889*** (-6.485)	0.895*** (-6.109)
Month: 2008-01	0.891*** (-6.266)	0.886*** (-6.590)	0.892*** (-6.234)
Month: 2008-02	0.968 (-1.583)	0.962 (-1.890)	0.969 (-1.562)
Month: 2008-03	1.183*** (6.622)	1.176*** (6.357)	1.184*** (6.619)
Month: 2008-04	1.032 (1.600)	1.026 (1.273)	1.033 (1.609)
Month: 2008-05	1.041* (1.965)	1.035 (1.660)	1.041* (1.972)
Month: 2008-06	1.108*** (5.237)	1.101*** (4.901)	1.108*** (5.229)
Month: 2008-07	1.135*** (6.935)	1.128*** (6.580)	1.135*** (6.919)
Month: 2008-08	0.878*** (-6.987)	0.873*** (-7.293)	0.878*** (-6.970)
Month: 2008-09	0.949** (-2.852)	0.943** (-3.179)	0.949** (-2.853)
Month: 2008-10	0.867*** (-7.246)	0.861*** (-7.517)	0.866*** (-7.270)
Month: 2008-11	0.848*** (-8.513)	0.843*** (-8.800)	0.847*** (-8.536)
Month: 2008-12	0.923*** (-3.998)	0.918*** (-4.284)	0.922*** (-4.050)
Month: 2009-01	0.846*** (-7.997)	0.841*** (-8.302)	0.845*** (-8.021)
Month: 2009-02	0.912*** (-4.361)	0.906*** (-4.642)	0.911*** (-4.403)
Month: 2009-03	1.202*** (8.041)	1.195*** (7.767)	1.201*** (7.959)
Current TANF Case	0.718*** (-13.079)	0.712*** (-12.290)	
Current TANF * Post Pass-Through	1.056* (2.358)	1.042 (1.638)	

Low Order		0.837**	
		(-2.837)	
Low Order * Current TANF		1.132*	
		(2.106)	
Low Order * Post Pass-Through		1.113***	
		(4.138)	
Low Order * Current TANF * Post Pass-Through		1.060	
		(0.936)	
Old TANF Case			0.732***
			(-10.584)
Recent or New TANF Case			0.673***
			(-9.416)
Old TANF * Post Pass-Through			1.039
			(1.364)
Recent TANF * Post Pass-Through			1.056
			(1.294)
New TANF * Post Pass-Through			1.197***
			(3.798)
Constant	16.579***	17.741***	16.505***
	(35.348)	(28.785)	(35.285)
Number of Observations	871252	871252	871252
Number of Cases	22346	22346	22346

\*  $p < 0.05$ , \*\*  $p < 0.01$ , \*\*\*  $p < 0.001$

*Notes:* Variables are defined in Chapter VI, table 1. Parameter estimates are computed by poisson regression in Stata with t-statistics in parentheses. Coefficients are exponentiated (representing incidence rate ratios).

*Universe:* Cases which had a positive current support order, were non-interstate-receiving cases, were open at the end of any month from Q3 FY 2004 - Q2 FY 2009, and had child support orders between \$1 and \$1,000. TANF records were only included if the case had records on TANF after the pass-through.

Data are available for only three months in FY 2004, eleven months in FY 2005, nine months in FY 2007, and six months in FY 2009.

Table A2: Generalized Linear Models predicting Child Support Payment over Time

	Model 1 - 2D	Model 2 - 3D	Model 3 - New TANF Cases
Amount Due: \$25 - \$49.99	1.919*** (4.217)	1.988*** (4.453)	1.917*** (4.211)
Amount Due: \$50 - \$74.99	1.758*** (7.131)	1.767*** (7.085)	1.749*** (7.067)
Amount Due: \$75 - \$99.99	2.721*** (11.261)	2.777*** (11.391)	2.718*** (11.249)
Amount Due: \$100 - \$124.99	3.520*** (15.905)	3.623*** (16.096)	3.522*** (15.921)
Amount Due: \$125 - \$149.99	4.914*** (20.238)	5.094*** (20.528)	4.908*** (20.222)
Amount Due: \$150 - \$174.99	5.609*** (22.348)	5.492*** (18.826)	5.600*** (22.328)
Amount Due: \$175 - \$199.99	7.123*** (25.601)	6.787*** (19.551)	7.109*** (25.575)
Amount Due: \$200 - \$224.99	8.052*** (27.788)	7.670*** (21.067)	8.042*** (27.775)
Amount Due: \$225 - \$249.99	9.724*** (30.000)	9.264*** (22.879)	9.708*** (29.985)
Amount Due: \$250 - \$274.99	10.584*** (31.387)	10.083*** (23.855)	10.568*** (31.372)
Amount Due: \$275 - \$299.99	11.602*** (32.428)	11.055*** (24.703)	11.586*** (32.417)
Amount Due: \$300 - \$324.99	13.767*** (35.178)	13.111*** (26.674)	13.751*** (35.168)
Amount Due: \$325 - \$349.99	14.728*** (35.737)	14.032*** (27.230)	14.709*** (35.727)
Amount Due: \$350 - \$374.99	15.985*** (36.820)	15.234*** (28.061)	15.953*** (36.798)
Amount Due: \$375 - \$399.99	17.900*** (38.282)	17.053*** (29.203)	17.865*** (38.258)
Amount Due: \$400 - \$424.99	19.051*** (39.500)	18.151*** (30.025)	19.016*** (39.478)
Amount Due: \$425 - \$449.99	19.770*** (39.240)	18.837*** (30.046)	19.734*** (39.223)
Amount Due: \$450 - \$474.99	21.975*** (40.935)	20.933*** (31.271)	21.929*** (40.909)
Amount Due: \$475 - \$499.99	23.815*** (41.625)	22.688*** (31.942)	23.747*** (41.584)
Amount Due: \$500 - \$524.99	22.823*** (41.368)	21.741*** (31.610)	22.786*** (41.353)

Amount Due: \$525 - \$549.99	25.771*** (42.626)	24.542*** (32.743)	25.725*** (42.607)
Amount Due: \$550 - \$574.99	27.075*** (42.897)	25.777*** (33.060)	27.030*** (42.881)
Amount Due: \$575 - \$599.99	29.008*** (43.740)	27.621*** (33.734)	28.962*** (43.724)
Amount Due: \$600 - \$624.99	30.579*** (45.090)	29.122*** (34.584)	30.519*** (45.066)
Amount Due: \$625 - \$649.99	31.690*** (44.887)	30.187*** (34.648)	31.614*** (44.849)
Amount Due: \$650 - \$674.99	33.386*** (45.409)	31.791*** (35.074)	33.339*** (45.398)
Amount Due: \$675 - \$699.99	34.358*** (44.528)	32.714*** (34.772)	34.305*** (44.521)
Amount Due: \$700 - \$724.99	35.950*** (46.242)	34.230*** (35.756)	35.887*** (46.234)
Amount Due: \$725 - \$749.99	37.340*** (45.747)	35.542*** (35.686)	37.297*** (45.733)
Amount Due: \$750 - \$774.99	35.762*** (45.232)	34.053*** (35.280)	35.683*** (45.191)
Amount Due: \$775 - \$799.99	35.908*** (39.815)	34.186*** (32.457)	35.847*** (39.764)
Amount Due: \$800 - \$824.99	41.346*** (46.394)	39.349*** (36.371)	41.266*** (46.387)
Amount Due: \$825 - \$849.99	43.972*** (45.125)	41.850*** (35.950)	43.879*** (45.103)
Amount Due: \$850 - \$874.99	37.174*** (36.266)	35.400*** (30.494)	37.093*** (36.236)
Amount Due: \$875 - \$899.99	43.211*** (43.188)	41.116*** (34.836)	43.119*** (43.157)
Amount Due: \$900 - \$924.99	43.431*** (41.042)	41.345*** (33.678)	43.362*** (41.041)
Amount Due: \$925 - \$949.99	46.747*** (39.651)	44.502*** (33.095)	46.706*** (39.635)
Amount Due: \$950 - \$974.99	47.037*** (44.238)	44.758*** (35.705)	46.945*** (44.213)
Amount Due: \$975 - \$999.99	46.158*** (41.272)	43.942*** (33.988)	46.050*** (41.182)
Amount Due: \$1,000	50.198*** (37.673)	47.773*** (32.045)	50.099*** (37.658)
Case Age: 1 Year	1.129*** (3.953)	1.129*** (3.949)	1.131*** (4.002)
Case Age: 2 Years	1.165*** (4.681)	1.164*** (4.681)	1.169*** (4.788)
Case Age: 3 Years	1.135*** (3.884)	1.135*** (3.892)	1.141*** (4.023)

Case Age: 4 Years	1.097** (2.857)	1.097** (2.855)	1.103** (3.015)
Case Age: 5 Years	1.092** (2.721)	1.092** (2.717)	1.097** (2.858)
Case Age: 6 Years	1.085** (2.595)	1.086** (2.604)	1.090** (2.722)
Case Age: 7 Years	1.082* (2.551)	1.083** (2.587)	1.086** (2.669)
Case Age: 8 Years	1.077* (2.387)	1.078* (2.423)	1.081* (2.482)
Case Age: 9 Years	1.070* (2.153)	1.071* (2.175)	1.075* (2.281)
Case Age: 10 Years	1.073* (2.232)	1.073* (2.232)	1.078* (2.351)
Case Age: 11 Years	1.102** (2.907)	1.102** (2.888)	1.107** (3.018)
Former TANF Case	0.952*** (-4.833)	0.953*** (-4.724)	0.952*** (-4.837)
Interstate Initiating Case	0.924*** (-3.697)	0.924*** (-3.679)	0.924*** (-3.682)
Medicaid-only Case	0.954 (-1.881)	0.954 (-1.877)	0.954 (-1.886)
Month: 2004-07	0.834*** (-11.563)	0.833*** (-11.599)	0.834*** (-11.552)
Month: 2004-08	0.879*** (-8.885)	0.879*** (-8.898)	0.880*** (-8.864)
Month: 2004-10	0.810*** (-12.196)	0.809*** (-12.267)	0.811*** (-12.152)
Month: 2004-11	0.880*** (-8.201)	0.879*** (-8.260)	0.880*** (-8.149)
Month: 2004-12	0.895*** (-5.931)	0.894*** (-6.005)	0.896*** (-5.877)
Month: 2005-02	0.906*** (-5.403)	0.905*** (-5.443)	0.907*** (-5.337)
Month: 2005-03	1.126*** (6.244)	1.125*** (6.184)	1.128*** (6.315)
Month: 2005-04	0.998 (-0.112)	0.997 (-0.175)	0.999 (-0.039)
Month: 2005-05	1.074*** (4.261)	1.073*** (4.201)	1.076*** (4.357)
Month: 2005-06	0.963* (-2.103)	0.962* (-2.160)	0.965* (-2.007)
Month: 2005-07	0.837*** (-10.195)	0.836*** (-10.272)	0.839*** (-10.098)
Month: 2005-08	0.963* (-2.351)	0.961* (-2.423)	0.964* (-2.229)



Month: 2005-09	0.841*** (-8.772)	0.840*** (-8.850)	0.843*** (-8.607)
Month: 2005-10	0.943*** (-3.318)	0.942*** (-3.388)	0.946** (-3.161)
Month: 2005-11	0.866*** (-7.979)	0.865*** (-8.050)	0.869*** (-7.800)
Month: 2005-12	0.809*** (-10.142)	0.807*** (-10.224)	0.811*** (-9.994)
Month: 2006-01	0.906*** (-4.845)	0.904*** (-4.915)	0.908*** (-4.689)
Month: 2006-02	0.850*** (-9.000)	0.849*** (-9.068)	0.853*** (-8.855)
Month: 2006-03	1.097*** (4.467)	1.096*** (4.382)	1.101*** (4.623)
Month: 2006-04	0.970 (-1.520)	0.965 (-1.798)	0.973 (-1.356)
Month: 2006-05	1.057** (2.787)	1.052* (2.505)	1.061** (2.931)
Month: 2006-06	0.891*** (-5.254)	0.887*** (-5.477)	0.894*** (-5.122)
Month: 2006-07	0.897*** (-6.251)	0.892*** (-6.537)	0.900*** (-6.091)
Month: 2006-08	0.883*** (-6.580)	0.879*** (-6.833)	0.886*** (-6.439)
Month: 2006-09	0.786*** (-13.724)	0.781*** (-13.946)	0.787*** (-13.591)
Month: 2006-12	0.793*** (-12.661)	0.789*** (-12.874)	0.793*** (-12.600)
Month: 2007-01	0.960* (-2.153)	0.956* (-2.418)	0.961* (-2.120)
Month: 2007-02	0.859*** (-8.342)	0.854*** (-8.574)	0.859*** (-8.305)
Month: 2007-03	1.117*** (5.012)	1.111*** (4.796)	1.117*** (5.019)
Month: 2007-04	1.032 (1.339)	1.027 (1.120)	1.034 (1.415)
Month: 2007-05	0.975 (-1.196)	0.970 (-1.428)	0.976 (-1.114)
Month: 2007-06	0.912*** (-4.474)	0.907*** (-4.706)	0.914*** (-4.388)
Month: 2007-07	0.928*** (-4.057)	0.923*** (-4.310)	0.930*** (-3.962)
Month: 2007-08	0.857*** (-8.143)	0.853*** (-8.379)	0.859*** (-8.046)
Month: 2007-10	0.971 (-1.612)	0.966 (-1.850)	0.972 (-1.529)

Month: 2007-11	0.854*** (-7.759)	0.851*** (-7.948)	0.856*** (-7.680)
Month: 2007-12	0.893*** (-6.234)	0.889*** (-6.460)	0.895*** (-6.144)
Month: 2008-01	0.890*** (-6.349)	0.886*** (-6.567)	0.891*** (-6.267)
Month: 2008-02	0.966 (-1.674)	0.962 (-1.896)	0.968 (-1.605)
Month: 2008-03	1.181*** (6.536)	1.176*** (6.337)	1.183*** (6.576)
Month: 2008-04	1.026 (1.285)	1.016 (0.780)	1.028 (1.373)
Month: 2008-05	1.035 (1.656)	1.025 (1.193)	1.036 (1.740)
Month: 2008-06	1.101*** (4.902)	1.090*** (4.378)	1.103*** (4.984)
Month: 2008-07	1.128*** (6.547)	1.117*** (5.999)	1.129*** (6.629)
Month: 2008-08	0.872*** (-7.285)	0.864*** (-7.731)	0.874*** (-7.182)
Month: 2008-09	0.943** (-3.191)	0.934*** (-3.678)	0.944** (-3.097)
Month: 2008-10	0.860*** (-7.573)	0.853*** (-7.948)	0.861*** (-7.480)
Month: 2008-11	0.842*** (-8.847)	0.834*** (-9.253)	0.843*** (-8.745)
Month: 2008-12	0.916*** (-4.372)	0.908*** (-4.789)	0.917*** (-4.301)
Month: 2009-01	0.839*** (-8.308)	0.832*** (-8.793)	0.841*** (-8.220)
Month: 2009-02	0.905*** (-4.706)	0.896*** (-5.113)	0.906*** (-4.628)
Month: 2009-03	1.193*** (7.692)	1.182*** (7.277)	1.194*** (7.712)
Current TANF Case	0.718*** (-13.079)	0.712*** (-12.288)	
Current TANF * Post Pass-Through (Year 1)	0.973 (-1.101)	0.958 (-1.608)	
Current TANF * Post Pass-Through (Year 2)	1.066* (2.308)	1.059 (1.924)	
Current TANF * Post Pass-Through (Year 3)	1.108*** (3.673)	1.089** (2.810)	
Low Order		0.839** (-2.814)	
Low Order * Current TANF		1.132* (2.110)	

Low Order * Post Pass-Through (Year 1)		1.076*	
		(2.543)	
Low Order * Current TANF * Post Pass-Through (Year 1)		1.091	
		(1.247)	
Low Order * Post Pass-Through (Year 2)		1.074*	
		(2.176)	
Low Order * Current TANF * Post Pass-Through (Year 2)		1.026	
		(0.324)	
Low Order * Post Pass-Through (Year 3)		1.187***	
		(4.707)	
Low Order * Current TANF * Post Pass-Through (Year 3)		1.061	
		(0.748)	
Old TANF Case			0.732***
			(-10.582)
Recent or New TANF Case			0.673***
			(-9.418)
Old TANF * Post Pass-Through (Year 1)			0.964
			(-1.202)
Old TANF * Post Pass-Through (Year 2)			1.059
			(1.560)
Old TANF * Post Pass-Through (Year 3)			1.095*
			(2.446)
New TANF (recent TANF history) * Post Pass-Through (Year 1)			0.982
			(-0.398)
New TANF (recent TANF history) * Post Pass-Through (Year 2)			1.069
			(1.339)
New TANF (recent TANF history) * Post Pass-Through (Year 3)			1.114*
			(1.998)
New TANF (no recent TANF history) * Post Pass-Through (Year 1)			1.158*
			(2.341)
New TANF (no recent TANF history) * Post Pass-Through (Year 2)			1.181**
			(3.161)
New TANF (no recent TANF history) * Post Pass-Through (Year 3)			1.218***
			(3.994)
Constant	16.583***	17.502***	16.516***
	(35.358)	(28.554)	(35.298)
Number of Observations	871252	871252	871252

Number of Cases	22346	22346	22346
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\*  $p < 0.05$ , \*\*  $p < 0.01$ , \*\*\*  $p < 0.001$

*Notes:* Variables are defined in Chapter VI, table 1. Parameter estimates are computed by poisson regression in Stata with t-statistics in parentheses. Coefficients are exponentiated (representing incidence rate ratios).

*Universe:* Cases which had a positive current support order, were non-interstate-receiving cases, were open at the end of any month from Q3 FY 2004 - Q2 FY 2009, and had child support orders between \$1 and \$1,000. TANF records were only included if the case had records on TANF after the pass-through.

Data are available for only three months in FY 2004, eleven months in FY 2005, nine months in FY 2007, and six months in FY 2009.

Table A3: Logistic Regression Models predicting Likelihood of Paying Child Support

	Model 1 - 2D	Model 2 - 3D	Model 3 - New TANF Cases
Amount Due: \$25 - \$49.99	0.792 (-1.794)	0.819 (-1.547)	0.786 (-1.849)
Amount Due: \$50 - \$74.99	0.662*** (-6.873)	0.657*** (-6.983)	0.644*** (-7.296)
Amount Due: \$75 - \$99.99	0.858 (-1.817)	0.867 (-1.693)	0.848 (-1.943)
Amount Due: \$100 - \$124.99	1.038 (0.566)	1.061 (0.891)	1.032 (0.474)
Amount Due: \$125 - \$149.99	1.399*** (4.876)	1.444*** (5.330)	1.387*** (4.748)
Amount Due: \$150 - \$174.99	1.452*** (5.737)	1.358** (3.273)	1.436*** (5.562)
Amount Due: \$175 - \$199.99	1.812*** (9.032)	1.620*** (4.313)	1.793*** (8.873)
Amount Due: \$200 - \$224.99	1.890*** (10.353)	1.687*** (4.782)	1.871*** (10.184)
Amount Due: \$225 - \$249.99	2.316*** (12.793)	2.073*** (6.514)	2.293*** (12.632)
Amount Due: \$250 - \$274.99	2.431*** (14.012)	2.174*** (7.009)	2.407*** (13.855)
Amount Due: \$275 - \$299.99	2.473*** (13.605)	2.213*** (7.037)	2.445*** (13.427)
Amount Due: \$300 - \$324.99	3.082*** (17.726)	2.751*** (9.108)	3.052*** (17.567)
Amount Due: \$325 - \$349.99	3.371*** (17.626)	3.018*** (9.666)	3.340*** (17.502)
Amount Due: \$350 - \$374.99	3.526*** (17.720)	3.165*** (9.961)	3.481*** (17.531)
Amount Due: \$375 - \$399.99	4.093*** (19.217)	3.664*** (11.086)	4.043*** (19.039)
Amount Due: \$400 - \$424.99	4.072*** (20.170)	3.644*** (11.268)	4.021*** (19.981)
Amount Due: \$425 - \$449.99	4.008*** (17.217)	3.591*** (10.497)	3.957*** (17.052)
Amount Due: \$450 - \$474.99	4.924*** (19.774)	4.406*** (12.158)	4.865*** (19.609)
Amount Due: \$475 - \$499.99	5.264*** (18.906)	4.715*** (12.240)	5.183*** (18.707)
Amount Due: \$500 - \$524.99	4.193*** (17.874)	3.749*** (10.871)	4.150*** (17.744)
Amount Due: \$525 - \$549.99	5.256***	4.690***	5.199***

	(17.836)	(11.870)	(17.713)
Amount Due: \$550 - \$574.99	5.807***	5.174***	5.737***
	(17.482)	(12.126)	(17.356)
Amount Due: \$575 - \$599.99	6.182***	5.513***	6.123***
	(16.634)	(12.005)	(16.582)
Amount Due: \$600 - \$624.99	6.761***	6.038***	6.686***
	(19.416)	(13.399)	(19.292)
Amount Due: \$625 - \$649.99	6.811***	6.097***	6.726***
	(18.360)	(13.068)	(18.253)
Amount Due: \$650 - \$674.99	7.400***	6.595***	7.314***
	(16.922)	(12.618)	(16.844)
Amount Due: \$675 - \$699.99	7.529***	6.713***	7.468***
	(14.099)	(11.230)	(14.049)
Amount Due: \$700 - \$724.99	7.337***	6.535***	7.243***
	(15.923)	(12.134)	(15.843)
Amount Due: \$725 - \$749.99	8.097***	7.198***	8.021***
	(13.197)	(10.800)	(13.148)
Amount Due: \$750 - \$774.99	6.359***	5.666***	6.283***
	(14.293)	(10.988)	(14.219)
Amount Due: \$775 - \$799.99	5.548***	4.940***	5.472***
	(8.814)	(7.430)	(8.716)
Amount Due: \$800 - \$824.99	6.810***	6.047***	6.711***
	(12.482)	(10.069)	(12.413)
Amount Due: \$825 - \$849.99	8.203***	7.287***	8.126***
	(9.760)	(8.494)	(9.746)
Amount Due: \$850 - \$874.99	5.191***	4.629***	5.149***
	(7.326)	(6.338)	(7.305)
Amount Due: \$875 - \$899.99	7.575***	6.713***	7.477***
	(9.513)	(8.239)	(9.457)
Amount Due: \$900 - \$924.99	9.057***	8.052***	8.977***
	(7.608)	(6.864)	(7.581)
Amount Due: \$925 - \$949.99	8.575***	7.654***	8.499***
	(8.710)	(7.705)	(8.668)
Amount Due: \$950 - \$974.99	7.870***	6.968***	7.789***
	(8.829)	(7.739)	(8.790)
Amount Due: \$975 - \$999.99	8.980***	7.978***	8.842***
	(9.139)	(8.112)	(8.985)
Amount Due: \$1,000	5.985***	5.302***	5.929***
	(5.637)	(5.052)	(5.619)
Case Age: 1 Year	1.038	1.035	1.041
	(0.583)	(0.557)	(0.649)
Case Age: 2 Years	0.941	0.944	0.962
	(-0.886)	(-0.853)	(-0.569)
Case Age: 3 Years	0.861*	0.867*	0.893
	(-2.154)	(-2.082)	(-1.644)
Case Age: 4 Years	0.799**	0.805**	0.837*

	(-3.201)	(-3.145)	(-2.569)
Case Age: 5 Years	0.805**	0.811**	0.845*
	(-3.108)	(-3.042)	(-2.425)
Case Age: 6 Years	0.775***	0.782***	0.814**
	(-3.751)	(-3.670)	(-3.048)
Case Age: 7 Years	0.749***	0.758***	0.786***
	(-4.351)	(-4.239)	(-3.648)
Case Age: 8 Years	0.739***	0.747***	0.775***
	(-4.554)	(-4.447)	(-3.851)
Case Age: 9 Years	0.721***	0.729***	0.764***
	(-4.834)	(-4.741)	(-3.994)
Case Age: 10 Years	0.729***	0.738***	0.778***
	(-4.586)	(-4.481)	(-3.635)
Case Age: 11 Years	0.742***	0.751***	0.798**
	(-4.105)	(-3.986)	(-3.084)
Former TANF Case	0.829***	0.834***	0.828***
	(-7.385)	(-7.063)	(-7.414)
Interstate Initiating Case	0.812***	0.814***	0.812***
	(-4.648)	(-4.585)	(-4.634)
Medicaid-only Case	0.913	0.921	0.914
	(-1.448)	(-1.290)	(-1.427)
Month: 2004-07	0.929***	0.927***	0.929***
	(-6.468)	(-6.576)	(-6.451)
Month: 2004-08	0.924***	0.922***	0.924***
	(-6.357)	(-6.393)	(-6.335)
Month: 2004-10	0.949*	0.944**	0.949*
	(-2.405)	(-2.603)	(-2.391)
Month: 2004-11	1.023	1.020	1.024
	(1.038)	(0.889)	(1.054)
Month: 2004-12	0.964	0.960	0.965
	(-1.622)	(-1.814)	(-1.596)
Month: 2005-02	1.022	1.019	1.022
	(0.940)	(0.813)	(0.970)
Month: 2005-03	1.085***	1.082***	1.086***
	(3.506)	(3.357)	(3.543)
Month: 2005-04	1.034	1.031	1.035
	(1.431)	(1.283)	(1.473)
Month: 2005-05	1.101***	1.099***	1.102***
	(4.090)	(3.960)	(4.140)
Month: 2005-06	1.007	1.003	1.008
	(0.289)	(0.142)	(0.344)
Month: 2005-07	0.984	0.979	0.985
	(-0.681)	(-0.860)	(-0.616)
Month: 2005-08	1.131***	1.129***	1.133***
	(5.078)	(4.948)	(5.146)
Month: 2005-09	0.990	0.985	0.992

	(-0.417)	(-0.597)	(-0.336)
Month: 2005-10	1.086**	1.082**	1.087**
	(2.923)	(2.790)	(2.954)
Month: 2005-11	1.011	1.007	1.013
	(0.398)	(0.243)	(0.444)
Month: 2005-12	0.898***	0.892***	0.899***
	(-3.774)	(-3.987)	(-3.703)
Month: 2006-01	1.022	1.017	1.024
	(0.769)	(0.607)	(0.824)
Month: 2006-02	0.984	0.980	0.986
	(-0.555)	(-0.716)	(-0.492)
Month: 2006-03	0.987	0.982	0.989
	(-0.443)	(-0.628)	(-0.371)
Month: 2006-04	1.014	0.969	1.027
	(0.493)	(-1.048)	(0.940)
Month: 2006-05	1.047	1.001	1.060*
	(1.573)	(0.034)	(2.005)
Month: 2006-06	0.891***	0.853***	0.901***
	(-3.951)	(-5.287)	(-3.565)
Month: 2006-07	0.955	0.914**	0.966
	(-1.579)	(-3.023)	(-1.202)
Month: 2006-08	0.933*	0.892***	0.943*
	(-2.396)	(-3.812)	(-2.031)
Month: 2006-09	0.910**	0.871***	0.918**
	(-3.253)	(-4.617)	(-2.918)
Month: 2006-12	0.932*	0.893***	0.932*
	(-2.253)	(-3.552)	(-2.252)
Month: 2007-01	1.051	1.005	1.050
	(1.583)	(0.161)	(1.552)
Month: 2007-02	1.008	0.964	1.007
	(0.269)	(-1.141)	(0.232)
Month: 2007-03	1.042	0.998	1.040
	(1.313)	(-0.070)	(1.259)
Month: 2007-04	1.080*	1.033	1.078*
	(2.478)	(1.023)	(2.404)
Month: 2007-05	1.070*	1.024	1.068*
	(2.186)	(0.744)	(2.101)
Month: 2007-06	1.023	0.979	1.020
	(0.724)	(-0.649)	(0.641)
Month: 2007-07	1.050	1.005	1.047
	(1.575)	(0.146)	(1.476)
Month: 2007-08	1.025	0.982	1.022
	(0.787)	(-0.573)	(0.685)
Month: 2007-10	1.167***	1.115**	1.154***
	(4.582)	(3.159)	(4.218)
Month: 2007-11	1.113**	1.064	1.101**



	(3.180)	(1.804)	(2.814)
Month: 2007-12	1.122***	1.072*	1.109**
	(3.425)	(2.021)	(3.051)
Month: 2008-01	1.104**	1.055	1.091*
	(2.945)	(1.556)	(2.569)
Month: 2008-02	1.150***	1.098**	1.136***
	(4.146)	(2.727)	(3.759)
Month: 2008-03	1.290***	1.231***	1.274***
	(7.580)	(6.055)	(7.147)
Month: 2008-04	1.249***	1.191***	1.233***
	(6.591)	(5.090)	(6.156)
Month: 2008-05	1.246***	1.189***	1.230***
	(6.503)	(5.027)	(6.060)
Month: 2008-06	1.370***	1.305***	1.351***
	(9.333)	(7.751)	(8.838)
Month: 2008-07	1.422***	1.355***	1.402***
	(10.357)	(8.768)	(9.843)
Month: 2008-08	1.179***	1.126***	1.162***
	(4.831)	(3.412)	(4.362)
Month: 2008-09	1.236***	1.179***	1.217***
	(6.244)	(4.774)	(5.738)
Month: 2008-10	1.171***	1.118**	1.145***
	(4.277)	(2.970)	(3.608)
Month: 2008-11	1.145***	1.092*	1.119**
	(3.682)	(2.355)	(3.007)
Month: 2008-12	1.175***	1.121**	1.147***
	(4.374)	(3.047)	(3.675)
Month: 2009-01	1.102**	1.052	1.076
	(2.628)	(1.354)	(1.959)
Month: 2009-02	1.213***	1.156***	1.184***
	(5.252)	(3.877)	(4.533)
Month: 2009-03	1.283***	1.223***	1.252***
	(6.808)	(5.406)	(6.049)
Current TANF Case	0.512***	0.489***	
	(-17.167)	(-15.650)	
Current TANF * Post Pass-Through	1.088**	1.003	
	(2.678)	(0.075)	
Low Order		0.732***	
		(-3.391)	
Low Order * Current TANF		1.241**	
		(3.124)	
Low Order * Post Pass-Through		1.207***	
		(6.574)	
Low Order * Current TANF * Post Pass-Through		1.177*	
		(2.521)	
Old TANF Case			0.515***

Recent or New TANF Case			(-15.061)
			0.507***
Old TANF * Post Pass-Through			(-11.264)
			1.027
			(0.718)
Recent TANF * Post Pass-Through			0.982
			(-0.325)
New TANF * Post Pass-Through			1.415***
			(4.935)
Constant	0.696***	0.802	0.671***
	(-4.304)	(-1.786)	(-4.766)
<hr/>			
Number of Observations	871252	871252	871252
Number of Cases	22346	22346	22346

\*  $p < 0.05$ , \*\*  $p < 0.01$ , \*\*\*  $p < 0.001$

*Notes:* Variables are defined in Chapter VI, table 1. Parameter estimates are computed by logistic regression in Stata with t-statistics in parentheses. Coefficients are exponentiated (representing odds ratios).

*Universe:* Cases which had a positive current support order, were non-interstate-receiving cases, were open at the end of any month from Q3 FY 2004 - Q2 FY 2009, and had child support orders between \$1 and \$1,000. TANF records were only included if the case had records on TANF after the pass-through.

Data are available for only three months in FY 2004, eleven months in FY 2005, nine months in FY 2007, and six months in FY 2009.

Table A4: Logistic Regression Models predicting Likelihood of Paying Child Support over Time

	Model 1 - 2D	Model 2 - 3D	Model 3 - New TANF Cases
Amount Due: \$25 - \$49.99	0.791 (-1.801)	0.831 (-1.431)	0.786 (-1.848)
Amount Due: \$50 - \$74.99	0.660*** (-6.933)	0.663*** (-6.824)	0.644*** (-7.298)
Amount Due: \$75 - \$99.99	0.856 (-1.842)	0.880 (-1.505)	0.848 (-1.952)
Amount Due: \$100 - \$124.99	1.037 (0.555)	1.081 (1.171)	1.031 (0.469)
Amount Due: \$125 - \$149.99	1.398*** (4.862)	1.471*** (5.570)	1.387*** (4.745)
Amount Due: \$150 - \$174.99	1.450*** (5.713)	1.383*** (3.452)	1.435*** (5.555)
Amount Due: \$175 - \$199.99	1.809*** (9.016)	1.650*** (4.466)	1.793*** (8.870)
Amount Due: \$200 - \$224.99	1.888*** (10.335)	1.718*** (4.937)	1.871*** (10.179)
Amount Due: \$225 - \$249.99	2.313*** (12.772)	2.110*** (6.659)	2.292*** (12.624)
Amount Due: \$250 - \$274.99	2.427*** (13.989)	2.215*** (7.158)	2.406*** (13.848)
Amount Due: \$275 - \$299.99	2.470*** (13.587)	2.255*** (7.186)	2.444*** (13.424)
Amount Due: \$300 - \$324.99	3.078*** (17.709)	2.803*** (9.253)	3.051*** (17.562)
Amount Due: \$325 - \$349.99	3.368*** (17.616)	3.076*** (9.810)	3.339*** (17.497)
Amount Due: \$350 - \$374.99	3.520*** (17.699)	3.224*** (10.100)	3.479*** (17.526)
Amount Due: \$375 - \$399.99	4.086*** (19.195)	3.734*** (11.223)	4.043*** (19.034)
Amount Due: \$400 - \$424.99	4.064*** (20.145)	3.714*** (11.408)	4.019*** (19.976)
Amount Due: \$425 - \$449.99	4.001*** (17.199)	3.661*** (10.633)	3.957*** (17.053)
Amount Due: \$450 - \$474.99	4.917*** (19.757)	4.490*** (12.288)	4.863*** (19.606)
Amount Due: \$475 - \$499.99	5.252*** (18.883)	4.803*** (12.365)	5.178*** (18.699)
Amount Due: \$500 - \$524.99	4.187*** (17.861)	3.824*** (11.011)	4.149*** (17.741)
Amount Due: \$525 - \$549.99	5.250***	4.783***	5.199***

	(17.822)	(12.000)	(17.711)
Amount Due: \$550 - \$574.99	5.799***	5.272***	5.736***
	(17.470)	(12.241)	(17.351)
Amount Due: \$575 - \$599.99	6.175***	5.621***	6.120***
	(16.627)	(12.123)	(16.580)
Amount Due: \$600 - \$624.99	6.751***	6.159***	6.682***
	(19.404)	(13.523)	(19.288)
Amount Due: \$625 - \$649.99	6.799***	6.213***	6.723***
	(18.338)	(13.179)	(18.243)
Amount Due: \$650 - \$674.99	7.393***	6.730***	7.316***
	(16.916)	(12.739)	(16.844)
Amount Due: \$675 - \$699.99	7.523***	6.851***	7.469***
	(14.094)	(11.338)	(14.050)
Amount Due: \$700 - \$724.99	7.327***	6.669***	7.242***
	(15.911)	(12.249)	(15.840)
Amount Due: \$725 - \$749.99	8.086***	7.336***	8.017***
	(13.191)	(10.894)	(13.144)
Amount Due: \$750 - \$774.99	6.351***	5.783***	6.285***
	(14.286)	(11.102)	(14.221)
Amount Due: \$775 - \$799.99	5.541***	5.038***	5.473***
	(8.803)	(7.515)	(8.716)
Amount Due: \$800 - \$824.99	6.799***	6.166***	6.712***
	(12.473)	(10.168)	(12.413)
Amount Due: \$825 - \$849.99	8.196***	7.436***	8.121***
	(9.747)	(8.575)	(9.734)
Amount Due: \$850 - \$874.99	5.191***	4.725***	5.147***
	(7.331)	(6.423)	(7.305)
Amount Due: \$875 - \$899.99	7.562***	6.842***	7.475***
	(9.508)	(8.324)	(9.458)
Amount Due: \$900 - \$924.99	9.053***	8.224***	8.977***
	(7.606)	(6.930)	(7.580)
Amount Due: \$925 - \$949.99	8.576***	7.799***	8.505***
	(8.707)	(7.772)	(8.667)
Amount Due: \$950 - \$974.99	7.867***	7.117***	7.790***
	(8.831)	(7.824)	(8.792)
Amount Due: \$975 - \$999.99	8.972***	8.144***	8.846***
	(9.125)	(8.180)	(8.984)
Amount Due: \$1,000	5.983***	5.425***	5.928***
	(5.639)	(5.123)	(5.621)
Case Age: 1 Year	1.038	1.038	1.042
	(0.588)	(0.605)	(0.662)
Case Age: 2 Years	0.940	0.946	0.963
	(-0.894)	(-0.817)	(-0.547)
Case Age: 3 Years	0.860*	0.870*	0.894
	(-2.158)	(-2.033)	(-1.619)
Case Age: 4 Years	0.799**	0.808**	0.838*

	(-3.206)	(-3.094)	(-2.547)
Case Age: 5 Years	0.804**	0.814**	0.846*
	(-3.114)	(-2.997)	(-2.413)
Case Age: 6 Years	0.775***	0.785***	0.815**
	(-3.751)	(-3.619)	(-3.038)
Case Age: 7 Years	0.749***	0.761***	0.786***
	(-4.352)	(-4.189)	(-3.637)
Case Age: 8 Years	0.736***	0.748***	0.774***
	(-4.608)	(-4.441)	(-3.859)
Case Age: 9 Years	0.720***	0.731***	0.764***
	(-4.862)	(-4.714)	(-3.989)
Case Age: 10 Years	0.733***	0.745***	0.777***
	(-4.514)	(-4.346)	(-3.642)
Case Age: 11 Years	0.748***	0.763***	0.797**
	(-3.994)	(-3.791)	(-3.102)
Former TANF Case	0.829***	0.835***	0.828***
	(-7.369)	(-7.037)	(-7.401)
Interstate Initiating Case	0.812***	0.814***	0.812***
	(-4.641)	(-4.561)	(-4.637)
Medicaid-only Case	0.912	0.922	0.913
	(-1.463)	(-1.278)	(-1.440)
Month: 2004-07	0.929***	0.927***	0.929***
	(-6.467)	(-6.575)	(-6.451)
Month: 2004-08	0.924***	0.922***	0.924***
	(-6.357)	(-6.392)	(-6.335)
Month: 2004-10	0.949*	0.944**	0.949*
	(-2.400)	(-2.603)	(-2.387)
Month: 2004-11	1.023	1.020	1.024
	(1.042)	(0.888)	(1.058)
Month: 2004-12	0.964	0.959	0.965
	(-1.618)	(-1.815)	(-1.592)
Month: 2005-02	1.022	1.019	1.022
	(0.943)	(0.813)	(0.973)
Month: 2005-03	1.085***	1.082***	1.086***
	(3.509)	(3.355)	(3.546)
Month: 2005-04	1.034	1.031	1.035
	(1.434)	(1.282)	(1.476)
Month: 2005-05	1.101***	1.099***	1.102***
	(4.093)	(3.960)	(4.142)
Month: 2005-06	1.007	1.003	1.008
	(0.292)	(0.142)	(0.346)
Month: 2005-07	0.984	0.979	0.985
	(-0.678)	(-0.860)	(-0.613)
Month: 2005-08	1.131***	1.129***	1.133***
	(5.081)	(4.948)	(5.148)
Month: 2005-09	0.990	0.985	0.992

	(-0.414)	(-0.596)	(-0.334)
Month: 2005-10	1.089**	1.085**	1.088**
	(3.022)	(2.868)	(2.994)
Month: 2005-11	1.014	1.009	1.014
	(0.497)	(0.324)	(0.485)
Month: 2005-12	0.901***	0.894***	0.901***
	(-3.674)	(-3.902)	(-3.660)
Month: 2006-01	1.025	1.020	1.025
	(0.866)	(0.687)	(0.864)
Month: 2006-02	0.987	0.982	0.987
	(-0.458)	(-0.634)	(-0.451)
Month: 2006-03	0.990	0.984	0.991
	(-0.347)	(-0.549)	(-0.332)
Month: 2006-04	1.037	1.011	1.043
	(1.262)	(0.382)	(1.455)
Month: 2006-05	1.071*	1.045	1.076*
	(2.365)	(1.486)	(2.522)
Month: 2006-06	0.911**	0.888***	0.914**
	(-3.204)	(-3.968)	(-3.075)
Month: 2006-07	0.977	0.953	0.980
	(-0.808)	(-1.627)	(-0.711)
Month: 2006-08	0.954	0.930*	0.956
	(-1.622)	(-2.428)	(-1.545)
Month: 2006-09	0.930*	0.908**	0.931*
	(-2.479)	(-3.247)	(-2.441)
Month: 2006-12	0.953	0.930*	0.943
	(-1.561)	(-2.296)	(-1.860)
Month: 2007-01	1.074*	1.049	1.063
	(2.296)	(1.507)	(1.949)
Month: 2007-02	1.031	1.006	1.019
	(0.973)	(0.196)	(0.616)
Month: 2007-03	1.065*	1.041	1.053
	(2.029)	(1.260)	(1.646)
Month: 2007-04	1.076*	1.029	1.072*
	(2.333)	(0.891)	(2.215)
Month: 2007-05	1.066*	1.020	1.062
	(2.040)	(0.613)	(1.914)
Month: 2007-06	1.019	0.976	1.015
	(0.589)	(-0.761)	(0.466)
Month: 2007-07	1.046	1.001	1.042
	(1.435)	(0.029)	(1.299)
Month: 2007-08	1.021	0.978	1.016
	(0.649)	(-0.687)	(0.513)
Month: 2007-10	1.157***	1.105**	1.148***
	(4.306)	(2.885)	(4.052)
Month: 2007-11	1.104**	1.055	1.095**

	(2.911)	(1.542)	(2.658)
Month: 2007-12	1.112**	1.063	1.104**
	(3.155)	(1.760)	(2.895)
Month: 2008-01	1.095**	1.046	1.086*
	(2.676)	(1.301)	(2.415)
Month: 2008-02	1.140***	1.089*	1.131***
	(3.874)	(2.465)	(3.601)
Month: 2008-03	1.279***	1.221***	1.268***
	(7.284)	(5.758)	(6.970)
Month: 2008-04	1.231***	1.148***	1.226***
	(6.067)	(3.891)	(5.931)
Month: 2008-05	1.227***	1.146***	1.223***
	(5.977)	(3.847)	(5.835)
Month: 2008-06	1.349***	1.256***	1.344***
	(8.752)	(6.430)	(8.580)
Month: 2008-07	1.400***	1.303***	1.394***
	(9.752)	(7.415)	(9.569)
Month: 2008-08	1.161***	1.085*	1.155***
	(4.314)	(2.283)	(4.157)
Month: 2008-09	1.217***	1.136***	1.211***
	(5.696)	(3.571)	(5.514)
Month: 2008-10	1.150***	1.074	1.139***
	(3.734)	(1.852)	(3.431)
Month: 2008-11	1.125**	1.049	1.114**
	(3.144)	(1.231)	(2.838)
Month: 2008-12	1.153***	1.076	1.141***
	(3.812)	(1.895)	(3.491)
Month: 2009-01	1.082*	1.011	1.071
	(2.102)	(0.280)	(1.805)
Month: 2009-02	1.191***	1.108**	1.178***
	(4.673)	(2.677)	(4.335)
Month: 2009-03	1.260***	1.172***	1.246***
	(6.192)	(4.144)	(5.822)
Current TANF Case	0.512***	0.489***	
	(-17.167)	(-15.638)	
Current TANF * Post Pass-Through (Year 1)	0.961	0.915*	
	(-1.314)	(-2.491)	
Current TANF * Post Pass-Through (Year 2)	1.125**	1.056	
	(3.139)	(1.195)	
Current TANF * Post Pass-Through (Year 3)	1.164***	1.040	
	(3.696)	(0.790)	
Low Order		0.735***	
		(-3.344)	
Low Order * Current TANF		1.241**	
		(3.123)	
Low Order * Post Pass-Through (Year 1)		1.094***	

		(3.314)	
Low Order * Current TANF * Post Pass-Through (Year 1)		1.146*	
		(2.144)	
Low Order * Post Pass-Through (Year 2)		1.202***	
		(5.471)	
Low Order * Current TANF * Post Pass-Through (Year 2)		1.127	
		(1.564)	
Low Order * Post Pass-Through (Year 3)		1.323***	
		(7.414)	
Low Order * Current TANF * Post Pass-Through (Year 3)		1.200*	
		(2.230)	
Old TANF Case			0.515***
			(-15.061)
Recent or New TANF Case			0.506***
			(-11.254)
Old TANF * Post Pass-Through (Year 1)			0.919*
			(-2.410)
Old TANF * Post Pass-Through (Year 2)			1.079
			(1.637)
Old TANF * Post Pass-Through (Year 3)			1.096
			(1.724)
New TANF (recent TANF history) * Post Pass-Through (Year 1)			0.928
			(-1.436)
New TANF (recent TANF history) * Post Pass-Through (Year 2)			1.022
			(0.319)
New TANF (recent TANF history) * Post Pass-Through (Year 3)			1.000
			(0.004)
New TANF (no recent TANF history) * Post Pass-Through (Year 1)			1.459***
			(3.976)
New TANF (no recent TANF history) * Post Pass-Through (Year 2)			1.409***
			(4.302)
New TANF (no recent TANF history) * Post Pass-Through (Year 3)			1.418***
			(4.703)
Constant	0.697***	0.784*	0.671***
	(-4.288)	(-1.971)	(-4.763)
Number of Observations	871252	871252	871252
Number of Cases	22346	22346	22346

\*  $p < 0.05$ , \*\*  $p < 0.01$ , \*\*\*  $p < 0.001$



*Notes:* Variables are defined in Chapter VI, table 1. Parameter estimates are computed by logistic regression in Stata with t-statistics in parentheses. Coefficients are exponentiated (representing odds ratios).

*Universe:* Cases which had a positive current support order, were non-interstate-receiving cases, were open at the end of any month from Q3 FY 2004 - Q2 FY 2009, and had child support orders between \$1 and \$1,000. TANF records were only included if the case had records on TANF after the pass-through.

Data are available for only three months in FY 2004, eleven months in FY 2005, nine months in FY 2007, and six months in FY 2009.

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