Integrated Child Support System:

Opt-Out Summary and Interim Findings Report

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INTRODUCTION

Integrated Child Support System (ICSS)

In 1995 the Texas Legislature authorized the Office of the Attorney General (OAG) to improve child support services statewide through the creation of an Integrated Child Support System (ICSS) wherein the OAG may provide IV-D child support enforcement services under contract with counties that elect to participate in the system. In support of the ICSS, the OAG requested that the Federal Office of Child Support Enforcement (OCSE) at the Department of Health and Human Services (HHS) grant Texas a waiver of the requirement for a written application for IV-D services in participating ICSS counties. The rationale for the request was based on the earlier finding of the OAG Child Support Division that the application requirement was "a barrier to the collection of child support in participating counties."[1] OCSE granted Texas such waiver in March 1996 for a period of five years. Due to the voluntary county-level choice to participate through the adoption of a local judicial rule, the counties participating in the ICSS system are also referred to as 'Local Rule' counties.

The waiver was subsequently granted for three consecutive five-year periods, the latest of which spanned the period from April 11, 2011 through April 11, 2016. As a condition of the most recent waiver, the OAG was required to contract with an independent evaluator to conduct a rigorous impact analysis of the waiver. OAG and its Child Support Division (CSD) contracted with the Ray Marshall Center for the Study of Human Resources (RMC), a policy research and evaluation unit at the Lyndon B. Johnson School of Public Affairs of The University of Texas at Austin, to design and conduct an evaluation to measure the impacts of the ICSS created under the waiver policy.

Impact Evaluation Design

The Ray Marshall Center is conducting the ICSS waiver evaluation using a combination of random assignment and composite pre-post evaluation designs to measure the impacts of the waiver at statewide and county-level operational scales in Texas. The evaluation relies on multiple data sets, but primarily OAG administrative records data for determining child support case characteristics, child support obligations, collections, and enforcement actions. OAG administrative data are supplemented with Unemployment Insurance (UI) quarterly wage records, public assistance administrative records data, U.S. Bureau of the Census data, survey data from some

[1] *Integrated Child Support System* Annual *Progress Report: September 2009-August 2010*, (nd), p.1.

customers[2] who "opt-out" of IV-D services, and other data sources as appropriate and available. These are used for estimating net impacts and for identifying relevant factors that may influence or be associated with the observed impacts in ways that strengthen the explanatory power of the evaluation.

The evaluation is supported by a process study designed to gain a sufficient understanding of the structure and functioning of the ICSS as implemented in order to accurately estimate the impacts of the waiver. Impact estimates will be derived by observing four categories of cases:

1) "self-starting" cases in ICSS counties (and the El Paso treatment group);
2) cases in ICSS counties (and in the El Paso treatment group) in which customers "opt-out" of services;
3) application-based non-public assistance (NPA) cases in non-ICSS counties (and the El Paso control group); and
4) Registry-only (RO) cases in non-ICSS counties (and the El Paso control group).

The impact evaluation utilizes multiple quantitative methods to arrive at estimates of the waiver's impact. While any given method may to some degree be susceptible to alternative explanations, it is expected that results distilled across several methods will be robust.

Key Questions

The RMC, in consultation with the staff of OAG-CSD and OCSE, developed key research questions for the impact analysis and understanding its results. The impact analysis is primarily concerned with answering one over-arching research question:

Primary Research Question: What effect does the ICSS waiver have on the collection and enforcement of child support in areas in which it is implemented?

We answer this primary research question by focusing on more specific questions:

1. What are the impacts of the introduction of a deemed, or "self-activating," application for IV-D services under the OCSE waiver on child support monitoring, collections, and enforcement in Texas?
2. How does the child support experience vary between those individuals whose application for IV-D services has been waived in participating counties and individuals who "opt-out" in those same counties?

[2] The OAG refers to its clients as "customers" in order to emphasize a service-oriented approach. We follow that convention here.

3. How does the child support experience vary between those individuals whose application for IV-D services has been waived in participating counties and non-recipients of public assistance who have applied for services in counties and courts not participating in the ICSS program or who have been assigned to a control group for evaluation purposes?
4. Has the OCSE waiver differentially impacted sub-populations within the IV-D caseload in terms of collections, payment stability, and other outcomes? Do the impacts vary, particularly for cases involving Hispanics, or former and current military personnel, or other subgroups of interest?
5. To what extent have the composition and case characteristics of the IV-D caseload changed with the introduction of the waiver in participating counties? Are the characteristics of the "self-activating" cases notably different from the regular application-based, non-public assistance IV-D caseload in the participating counties? As a population universe, is the waiver population notably different from the statewide application-based, non-public assistance IV-D caseload?

The five research questions above are listed verbatim as they were developed at the start of this project. Although our thinking has evolved slightly since then, we continue to address the spirit of each question, and we expect to have answered all of them by the completion of the final impact report in April 2016. In the present report, we focus on questions 1, 2 and 5, but in a different order. For example, we note that a change in the composition of the OAG caseload is a primary impact of ICSS implementation, so we address question 5 first. Question 1, which is closely related to the over-arching question, is one for which we continue to refine our quantitative methods for answering. Question 2, regarding the experiences of those who opt-out of ICSS, is a particular focus of the present report. We continue to develop methods for identifying opt-ins, the subjects of question 3, and will formulate an answer to that question along with question 4, regarding varying impacts among sub-populations, for the final impact report.

Implementation of ICSS

OAG IV-D and County Child Support Enforcement in Texas

In 1985, the OAG became the operational entity for child support enforcement under Title IV-D of the Social Security Act in Texas, assuming the responsibility for the federally regulated and funded child support program. District and county attorneys and the former Texas Department of Public Welfare had previously borne that responsibility since 1975 when federal legislation authorizing Title IV-D became effective. Texas is one of only three states in which the attorney general is currently responsible for the child support program and one of a few states with a

statewide consolidated program. In most states, by comparison, child support programs are administered at the county governance level.

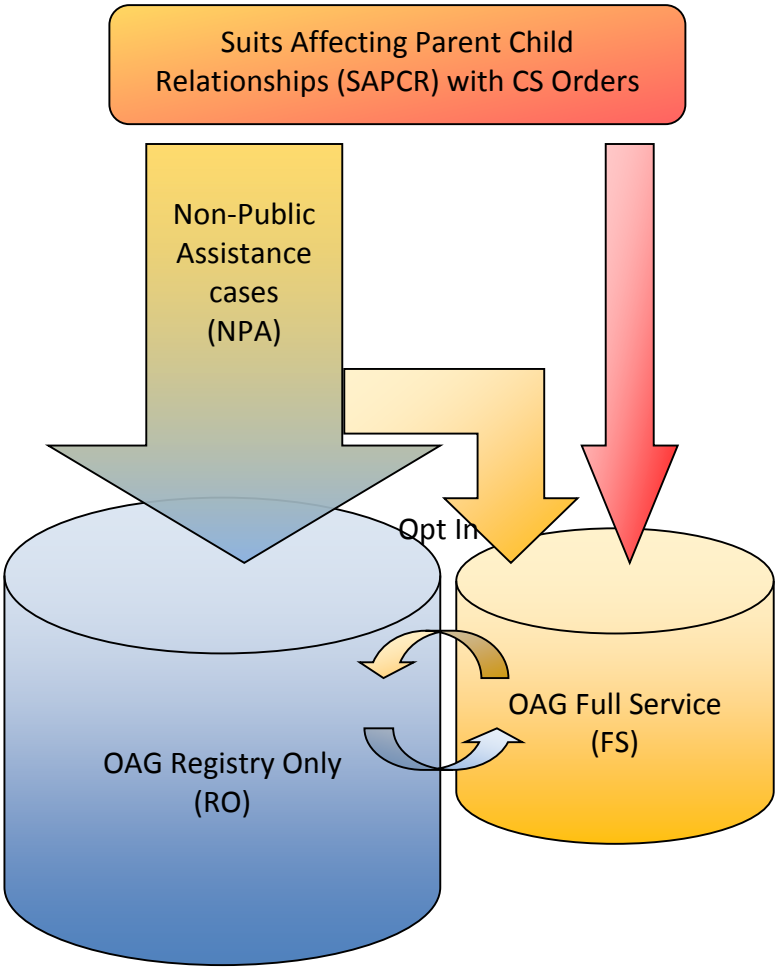
The Child Support Division of the Office of the Attorney General is responsible for IV-D services, including:

- Parent locator services
- Establishment of paternity
- Establishment of child support orders
- Establishment of medical support orders
- Review and adjustment of child support orders
- Enforcement of child support and medical support orders
- Collection and disbursement of child support payments

Figure 1 illustrates the flow of child support cases in counties that have not implemented ICSS, and in current ICSS counties before the implementation of ICSS. Child support cases are automatically referred to the OAG if the custodial parent (CP) applies for or has received public assistance, including TANF or Medicaid. Approximately 45 percent of the current IV-D caseload are public assistance cases (known as IV-A cases), with only a small fraction of these being *current* public assistance, and the vast majority being *former* public assistance cases. Individuals who require child support assistance may also apply for low-fee IV-D services. These types of cases are also known as application-based or non-public assistance (NPA) cases. As we will see below, the ICSS waiver in relevant counties is primarily concerned with the treatment of these NPA cases.

There is a major difference between public assistance and non-public assistance child support cases. A person who has never received public assistance can voluntarily terminate IV-D services at any time. Current public assistance recipients cannot terminate services and must cooperate with the OAG or risk losing their benefits. Previous recipients of public assistance cannot terminate services until after any arrears assigned to the state have been recouped.

Figure 1. OAG Case Flow in non-ICSS and pre-ICSS Counties



Case Flow under ICSS

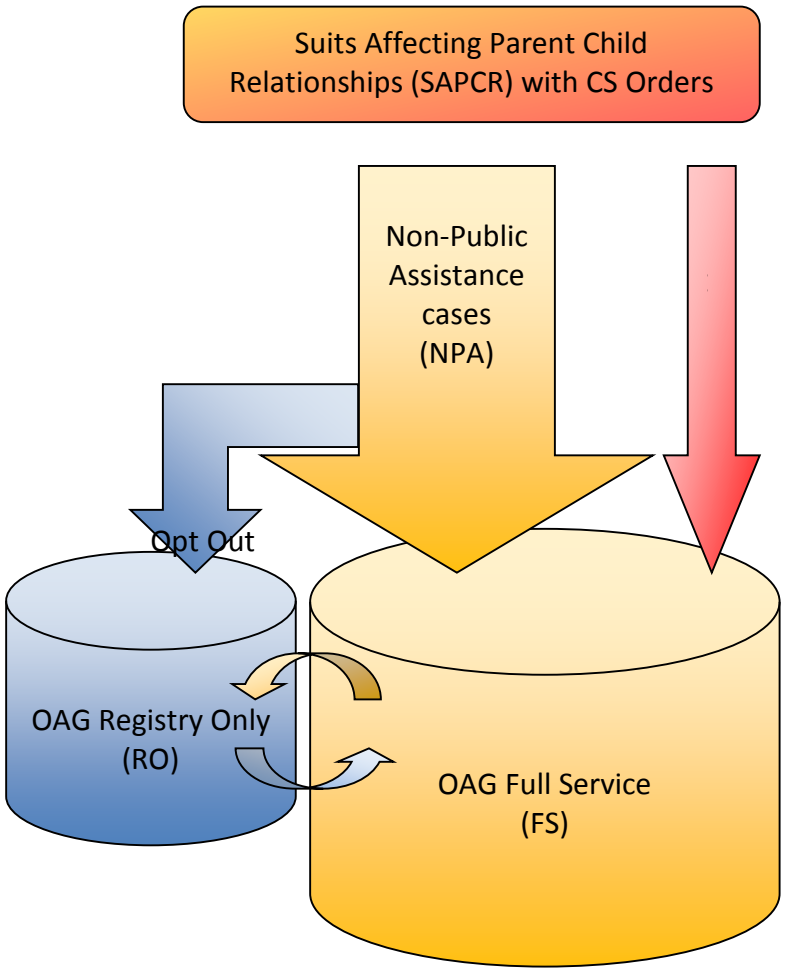
The ICSS waiver in relevant counties allows all new child support orders—by "deeming" the application to have been made automatically—to be enforced by the OAG with status equal to other IV-D cases. Figure 2 illustrates the flow of cases with child support orders in ICSS counties. A close examination of this figure in comparison to Figure 1 reveals that the only major difference is in the default action for non-public assistance cases. Prior to ICSS, such cases are initiated as registry-only[3] (RO) cases by default, with the option of becoming full-service (FS) cases should they choose to

[3] Registry Only (RO) is for payment processing only in privately entered child support orders. OAG does not provide locate, enforcement, or collection services for RO cases. An RO case can become a IV-D full service case if either party applies for OAG services.

apply. Under ICSS, non-public assistance cases become full service by default, with the option of becoming registry-only cases in a process known as 'opting-out'.

The terms of the federal ICSS waiver require the OAG to inform custodial parents of their rights to decline IV-D services. Every custodial parent in a child support case deemed as a "self-starting" IV-D case under the ICSS waiver is provided a letter that informs the custodial parent of his or her right and opportunity to decline IV-D services, in what is commonly referred to as the "opt-out letter." Those who do not choose to opt out become full service (FS) IV-D cases, but they retain the right to opt-out at a later date.

Figure 2. OAG Case Flow in ICSS Counties



OCSE Waiver and Implementation of ICSS in Texas

The OCSE waiver permits the OAG to automatically establish IV-D services and an ICSS office at the county level for those jurisdictions that choose to voluntarily participate in the ICSS program. Texas implemented ICSS on an incremental basis, expanding county by county as judges adopted a *local rule* deeming that new—and in some areas existing—child support orders rendered in their courts included an application for IV-D child support services. Participating counties may also be known as "local rule counties"; self-starting cases are handled in "local rule offices." Such offices consist, in some areas, of county Domestic Relations Offices (DROs) providing services under contract with OAG, while in one area (Bexar County) they consist of OAG field offices. Table 1 presents ICSS or local rule adoption dates, case administration type, the respective Field Office numbers, and an indicator of whether new only or new and existing cases are subject to local rule.

Table 1. ICSS Implementation by Site

COUNTY NAME	ICSS DATE	TYPE	FIELD OFFICE NUMBER	CASELOAD DESCRIPTION
Bexar	Mar 1997	OAG Field Office	214	New
Cameron	Aug 2005	OAG Field Office	313	New
Dallas	Oct 2005	Contract/DRO	418	New
Ector	May 2006	OAG Field Office	813	New
Gregg	Sep 2005	OAG Field Office	523	New
Harris	[varies] Sep 2004 to May 2012	Contract/DRO	614/622	New and Existing
Harrison	May 2005	OAG Field Office	523	New
Hidalgo	Feb 2006	OAG Field Office	314	New
Lubbock	May 2009	OAG Field Office	107	New
Midland	Mar 2002	OAG Field Office	814	New
Panola	Sep 2005	OAG Field Office	523	New
Smith	Sep 2005	OAG Field Office	516	New
Tarrant	Oct 2000	Contract/DRO	909	New
Taylor	Nov 2005	Contract/DRO	106	New
Travis	Jul 2009	Contract/DRO	708	New
Upshur	Sep 2005	OAG Field Office	523	New
Webb	Oct 2006	OAG Field Office	312	New
Wichita	Dec 2003	OAG Field Office	109	New and Existing

Source: Texas OAG, Child Support Division

Subsequent to Bexar County's early experimentation with ICSS, mentioned briefly above and detailed below, Tarrant County followed as an early implementation site. Tarrant County, consisting of the greater Fort Worth area, adopted a local rule and established an ICSS office in October 2000. Over time, sixteen additional counties established ICSS programs, culminating in the entry of Travis County (including the greater Austin area) in July 2009. El Paso County, consisting of the greater El Paso area, was the most recent entrant into the ICSS system. As part of this waiver evaluation, random assignment of new cases to either the ICSS treatment or control groups began in El Paso in March 2013 and ended in May 2014.

The establishment of ICSS programs in participating counties has not been uniform across currently participating counties, although each must adopt a local rule or administrative order to allow voluntary participation in the system. OAG and Bexar County, the first county to adopt a local rule in support of ICSS, initially executed a contract that allowed the Bexar County Child Support Enforcement Office to provide IV-D services on a pilot basis in its existing and new child support cases. As originally structured, new cases were divided between the Bexar County Child Support Enforcement Office and an existing OAG Office in San Antonio. After three years of pilot operation, in August 2000 the county office and its caseload were merged with the OAG Field Office, creating a unified Bexar County ICSS Office.[4]

Wichita County, the main city of which is Wichita Falls, entered into ICSS in December 2003. It is one of only two counties to introduce an ICSS office that incorporated previously existing cases, as well as all new cases. Child support enforcement for non IV-D cases had been handled by the county Friend of the Court (FOC) program, a part of the County's Domestic Relations Office. The County discontinued the Friend of the Court program due to budgetary constraints and all new and existing child support cases are administered under the waiver terms.

Harris County, which encompasses the City of Houston, chose a unique, hybridized path of participation in ICSS. Harris County approved a local rule that grants discretion to each of its nine family law courts to "opt-in" to the ICSS. The courts incrementally adopted local rule beginning with three courts in September 2004, and concluding with the final court converting in May 2012 (see Table 2). This phased adoption, court-by-court, combined with an essentially random method of assigning cases to courts, made Harris County a promising site for studying the impact of ICSS when implemented as a natural experiment.

[4] Although Bexar County no longer contracts with OAG to provide full enforcement services in IV-D cases, the local rule enables the ICSS office to continue providing monitoring and enforcement services for all new child support orders in Bexar County.

The contract between OAG and Harris County authorized the creation of a County-operated ICSS office, jointly operated by the Harris County District Clerk and the Harris County Domestic Relations Office (DRO). The DRO had been operating a Friend of the Court program for non-IV-D child support cases for many years. As in Wichita County, the local rule deemed all existing Friend of the Court cases in participating courts as IV-D cases; all new Harris County child support orders in participating courts are monitored and enforced as IV-D cases from the rendition of the order.[5]

Table 2. Harris County ICSS Entry Date by Court

COURT	ENTRY DATE
308th	Sep-04
309th	Sep-04
311th	Sep-04
246th	Jul-05
312th	Aug-05
257th	Feb-06
310th	Mar-11
245th	Sep-11
247th	May-12

[5] Two separate office identifiers are used to differentiate the existing Friend of the Court caseload from the new IV-D cases in those participating courts.

EXPERIMENTAL DESIGN

Random Assignment: El Paso County

El Paso County was the only forward-looking experimental site in the Texas ICSS evaluation, and the only site in which assignment of cases to conditions was intentionally and unambiguously random[6]. As such, it was very important for researchers to monitor the random assignment process and outcomes to ensure that it resulted in two groups of cases and case members who were essentially equivalent at the point of random assignment. Then we can confidently attribute any differences between the groups that emerge later to the impact of the Integrated Child Support System.

Random Assignment Mechanism

Random assignment in El Paso County proceeded as designed. New cases in the ICSS experimental or treatment group were automatically registered to receive IV-D child support services, with an opportunity to opt-out. New cases assigned to the control group did not receive IV-D services by default, but had the opportunity to apply on their own as they did prior to ICSS implementation.

The intended case flow for experimental and control group cases in El Paso County during enrollment is illustrated in Figure 3.[7] Cases randomly assigned to the control group (non-ICSS) were meant to follow the left path in this chart, while those assigned to the experimental group (ICSS) followed the right path. Control cases following the left path began in registry-only (RO) status by default, unless they chose to opt-in and apply for IV-D services. Experimental, or ICSS cases, followed the right path and became full service (FS) cases until and unless they chose to opt-out. Cases whose members were currently receiving public assistance (PA) at entry were ineligible for inclusion in the impact study, and are represented in Figure 3 by a red arrow bypassing random assignment and leading directly to FS case status.

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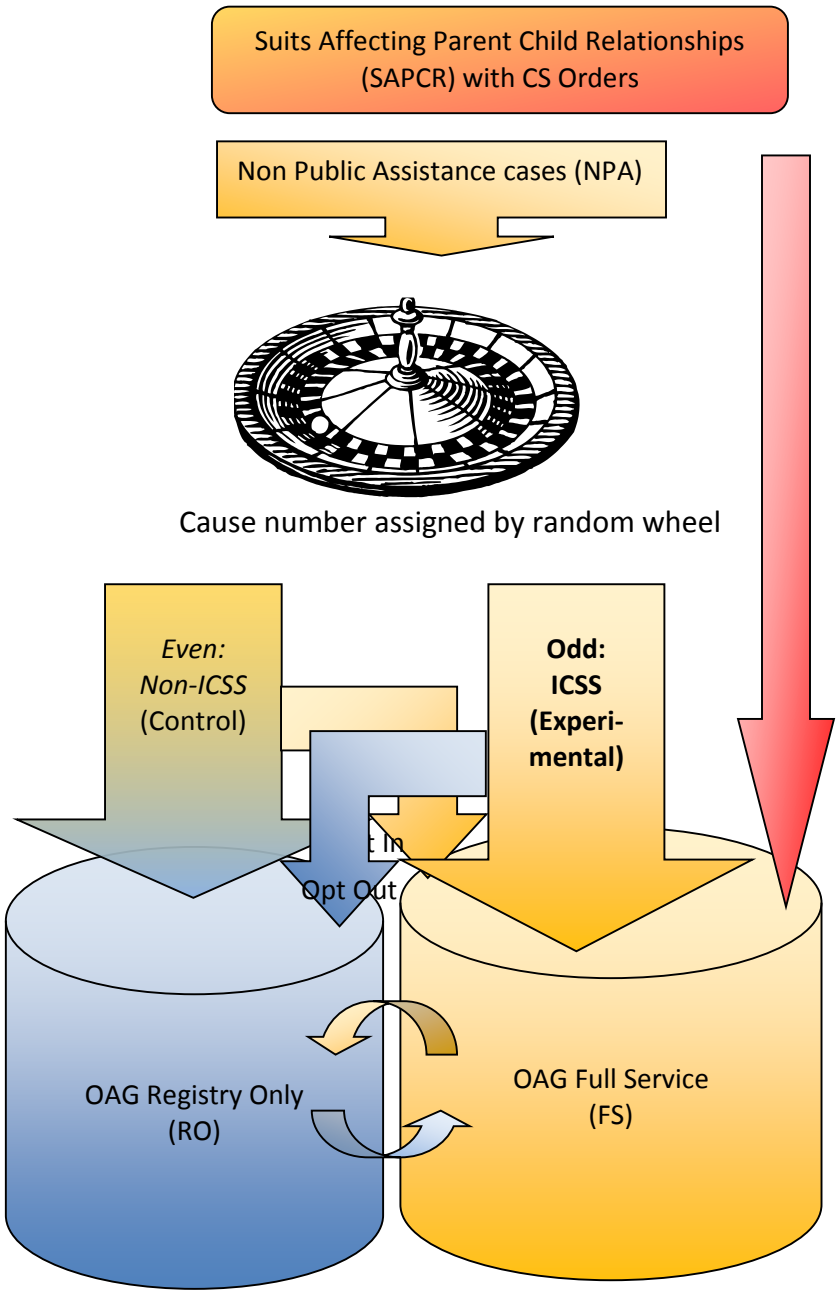
[6] Implementation of ICSS in Harris County was done in such a way that enrollment in ICSS was essentially random. Unable to prove the equivalence of the two groups at the point of random assignment, herein we treat estimates of Harris County ICSS impacts as correlational, though we use quasi-experimental estimation techniques to increase the likelihood of drawing inferences from the comparison.

[7] This figure was adapted from Figure 3 in *Integrated Child Support System: Evaluation Analysis Plan*, Schroeder, O'Shea, & Gupta, 2012.

Figure 3. OAG Case Flow in El Paso County, Random Assignment by Cause Number



Case randomization in El Paso County, as illustrated by the random wheel in the figure, was done using a fixed but arbitrary characteristic, the last digit of the cause number, to minimize the possibility of the system being gamed. This optimal design assigned half of cases to the ICSS treatment group and half to the control group, based on whether the last digit of the cause number was odd or even.

Random Assignment, Implementation

Random assignment of new cases to either the ICSS treatment or control groups in El Paso began in March 2013 and ended in May 2014. A total of 1,175 cases were assigned by the EPDRO, with 610 cases randomly assigned to the new ICSS program in El Paso County, and another 565 cases assigned to the control group (see Table 3). However, as reported previously, substantial shares of these identified cases were found to have characteristics that precluded their inclusion in the experiment. Reasons for the exclusion of cases are detailed below. Outcomes for the remaining cases are included in the present report.

Table 3. El Paso Cases Randomly Assigned Through February 2014

	ICSS TREATMENT GROUP	CONTROL GROUP
Test cases	370	454
Excluded	240	111
Total	610	565

Random Assignment, Exclusions

A total of 351 cases that would have been assigned to either the ICSS treatment or control group had to be excluded for one reason or another. The reasons behind these exclusions are discussed here. El Paso County DRO used a spreadsheet for detailed tracking of random assignment, the data from which allow researchers to identify cases assigned to the ICSS and control groups, as well as cases that would have been assigned to one or the other group but had characteristics that precluded such assignment. The reasons given for cases being excluded from the experimental and control groups were systematically categorized and analyzed in terms of frequency of use, and the results are shown in Table 4.

As noted in earlier reports, more cases had to be excluded from the ICSS treatment group (240) than from the control group (111). We anticipated this in part due to the greater scrutiny expected for ICSS cases. For example, among some cases that would have been assigned to ICSS, workers discovered one or more of the children were currently receiving Medicaid, which led to such cases being referred to the OAG as full-service cases instead. In support of this, Table 4 confirms that the existence of active FS cases accounted for a substantial share of exclusions. At least ninety-three such cases were excluded from the ICSS treatment group, and another fifty-six cases from the control group. This factor alone accounted for the over half of the exclusions from the control group, and almost half of the exclusions from the ICSS treatment group. In addition, the

existence of active Public Assistance cases, whether due to Medicaid or TANF receipt, accounted for the bulk of the remainder of exclusions.

Table 4. Reasons for Exclusion of Cases from ICSS Experiment in El Paso

CASES REMOVED FROM ICSS TREATMENT GROUP			CASES REMOVED FROM CONTROL GROUP		
Active Full Service (FS) case	93	38.8%	Existing Non-Public Assistance case	56	50.5%
Active Public Assistance case	89	37.1%	Existing Public Assistance case	34	30.6%
No current obligation	27	11.3%	Unobligated case	11	9.9%
Other reason	19	7.9%	Other reason	8	7.2%
NCP is foreign citizen living in foreign country	7	2.9%	Temporary order	2	1.8%
Payments ordered directly to CP	4	1.7%			
Case transferred out	1	0.4%			
Total	**240**	**100.0%**	**Total**	**111**	**100.0%**

A smaller fraction of cases was excluded for other reasons. For example, 27 cases were excluded from the ICSS group for having no current obligated child support order, and another 11 were excluded from the control group for this reason. A small number of cases were also excluded for having a temporary order (n=2), because the NCP was living in a foreign country (n=7), because payments were ordered to go directly to the CP (n=4), because the case transferred out geographically (n=1), or for other reasons (n=27).

As noted above, several of these findings suggest a need for RMC researchers to screen cases, including for Medicaid and/or TANF receipt at entry. The point of applying these screens is so that any factors that could create differences between the two groups are identified, and equivalence of the groups at the point of random assignment can be maintained. This ensures that all such sources of potential bias are eliminated from the experimental design.

Results of Random Assignment

It is important to compare characteristics between members of the final ICSS treatment and control groups, to serve as a check on the adequacy of the random assignment scheme for producing equivalent groups at the point of random assignment. In earlier reports we examined characteristics of the two groups at this point; however, since some members of the groups were known to be ineligible for the experiment due to case members receiving public assistance, here we proceed directly to an examination of the eligible subset.

As discussed previously, those cases whose members were currently receiving public assistance (PA) at the point of random assignment, including Medicaid or TANF, are not eligible for inclusion in the ICSS impact analysis, since they would be more appropriately referred to the OAG as full service (FS) cases. As a correction for this, we applied a Medicaid and TANF screen, described in more detail in Appendix A, that essentially searched for current Medicaid eligibility or TANF receipt, as of the month of random assignment, for any of the children on each case. We found such eligibility for 86 control group cases, and 32 ICSS cases, all of which have been removed from the comparison in Table 5 and all subsequent analysis.

Table 5. El Paso Treatment vs Control Group, All Identified Non-PA Case Members

	ICSS TREATMENT GROUP	CONTROL GROUP	
ALL CASES, DEMOGRAPHICS	N=328	N=352	
NCP age (years)	37.0	37.2	
NCP is female	4.9%	6.8%	
NCP is Hispanic	20.4%	19.3%	
NCP is black	2.4%	2.3%	
NCP race/ethnicity unknown	72.9%	67.6%	
NCP is current or former military	25.3%		
CP age (years)	34.9	35.4	
CP is Hispanic	23.5%	23.0%	
CP is black	0.9%	1.1%	
CP race/ethnicity unknown	71.3%	68.2%	
CP is current or former military	0.9%		
Number of children	1.6	1.6	
Age of youngest child, years	7.0	7.3	
Age of oldest child, years	8.8	9.1	
NON-CUSTODIAL PARENT, EMPLOYMENT AND BENEFIT HISTORY			
NCP employed at case opening	43.6%	39.5%	
Percent of time NCP employed over prior 8 quarters	43.7%	36.9%	
NCP average quarterly earnings over prior 8 quarters	$6,623	$5,731	
NCP experienced earnings dip of at least 20% within prior 8 quarters	15.5%	12.5%	

	ICSS Treatment group	Control group	
All cases, demographics	N=328	N=352	
Time since first observed NCP earnings (quarters)	23.0	20.5	
NCP earnings history sufficient to qualify for UI	42.7%	37.2%	
NCP filed for unemployment within prior year	4.0%	2.0%	
NCP receiving SNAP (Food Stamps) benefits at case opening	1.8%	2.3%	
Percent of time NCP received SNAP benefits in prior year	2.7%	2.2%	
NCP receiving TANF benefits at case opening	0.3%	0.3%	
Percent of time NCP received TANF benefits in prior year	0.1%	0.4%	
Percent of time NCP enrolled in Medicaid in prior year	2.5%	2.3%	
Custodial Parent, employment and benefit history			
CP employed at case opening	54.7%	53.4%	
Percent of time CP employed over prior 8 quarters	49.3%	49.2%	
CP average quarterly earnings over prior 8 quarters	$5,075	$5,509	
CP experienced earnings dip of at least 20% within prior 8 quarters	12.5%	11.4%	
Time since first observed CP earnings (quarters)	23.5	22.4	
CP earnings history sufficient to qualify for UI	49.5%	48.9%	
CP filed for unemployment within prior year	2.1%	2.0%	
CP receiving SNAP (Food Stamps) benefits at case opening	8.0%	9.1%	
Percent of time CP received SNAP benefits in prior year	6.5%	8.6%	
CP receiving TANF benefits at case opening	0.0%	0.0%	
Percent of time CP received TANF benefits in prior year	0.0%	0.1%	
Percent of time CP enrolled in Medicaid in prior year	5.2%	7.4%	

Source: RMC analysis of Texas OAG, TWC, and HHSC administrative records and El Paso County DRO data.

This restriction of the experimental and control groups to those not currently receiving public assistance resulted in their being essentially equivalent, statistically. The only characteristic in this table for which we cannot be sure that no differences exist is in the proportion of current and former military members in the groups. This measure was not based on a direct reporting of military status, however, but on whether or not the employer records of CPs and NCPs in the OAG data system indicated they were employed by a branch of the military. With the benefit of

hindsight, this is not the best data source for such a measure, since the OAG data systems are far more likely to contain employer records for members of full service (FS), as opposed to registry only (RO) cases. Since the bulk of control group cases are RO, at least initially, we judge this measure to be inadequate for identifying current and former military members within the control group, and thus we report nothing for this group. We have not been able to identify a better data source to indicate military status. On the remainder of the characteristics that we tested, we can safely conclude based on this evidence that random assignment has produced essentially equivalent groups.

Quasi-Random Assignment: Harris County

In the Harris County family court system, there was for many years an ongoing "natural experiment" in which, depending on the court to which they were assigned, some individuals were automatically enrolled in the ICSS program under the local rule, while others needed to actively apply if they wanted IV-D child support assistance. During the implementation period for Harris County (Sep 2004 to May 2012, see **Error! Reference source not found.** and Figure 4), customers utilizing the Harris County family law courts were randomly assigned to one of nine courts, where the judges had chosen to implement the ICSS program in their courtrooms at different points in time.

Figure 4 illustrates the share of the caseload that was assigned to ICSS over time due to the phased entry of the nine Harris County courts into the ICSS system. Beginning in September 2004, three out of every nine cases was assigned to ICSS. By February 2006, six out of every nine cases were ICSS, and by May 2012 when the 247th district court converted, all cases were assigned to ICSS.

Figure 4. Harris County Random Assignment to ICSS over Time

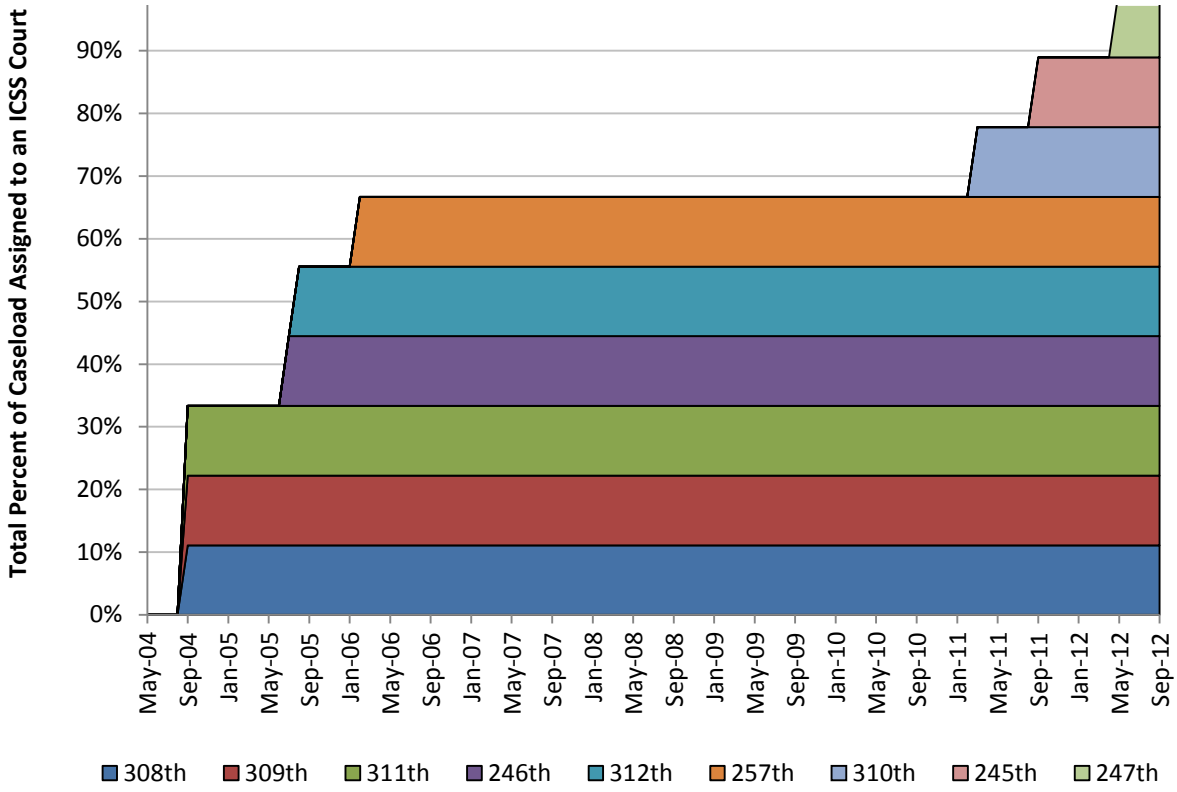
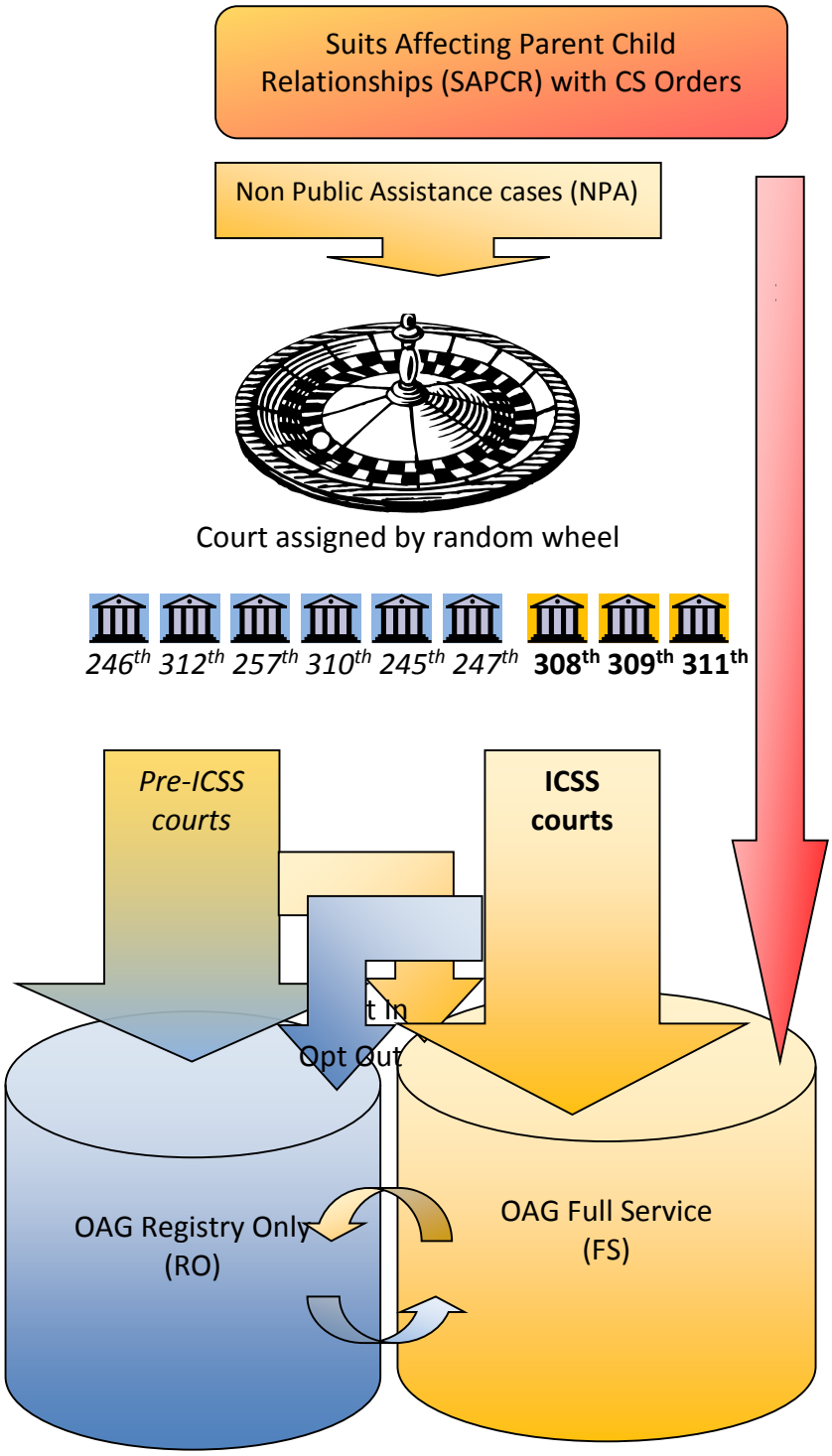


Figure 5 illustrates the case flow in Harris County as of September 2004, a period of time in which one third of all cases were assigned to ICSS. The flow is similar to that shown in Figure 3 for El

Paso County, except that the randomization for Harris County cases is done through the court number to which one's case is assigned. The diagram would look the same at other points in time except that the share of cases assigned to ICSS would vary as in Figure 4.

Figure 5. OAG Case Flow in Harris County, Random Assignment by Court Number, Example from Sep 2004



Assignment of cases to courts in Harris County is based on a random wheel. That is, cases are queued, and the first is assigned to the first court, the second to the second, and so on until nine cases have been assigned, at which point the process repeats from the first court until the cases are all assigned. As with odd and even case numbers in El Paso, this process satisfies the definition of random assignment because all cases in a given time frame have essentially equal odds of being assigned to an ICSS court.

In earlier reports, we expended some effort refining our data model to best capture the characteristics of cases at the point of 'random' court assignment in Harris County, in hopes of demonstrating the groups' equivalence so that we could conclude that the mechanism was indeed random. In retrospect, and with the aid of logic, we noted that implementation of ICSS should have produced changes in the composition of the caseload, and thus the search for equivalence was likely a futile task. Indeed, the fifth research question, noted earlier, tasks us with finding out how the caseload changed under ICSS. With that in mind, we examine characteristics of the Harris County treatment and comparison groups, and the results are shown in Table 6. Note that in this table we have already applied the screen to eliminate cases receiving Public Assistance at case opening, and we have restricted the cases in the study to new cases opening during a one year period before and after implementation of ICSS. This strategy is discussed in greater detail in the next section as well as in Appendix A.

The numbers in Table 6 show a clear pattern of Harris County cases assigned under ICSS being slightly more affluent, relative to the pre-ICSS comparison group. Of course, the presence of statistically significant differences here is in part due to the much larger sample sizes in Harris County. Thus many of the smaller differences, although 'statistically significant,' may be of little practical significance. However, the pattern of differences among employment and benefit indicators, for both NCPs and CPs, does suggest a trend of practical significance. Both CPs and NCPs in the ICSS group were more likely to be employed at case entry, for example, and showed greater historical employment and earnings, were less likely to have experienced an earnings dip, and were less likely to rely on benefits such as SNAP.

Importantly, the differences observed here not only suggest that ICSS had an impact on the composition of the caseload, but that this needs to be taken into account when conducting the analysis of program impacts. Whereas we had previously been including some of these indicators as covariates in our models, on the assumption that we were improving the estimation of program impacts by controlling for such personal characteristics, it is now evident that in doing so, we were also eliminating some of the effects of the ICSS program. Going forward, we estimate all ICSS impacts without the inclusion of covariates in the statistical models.

Table 6. Harris County Treatment vs Comparison Group, all Identified Non-PA Case Members

	ICSS Treatment group	Comparison group	
All cases, demographics	N=13,081	N=12,541	
NCP age (years)	35.7	35.1	**
NCP is female	10.0%	9.9%	
NCP is Hispanic	26.0%	25.6%	
NCP is black	33.4%	35.4%	**
NCP race/ethnicity unknown	19.0%	16.2%	**
NCP is current or former military	3.0%		
CP age (years)	34.0	33.3	**
CP is Hispanic	26.0%	25.8%	
CP is black	30.0%	31.9%	**
CP race/ethnicity unknown	22.1%	19.5%	**
CP is current or former military	0.3%		
Number of children	1.0	.8	**
Age of youngest child, years	7.0	7.4	**
Age of oldest child, years	8.4	8.6	*
Non-custodial Parent, employment and benefit history			
NCP employed at case opening	57.6%	53.1%	**
Percent of time NCP employed over prior 8 quarters	55.5%	53.1%	**
NCP average quarterly earnings over prior 8 quarters	$6,772	$5,640	**
NCP experienced earnings dip of at least 20% within prior 8 quarters	24.8%	29.0%	**
Time since first observed NCP earnings (quarters)	28.0	27.8	
NCP earnings history sufficient to qualify for UI	54.8%	51.3%	**
NCP filed for unemployment within prior year	6.8%	9.5%	**
NCP receiving SNAP (Food Stamps) benefits at case opening	4.5%	5.4%	**
Percent of time NCP received SNAP benefits in prior year	5.4%	5.3%	
NCP receiving TANF benefits at case opening	0.2%	0.2%	
Percent of time NCP received TANF benefits in prior year	0.2%	0.3%	*
Percent of time NCP enrolled in Medicaid in prior year	5.1%	5.0%	

	ICSS Treatment Group	Comparison Group	
All cases, demographics	N=13,081	N=12,541	
Custodial Parent, employment and benefit history			
CP employed at case opening	62.7%	55.9%	**
Percent of time CP employed over prior 8 quarters	59.4%	55.4%	**
CP average quarterly earnings over prior 8 quarters	$5,227	$4,610	**
CP experienced earnings dip of at least 20% within prior 8 quarters	24.1%	26.0%	**
Time since first observed CP earnings (quarters)	27.3	26.4	**
CP earnings history sufficient to qualify for UI	58.9%	54.3%	**
CP filed for unemployment within prior year	6.4%	8.1%	**
CP receiving SNAP (Food Stamps) benefits at case opening	20.6%	22.6%	**
Percent of time CP received SNAP benefits in prior year	20.0%	19.7%	
CP receiving TANF benefits at case opening	1.2%	2.1%	**
Percent of time CP received TANF benefits in prior year	1.6%	2.8%	**
Percent of time CP enrolled in Medicaid in prior year	24.5%	22.9%	**

Source: RMC analysis of Texas OAG, TWC, and HHSC administrative records and El Paso County DRO data. *=P<.05; **=p<.01.

Time Series Design: Other ICSS Counties

Aside from Harris and El Paso Counties, ICSS was also implemented in seventeen other counties over 22 years (see Table 1, earlier), starting with a demonstration in Bexar County in 1997-2001, which includes San Antonio. We include cases from most of these counties in the evaluation as part of a comparison group time-series design from time periods before and after they became ICSS counties; this design also includes cases from similar non-ICSS counties. The advantage of this final design is that by including residents of as many areas of the state as possible, the resulting impact estimates will be more representative of the state as a whole. This serves as a nice counterweight to the experimental and quasi-experimental designs used for El Paso and Harris County, respectively. While those designs have higher internal validity but relatively lower generalizability, this time series design should produce results that are more representative of the state, thus making the results more generalizable.

Table 7 shows characteristics of ICSS treatment and comparison groups selected from those other ICSS counties that converted within the window of time covered by our OAG administrative data files. As noted in Appendix A, some counties that converted earlier had to be excluded. Similar to the discussion of Harris County, here we note again that there are many statistically significant differences between the ICSS Treatment and Comparison groups, but that does not present a problem for our analysis, since ICSS implementation is expected to change the composition of the caseload. Again, many of the differences noted are small, but once again the general pattern emerges: members of new cases opened in ICSS counties tend to be slightly more affluent, on average, than those on new cases opened in these counties prior to ICSS.

Table 7. Other ICSS Counties Treatment vs Comparison Group, all Identified Non-PA Case Members

	ICSS TREATMENT GROUP	COMPARISON GROUP	
ALL CASES, DEMOGRAPHICS	N=21,674	N=22,563	
NCP age (years)	34.5	33.4	**
NCP is female	11.3%	10.7%	*
NCP is Hispanic	33.7%	34.0%	
NCP is black	23.7%	26.9%	**
NCP race/ethnicity unknown	14.3%	16.6%	**
NCP is current or former military	3.7%		
CP age (years)	33.3	32.0	**

CP is Hispanic	32.6%	33.8%	**
CP is black	20.6%	23.6%	**
CP race/ethnicity unknown	17.6%	19.6%	**
CP is current or former military	0.6%		
Number of children	1.4	1.4	**
Age of youngest child, years	6.8	6.6	**
Age of oldest child, years	8.0	7.8	**
NON-CUSTODIAL PARENT, EMPLOYMENT AND BENEFIT HISTORY			
NCP employed at case opening	58.9%	54.6%	**
Percent of time NCP employed over prior 8 quarters	57.9%	54.2%	**
NCP average quarterly earnings over prior 8 quarters	$6,158	$5,025	**
NCP experienced earnings dip of at least 20% within prior 8 quarters	26.6%	27.9%	**
Time since first observed NCP earnings (quarters)	29.1	28.4	**
NCP earnings history sufficient to qualify for UI	57.0%	52.8%	**
NCP filed for unemployment within prior year	6.3%	7.3%	**
NCP receiving SNAP (Food Stamps) benefits at case opening	4.9%	7.6%	**
Percent of time NCP received SNAP benefits in prior year	6.3%	7.4%	**
NCP receiving TANF benefits at case opening	0.1%	0.2%	
Percent of time NCP received TANF benefits in prior year	0.2%	0.3%	**
Percent of time NCP enrolled in Medicaid in prior year	4.7%	4.2%	**
CUSTODIAL PARENT, EMPLOYMENT AND BENEFIT HISTORY			
CP employed at case opening	63.4%	58.9%	**
Percent of time CP employed over prior 8 quarters	61.3%	57.2%	**
CP average quarterly earnings over prior 8 quarters	$4,895	$4,086	**
CP experienced earnings dip of at least 20% within prior 8 quarters	22.7%	24.1%	**
Time since first observed CP earnings (quarters)	27.9	27.0	**
CP earnings history sufficient to qualify for UI	61.0%	56.2%	**
CP filed for unemployment within prior year	5.4%	6.6%	**
CP receiving SNAP (Food Stamps) benefits at case opening	15.5%	23.5%	**
Percent of time CP received SNAP benefits in prior year	17.3%	22.1%	**
CP receiving TANF benefits at case opening	0.8%	1.0%	**

Percent of time CP received TANF benefits in prior year	1.3%	2.5%	**
Percent of time CP enrolled in Medicaid in prior year	19.2%	15.5%	**

Finally, we selected non-ICSS comparison counties for each of these Other ICSS counties using a quasi-experimental similarity estimation procedure, which is described more fully in Appendix A. The purpose of selecting these comparison counties was to allow better control of the one factor that the Other Counties design does not adequately control for: time. Among the Other ICSS Counties, using a pre/post design to accumulate study cases, each county serves as its own comparison group, so this research design does a good job of controlling for potential differences associated with geography and local labor markets. Each county contributes a year's worth of new cases to the ICSS comparison group, and a year's worth of new cases to the ICSS treatment group, but starting two years later than the first new cases in the comparison group. This time differential could potentially lead us to attribute differences to ICSS that might in fact be due simply to the passage of time in these counties. However, with the inclusion of additional comparison counties that did not operate ICSS programs at the time, we can eliminate the possibility that time alone caused the differences observed by checking for such differences in these other counties. In effect, with this difference-in-differences design, the question of ICSS impacts in these Other ICSS counties becomes a question of how much more things changed in the ICSS counties after ICSS implementation than they changed in the non-ICSS comparison counties.

PROGRAM IMPACT ESTIMATES

El Paso: Experimental Impacts

The use of a random assignment or experimental design, with assignment to groups proceeding as planned, means that impact estimates for the El Paso site are considered to be causal in nature. Thus we can conclude that any impacts observed were *caused* by the ICSS program implementation in El Paso.

Below we estimate the impacts of ICSS implementation overall. We also conducted additional analysis to address the possibility that a learning curve among El Paso ICSS child support enforcement workers in using the many enforcement tools newly available to them might affect their performance early on. In order to test for this, we split the El Paso sample in half by assignment date. Should we find greater impacts among those randomly assigned toward the end of the assignment window, this could be taken as evidence that workers improved over time in their use of the new collection tools. Such impacts would thus be regarded as representative of the impacts one could expect from a more mature, fully-functioning ICSS program.

Collection of Child Support

The most important outcome that ICSS might affect is the timely collection of child support. Although we have had questions about the adequacy of administrative data for measuring child support collection equally well for members of cases in the control group, we have recently acquired registry-only (RO) payments data and incorporated it into our dependent measures, so our ability to measure child support collected is vastly improved. Still, some payments may be missed while cases are in RO status. Although RO cases are required to make payments through the state distribution unit (SDU), there is no enforcement of these cases as long as they remain in RO status. While they are not being enforced, some share of these cases may involve payments made directly to the CP, and these payments will not be recorded in the SDU[8]. In any case, though we may not have completely solved the problem of equal measurement of child support paid while in RO status, we have improved it to the point that we can share the outcomes with the caveat that this measure is still imperfect.

Several measures address child support collection, with one approach gauging the frequency of any child support collections and another examining the average dollar amount of

[8] There is no known direct quantitative evidence that payments are made outside the SDU by RO cases, but there is anecdotal support for this idea.

collections. New to this report, the frequency of any collections being made is reported separately for full service (FS) and registry-only (RO) collections so we can see their independent contributions. All child support collections measures are computed on a monthly basis, aggregating payments made within a calendar month. As shown in the third row of Table 8, child support was collected in over 66% of case months among ICSS cases, about a third higher than the 49% collection rate in the control group. The bulk of these payments was made through the expected channels, FS for ICSS cases, and RO (or collections through the SDU) for the control group. Note however that payments made through the other, non-expected route can occur due to cases changing status, from FS to RO, and vice versa, over time. In a true experimental design these changes are part of the impact; people can opt freely from one group to the other, but we continue to track their outcomes in terms of their original group assignment to assess true ICSS impacts.

Table 8. El Paso Child Support Collections

OUTCOME	ICSS ADJUSTED MEAN	CONTROL ADJUSTED MEAN	ICSS IMPACT
Percent of time any FS child support collections made	65.1%	7.1%	58.0% **
Percent of time any RO child support collections made	1.2%	42.3%	-41.1% **
Percent of time any child support collections made, either type	66.1%	49.4%	16.7% **
Monthly average child support collections, either type	$947	$967	-$20

Source: RMC analysis of Texas OAG administrative records and El Paso County DRO data. *=P<.05; **=p<.01.

The total dollar amount of child support collections per case in El Paso, when looking only at cases that made a payment in a given month, averaged $947, and was not statistically different from the control group.[9] Similar results were found on all four measures when we looked at ICSS impacts among those assigned in the second half of the study (see detailed statistical tests for late assignments in Appendix B, Table B-5). The impact on any child support collections was indeed stronger in the second half of the study, suggesting limited confirmation of the learning curve theory, but at the expense of $72 lesser monthly payment, on average.

In one final indicator related to child support collections, we measured cumulative money judgments, case actions typically filed in court in instances of extended non-payment. A cumulative money judgment is an estimate of what is currently owed by the NCP, considering the most recent

[9] More detailed statistics supporting impact estimates listed here are included in Appendix B.

prior cumulative money judgment (if any), plus new current support and interest accrued, minus amounts paid by the NCP. Because they are filed through the courts, we can measure money judgments about equally well for both ICSS and control group cases[10], so it would be theoretically possible to estimate program impacts on this measure. Unfortunately, however, in cases associated with the ICSS experiment in El Paso, there have been too few money judgments issued thus far to compute a net impact statistic. We hope this measure will be feasible for analysis in El Paso for the final report. Note, however, that the present report does analyze impacts on money judgments at other ICSS sites where follow-up durations are longer, below.

Receipt of Public Assistance by Custodial Parents

The next set of analyses addresses the question whether ICSS led to changes in Public Assistance participation for the associated custodial parents (CPs) and their children. Public assistance receipt is summarized in Table 9. We first asked whether ICSS led to changes in utilization of Temporary Assistance to Needy Families benefits, or the TANF program. Unfortunately, as with judgments, we observed too few instances of TANF receipt to model it statistically. Thus, although it had to be omitted from Table 9, TANF receipt in El Paso may be feasible for the final reports.

We next asked whether ICSS led to reduced participation in SNAP, or Supplemental Nutritional Assistance Program, formerly known as Food Stamps. This measure counts the percent of post-entry months in which the custodial parent received SNAP benefits, with receipt of benefits for any part of the month considered as receipt for the entire month. Interestingly, and contrary to the prior impact report, ICSS in El Paso was found to lead to slightly increased participation in SNAP. ICSS participants had a 1 percentage point increase in SNAP participation, representing about a 10% increase, compared to cases in the control group.

Table 9. El Paso Public Assistance Receipt

Outcome	ICSS adjusted mean	Control adjusted mean	ICSS Impact	
Percent of time CP receiving SNAP (Food Stamp) benefits	9.8%	8.8%	1.0%	*
Average monthly SNAP (Food Stamp) benefits, CP	$306	$278	$28	*
Percent of time CP enrolled in Medicaid	11.1%	8.7%	2.4%	**

Source: RMC analysis of Texas OAG and HHSC administrative records and El Paso County DRO data. *=P<.05; **=p<.01.

[10] Cumulative money judgments filed on full service (FS) cases are more likely to include interest calculations than those filed on registry only (RO) cases. However, by comparing the number of instances of money judgments, rather than the amounts of money involved, we avoid artificial bias in this measure.

A related SNAP measure looks at the average monthly dollar amount of benefits received under SNAP, and considering only case-months in which the benefit was received (that is, no zeroes were included in the average). The average monthly SNAP benefit was $306 for those in the ICSS, $28 higher than control group members who received SNAP. Finally, we measured the percentage of time that the CP was enrolled in Medicaid. Again, as with SNAP receipt, we found a significant effect of ICSS, with receipt among ICSS case members being 2.4 percentage points higher than members of the control group.

Taken together, and in contrast with the child support collection impacts noted above, the findings in this section suggest that families who were automatically enrolled in child support enforcement via the ICSS program experienced slightly greater economic distress than did control group members. It may be worth noting, however, that the overall SNAP effects seen for the El Paso ICSS program did not hold when we looked only at those assigned in the second half of the study (see Appendix B, Table B-5). Thus, this finding is consistent with the learning curve theory suggesting that case workers improved in their use of enforcement tools over time.

Employment and Earnings of CPs and NCPs

The next set of analyses examines the question whether ICSS child support enforcement leads to increased employment rates and earnings levels among custodial and noncustodial parents. Unlike with the public assistance programs discussed above, it would be difficult to make a strong argument that better and timelier child support enforcement should lead to better employment and earnings outcomes. In any case, looking for program impacts on these measures allows us to place the other observed impacts in the overall context of the families' economic situations. Two measures are included here, one that gauges the percent of time CPs and NCPs were employed, and another that measures the quarterly earnings levels of those who were employed in any given calendar quarter.

As shown in Table 10, the ICSS program effects on earnings and employment of NCPs and CPs was a mixed bag. We observed significantly lesser earnings among CPs in ICSS, but significantly greater employment rates among NCPs in ICSS. While this pattern is difficult to explain, if we look again at impacts among those assigned late in the period (Appendix B, Table B-5), we see that the finding of increased employment rates among ICSS NCPs holds, while the decreased earnings of employed CPs does not hold. Once again, this is consistent with the theory that ICSS caseworkers improved over time in their use of enforcement tools.

Table 10. El Paso Employment and Earnings of CPs and NCPs

OUTCOME	ICSS ADJUSTED MEAN	CONTROL ADJUSTED MEAN	ICSS IMPACT
Percent of time CP employed	54.4%	52.0%	2.4%
CP average quarterly earnings, among employed	$9092	$10535	-$1443 **
Percent of time NCP employed	44.1%	38.8%	5.3% **
NCP average quarterly earnings, among employed	$16658	$13760	$2898

Source: RMC analysis of Texas OAG, and TWC administrative records and El Paso County DRO data. *=P<.05; **=p<.01.

Harris County: Quasi-Experimental Impacts

As noted earlier in the discussion of experimental designs, we no longer attempt to control for any of the mostly small differences between the ICSS and comparison groups in Harris County. We neither attempt to match cases to produce a comparison group that was as similar as possible in measured ways to ICSS cases upon entry into the program, nor do we include covariates in the impact analysis that would tend to control for these initial differences. Instead, we treat these differences as occurring due to the implementation of ICSS and report them along with any other outcome differences observed.

We have, however, substantially improved the Harris County data model since the last impact report. For example, the restriction of the impact analysis to new cases opened within a one year period before (comparison group) and after (ICSS group) implementation of ICSS within any given court eliminates the large time differences that could have explained any outcome differences. We also restrict our use of follow-up data so that outcomes for the comparison group, whose cases opened on average two years earlier, are only followed for as long as those of the ICSS group. This essentially involves throwing out two years of follow-up data from the comparison group to maximize the comparability to the ICSS group. Because of these improvements, we can be more confident that the effects reported for Harris County were due to ICSS implementation.

Collection of Child Support

For members of the ICSS group in Harris County, as shown in Table 11, child support was collected over 3 percentage points more often, relative to comparison group cases. Although it is surprising that the frequency of collections is substantially lower than in El Paso, it is not clear how much of this difference is due to the mix of cases in these areas versus the difference in time periods. Surprisingly, both the FS and RO collections measures showed greater frequency of collections among ICSS cases in Harris County. Thus, even if one has lingering doubts about the comparability of child support collection statistics in the FS and RO channels, there can be no doubt that the CPs on ICSS cases in Harris County received child support more often.

Furthermore, the total dollar amount of child support collections in Harris County, averaging across only those cases that received a payment in a given month, was $1134, representing a significant increase of almost $200 per month more than that received by comparison group cases.

In a final indicator related to child support collections, we measured money judgments, or case actions typically filed as estimates of the amount of support owed by the NCP, considering prior judgments, payments, and interest accrued. As discussed earlier, we should be able to measure money judgments equally well for both ICSS and control group cases. Interestingly, in contrast to

the child support collections findings, we find a significant increase in money judgments among ICSS cases, relative to cases in the comparison group. It is not clear, however, if this increase could be due to lesser payment rates among ICSS cases, unlikely given the above findings. A more plausible explanation is that the greater enforcement among ICSS cases led to these cases being more likely to get NCPs into court to settle the matter when NCPs failed to pay adequately over an extended period.

Table 11. Harris County Child Support Collections

Outcome	ICSS adjusted mean	Comparison adjusted mean	Difference associated with ICSS	
Percent of time any FS child support collections made	14.8%	12.3%	2.5%	**
Percent of time any RO child support collections made	3.5%	1.2%	2.3%	**
Percent of time any child support collections made, either type	16.2%	12.9%	3.3%	**
Monthly average child support collections, either type	$1134	$942	$192	**
Money judgment made in child support case	10.9%	8.5%	2.4%	**

Source: RMC analysis of Texas OAG administrative records. *=P<.05; **=p<.01.

Receipt of Public Assistance by Custodial Parents

The next set of outcomes addresses the question whether ICSS in Harris County led to decreased Public Assistance participation for the associated custodial parents (CPs) and their children. Public Assistance receipt in Harris County is summarized in Table 12. The effects listed here consist of mostly very small but nevertheless statistically changes in SNAP, TANF, and Medicaid participation associated with ICSS.

ICSS cases that received SNAP benefits, for example, received an average of $10 more per month than their comparison group counterparts, and were slightly more likely to be enrolled in Medicaid, but slightly less likely to receive TANF. It is difficult to draw strong conclusions regarding this pattern, except to note again that with large sample sizes, even very small differences can be statistically significant. Whether they are of practical significance is open to question.

Table 12. Harris County Public Assistance Receipt

OUTCOME	ICSS ADJUSTED MEAN	COMPARISON ADJUSTED MEAN	DIFFERENCE ASSOCIATED WITH ICSS	
Percent of time CP receiving SNAP (Food Stamp) benefits	21.5%	21.6%	-0.1%	
Average monthly SNAP (Food Stamp) benefits, CP	$434	$424	$10	**
Percent of time CP enrolled in Medicaid	22.5%	21.9%	0.6%	**
Percent of time CP receiving TANF benefits	1.0%	1.2%	-.2%	**

Source: RMC analysis of Texas OAG and HHSC administrative records. *=P<.05; **=p<.01.

Employment and Earnings of CPs and NCPs

Next we address the question whether ICSS child support enforcement is associated with increased employment rates and earnings levels among custodial and noncustodial parents. As discussed previously, it would be difficult to make a strong argument that better and timelier child support enforcement should lead to better employment and earnings outcomes. In fact, however, as shown in Table 13Table 13, we observe consistently significant differences in both employment rates and earnings of both CPs and NCPs. CPs in ICSS cases were 2.7 percentage points more likely to be employed, and they earned on average over $500 per quarter more than those on comparison group cases. Similarly, NCPs on cases participating in ICSS were 4.1 percentage points more likely to be employed, and the employed earned on average over $1800 more per quarter, than those in the comparison group. Since these differences are similar in magnitude to the historical differences in earnings noted previously for Harris County ICSS and comparison group cases (Table 6), they likely partly reflect a continuation of that trend, rather than exclusively an impact of ICSS.

Table 13. Harris County Employment and Earnings of CPs and NCPs

OUTCOME	ICSS ADJUSTED MEAN	COMPARISON ADJUSTED MEAN	DIFFERENCE ASSOCIATED WITH ICSS	
Percent of time CP employed	59.9%	57.2%	2.7%	**
CP average quarterly earnings, among employed	$9685	$9167	$518	**
Percent of time NCP employed	51.0%	46.9%	4.1%	**
NCP average quarterly earnings, among employed	$13328	$11445	$1883	**

Source: RMC analysis of Texas OAG, and TWC administrative records. *=P<.05; **=p<.01.

Other ICSS Counties: Quasi-Experimental Impacts

As noted previously, ICSS was also implemented in seventeen other counties aside from El Paso and Harris (see Table 1, earlier), and for thirteen of these counties the implementation occurred during a period that allows us to form pre- and post-implementation groups of cases using administrative records data. We include cases from these counties in the evaluation as part of a comparison group time-series design, which also includes cases from similar non-ICSS counties, the matching and selection of which is described more fully in Appendix A.

Results reported here could be analyzed as a difference-in-differences design, in which ICSS impacts in these Other ICSS counties could be estimated by how much more things changed in the ICSS counties after ICSS implementation than they changed in the non-ICSS comparison counties over the same period. However, since we regard the non-ICSS county selection process as preliminary, and subject to further development of the matching model, we instead present impacts for Other ICSS counties in essentially the same manner as we did for the El Paso and Harris County results. We will, however, note whether results of the difference-in-differences model would have given the same answer.

Collection of Child Support

Child support collection among ICSS cases in Other ICSS Counties, as shown in Table 14, was significantly higher regardless of the measure used, as compared to child support collection among members of the comparison group. In fact, in a pattern almost identical to that found in Harris County, child support collection was two or more percentage points higher than for the comparison group, whether the payments were made for FS cases, or through the RO collection mechanism involving the SDU. Furthermore, the total dollar amount of child support collections in Other ICSS Counties, when looking only at cases that made a payment in a given month, was more than $200 per month higher than the same figure for comparison counties. These simple differences are shown in Table 14, however, the difference-in-differences model comparing this effect to a similar pre-post comparison in non-ICSS counties only confirms the latter finding. That is, the increased dollar amount of child support collection associated with ICSS was significantly greater than the increased amount of child support collection observed in non-ICSS counties in the same period (see Appendix Table B-8 for results of difference-in-differences models).

Table 14. Other ICSS Counties Child Support Collections

OUTCOME	ICSS ADJUSTED MEAN	COMPARISON ADJUSTED MEAN	DIFFERENCE ASSOCIATED WITH ICSS
Percent of time any FS child support collections made	23.8%	21.7%	2.1% **
Percent of time any RO child support collections made	8.9%	6.5%	2.4% **
Percent of time any child support collections made, either type	27.6%	25.3%	2.3% **
Monthly average child support collections, either type	$1047	$845	$202 **
Money judgment made in child support case	10.2%	9.6%	0.6% **

Source: RMC analysis of Texas OAG administrative records. *=P<.05; **=p<.01.

In another result that parallels the findings for Harris County, ICSS was also found to be associated with increased money judgments, as compared to the rate of money judgments in comparison group cases. As mentioned, this finding can be difficult to interpret in light of the increased child support payments. Unlike in Harris County, we can place this result in the context of the difference-in-differences model, which indicates that even though judgments increased in ICSS counties, the rate of judgments increased even faster in non-ICSS counties over the same interval.

Receipt of Public Assistance by Custodial Parents

The next set of outcomes addresses the question whether ICSS led to decreased Public Assistance participation for the associated custodial parents (CPs) and their children. Public Assistance receipt in Other ICSS Counties is summarized in Table 15. Unlike the pattern in Harris County, in Other ICSS Counties we observed significant decreases in SNAP and Medicaid participation associated with ICSS. There was no association with the rate of TANF receipt, which was very small in any case. The difference-in-differences model confirms all these findings except for TANF, which increased 0.2 percentage points faster in Other ICSS as compared to non-ICSS Counties. This latter finding is another example of a finding being statistically significant but so small as to be of little practical significance.

Table 15. Other ICSS Counties Public Assistance Receipt

OUTCOME	ICSS ADJUSTED MEAN	COMPARISON ADJUSTED MEAN	DIFFERENCE ASSOCIATED WITH ICSS
Percent of time CP receiving SNAP (Food Stamp) benefits	19.6%	27.2%	-7.6% **
Average monthly SNAP (Food Stamp) benefits, CP	$404	$433	-$29 **
Percent of time CP enrolled in Medicaid	19.8%	23.8%	-4.0% **
Percent of time CP receiving TANF benefits	.9%	.9%	.0%

Source: RMC analysis of Texas OAG and HHSC administrative records. *=P<.05; **=p<.01.

Employment and Earnings of CPs and NCPs

Finally we examine the question whether ICSS child support enforcement is associated with increased employment rates and earnings levels among custodial and noncustodial parents (see Table 16). Similar to Harris County, we found increased employment rates and earnings levels among the employed for both CPs and NCPs.

Table 16. Other ICSS Counties Employment and Earnings of CPs and NCPs

OUTCOME	ICSS ADJUSTED MEAN	COMPARISON ADJUSTED MEAN	DIFFERENCE ASSOCIATED WITH ICSS
Percent of time CP employed	59.6%	57.0%	2.6% **
CP average quarterly earnings, among employed	$8899	$7776	$1123 **
Percent of time NCP employed	51.8%	50.9%	0.9% **
NCP average quarterly earnings, among employed	$11569	$10362	$1207 **

Source: RMC analysis of Texas OAG, and TWC administrative records. *=P<.05; **=p<.01.

While this pattern seems clear, in the case of employment and earnings outcomes the difference-in-differences model results (Appendix BXX) add mostly confusion, confirming one result (CP earnings), overturning another (NCP employment), and declaring the other two not statistically significant.

Impacts Discussion

It is quite clear that the difference-in-differences model used to estimate impacts for Other ICSS Counties needs work. The concept is sound, however. It makes sense to use cases from other counties that did not implement ICSS to control for the passage of time. And without controlling for time, it is difficult to be sure that the effects associated with ICSS were due solely to ICSS. But the matching process to select comparison counties is preliminary, and needs refinement. For one thing, better county-level measures would improve the similarity of matched counties, possibly in ways that are unobservable at present. We might also consider the possibility that ideal comparable counties are not available, in which case a better comparison group might be selected at the individual level – choosing matched individuals from new cases in non-ICSS counties.

It is also possible that the Harris County impact estimation could be improved with the addition of a comparison group selected from other non-ICSS counties, assuming the method is improved by the potential changes discussed above. Additionally, one feature of the Harris County ICSS implementation has yet to be addressed, and that is the conversion of existing cases into ICSS cases upon ICSS implementation. As noted, this also happened in Wichita County, but that site was not included in the impact analysis due to incomplete coverage in the historical data. It is possible that under the present design, some existing cases in Harris County could be serving as comparison cases while they are converted to ICSS. To the extent this is happening, it would tend to depress the impacts, as it would blur the distinction between ICSS and comparison cases. But accounting for such possibilities may improve the model.

Setting aside the problems with the difference-in-differences model, the overall pattern of impacts among the El Paso, Harris, and Other ICSS Counties sites is remarkably similar. The implications of the finding that ICSS leads to changes in the composition of the full service caseload are profound. In one sense, changes in the caseload are an impact of ICSS. It is apparent that members of the IV-D caseload under a system of deemed applications and default enrollment will be slightly but not dramatically more affluent. The implications of this are to make it more difficult to sort out ICSS impacts that occur through changes in the caseload from changes due to the enhanced enforcement tools and more proactive approach to child support collection.

OPT OUT ANALYSIS

In this section we aim to get a sense of the experiences of those who opt out of IV-D child support collection services in order to provide an answer to the second research question:

> *2. How does the child support experience vary between those individuals whose application for IV-D services has been waived in participating counties and individuals who "opt-out" in those same counties?*

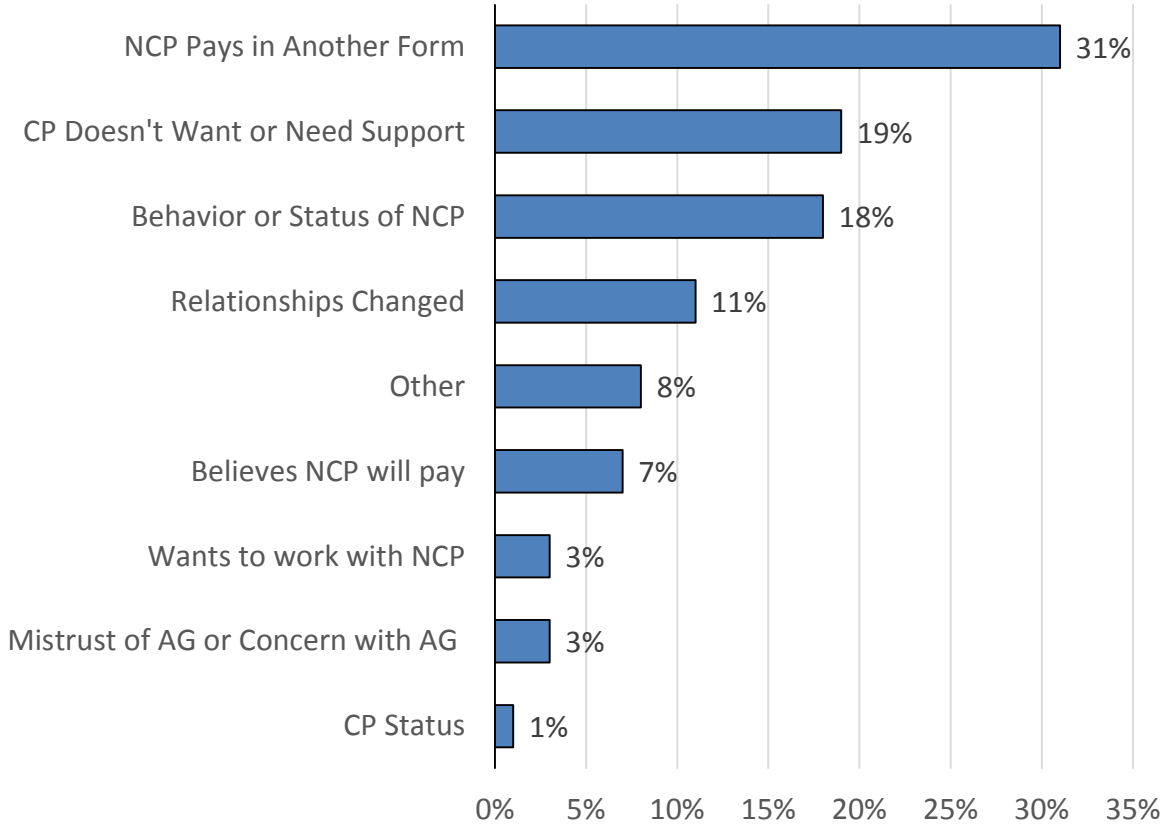
We take two strategies in answering this question. First, we examine a sample of reasons that customers gave when completing forms signifying their intention to opt-out. There are limitations to this approach, of course. The 'reason' question was listed as optional on the form, and the sample should be regarded as a convenience sample, so it would be difficult to draw inferences from this analysis to the statewide population of those opting out. Nevertheless, the kinds of reasons people give can be informative. Second, through analysis of administrative data we examine the experiences of those apparently opting out from IV-D services in any of the ICSS implementation sites we have been focusing on thus far: El Paso, Harris, or Other ICSS Counties.

Opt Out Reasons Cited

The opt out form data we received from the OAG covered a period of four years, from 2010 to 2014, and included cases from fourteen counties: Bexar, Cameron, Dallas, Ector, El Paso, Harris, Hidalgo, Lubbock, Midland, Smith, Tarrant, Taylor, Travis, Webb, and Wichita. The dataset included information on the case ID, county, office code, the opt-out date and the opt-out reason. As in previous reporting periods, most of the custodial parents who declined IV-D services (55%, or 717 of the total 1,371 responses) did not provide a reason for doing so on the "Opt Out" forms. Another sixteen percent of those served were already receiving child support through direct payments from the NCP or through other official systems such as military allotments or social security. The remaining respondents (29%) gave reasons summarized in Figure 6 for their decision to opt out of IV-D services.

The most common reason reported for opting out of services (31%) identified some type of informal "agreement" between NCP and CP that may include the NCP making cash contributions to the CP household through the payment of rent, clothing and child care or noncash payments in the form of providing child care. The majority of these responses did not provide specifics regarding the nature of the "agreement" held between the CP and NCP (132 out of 140 responses). Nineteen percent of CPs responding indicated that they did not want nor need the support.

Figure 6. Opt Out Reasons



Source: RMC analysis of Texas OAG records. Number of respondents listing a reason: 440.

Eighteen percent of the opt-out respondents listed the behavior or status of the NCP as the reason for opting out of services. The majority of these responses discussed the NCPs inability to pay due to:

- unemployment,
- incarceration,
- disability,
- drug and alcohol addiction, and
- health and mental health issues.

Only one respondent in this category listed family violence as the reason for their decision to opt out. For the remainder who opt out citing the NCP's inability to pay, there seems to be little recognition that many of these are likely temporary factors.

Mistrust or concerns with the AG was identified by only three percent of the respondents as their primary reason for opting out of services. Within this category 6 out of 16 individual responses

identified the delay in payments from the AG as their reason for opting out while the remainder of the responses in this category expressed mistrust in the system, unwillingness to attend a court date, or unhappiness in general with the AG services. A few, one percent, identified the status of the CP as deployed or out of the state or country, as their reason for opting out of services. For some the family structure has changed (eleven percent), parents reconciled or remarried, children moved to reside with the NCP or have been emancipated. Finally, eight percent of the responses did not align with the clustered categories of responses and were labeled as "other."

As mentioned previously, the sample of opt-out forms we analyzed should be regarded as a convenience sample. The date range covered by the forms is only about five years, as compared to about twelve years of administrative data, and it has been reported that not all local offices send their opt-out forms to the state office, from where we collect them. Furthermore, the 'reason' question was listed as optional on the form, and only a fraction of respondents completed it. Thus, although these data do give a very good sense of the range of reasons people might offer for having opted out, it is difficult to make strong inferences from this analysis to draw conclusions about the statewide population of those opting out. However, we can draw limited inferences from an analysis of administrative data focusing on those apparently opting out from IV-D services in any of the ICSS implementation sites included in this study, to which we turn our attention next.

Opt Outs Identified through Administrative Data

In order to identify through administrative records data the cases of CPs who likely opted out, we examined a file of case type histories over time. We focused exclusively on ICSS treatment group cases, or those cases that opened in one of the ICSS sites, El Paso, Harris, or one of the Other ICSS Counties, in the post-ICSS implementation year. Since the default action in these ICSS areas was for new cases to be full-service (FS), we determined that any cases that opened in registry-only (RO) status or became RO within the first calendar month were opt-outs. We tracked the outcomes for these cases as long as they remained RO cases. Second, we identified additional opt-out cases based on those whose status was initially FS but changed to RO at a later date. For this group, we tracked their outcomes starting in the month of their initial RO status and continuing as long as they remained RO cases.

Table 17. Comparing Apparent Opt-Outs to Cases that Remained Full-Service

	Opted out	Remained Full Service	
All cases, demographics	N=2,343	N=27,574	
NCP age (years)	36.9	34.3	**
NCP is female	27.1%	10.4%	**
NCP is Hispanic	13.1%	31.2%	**
NCP is black	5.3%	27.3%	**
NCP race/ethnicity unknown	64.8%	14.4%	**
NCP is current or former military	1.0%	3.6%	**
CP age (years)	37.9	32.9	**
CP is Hispanic	9.6%	31.0%	**
CP is black	3.6%	24.5%	**
CP race/ethnicity unknown	74.1%	16.2%	**
CP is current or former military	0.6%	0.5%	
Number of children	1.0	1.2	**
Age of youngest child, years	8.2	6.1	**
Age of oldest child, years	9.5	7.3	**
Non-custodial Parent, employment and benefit history			
NCP employed at case opening	52.3%	59.7%	**
Percent of time NCP employed over prior 8 quarters	51.7%	58.3%	**
NCP average quarterly earnings over prior 8 quarters	$8,053	$6,554	**
NCP experienced earnings dip of at least 20% within prior 8 quarters	20.4%	26.3%	**
Time since first observed NCP earnings (quarters)	25.7	28.3	**
NCP earnings history sufficient to qualify for UI	50.4%	57.4%	**
NCP filed for unemployment within prior year	3.5%	6.6%	**
NCP receiving SNAP (Food Stamps) benefits at case opening	3.6%	4.6%	*
Percent of time NCP received SNAP benefits in prior year	5.4%	5.8%	
NCP receiving TANF benefits at case opening	0.3%	0.1%	
Percent of time NCP received TANF benefits in prior year	0.2%	0.2%	
Percent of time NCP enrolled in Medicaid in prior year	5.1%	5.0%	
Custodial Parent, employment and benefit history			
CP employed at case opening	54.5%	64.0%	**
Percent of time CP employed over prior 8 quarters	51.9%	61.0%	**
CP average quarterly earnings over prior 8 quarters	$5,978	$5,039	**

	Opted out	Remained Full Service	
All cases, demographics	N=2,343	N=27,574	
CP experienced earnings dip of at least 20% within prior 8 quarters	15.2%	24.2%	**
Time since first observed CP earnings (quarters)	24.7	27.3	**
CP earnings history sufficient to qualify for UI	52.1%	60.7%	**
CP filed for unemployment within prior year	2.6%	5.8%	**
CP receiving SNAP (Food Stamps) benefits at case opening	4.7%	18.4%	**
Percent of time CP received SNAP benefits in prior year	4.1%	18.8%	**
CP receiving TANF benefits at case opening	0.0%	1.1%	**
Percent of time CP received TANF benefits in prior year	0.1%	1.4%	**
Percent of time CP enrolled in Medicaid in prior year	5.7%	23.3%	**

Source: RMC analysis of Texas OAG, TWC, and HHSC administrative records and El Paso County DRO data. *=P<.05; **=p<.01.

Table 17 compares the characteristics of cases identified using this method as having opted out against those that remained in full service (FS) status. Cases that opted out of enforcement services were more likely to be headed by older parents with older children, and were less likely to be black or Hispanic. Cases that opted-out were far more likely to have a female NCP. On the other hand, when the NCP was in the military they were substantially more likely to remain FS cases.

Members of cases that opted out of IV-D services were less likely to be employed in UI-covered jobs, but also less likely to have experienced an earnings dip, and when employed they tended to earn more than members of cases remaining in full service status. Members of opt-out cases were less likely to receive benefits of any kind, whether unemployment or SNAP, Medicaid, or TANF.

Outcomes among Opt-Outs

One must carefully interpret any outcomes seen among those who opt-out of ICSS child support enforcement, for this is purely a correlational design, and we have little idea whether opting out led to these outcomes or the outcomes caused the opt-outs. It is more likely that at least a bit of both occurred. With this caveat in mind, the patterns revealed are quite interesting. Note that the following tables track cases over time differently than anywhere else in this report. In the impact tables in previous sections, cases are tracked only according to their initial status, regardless of subsequent opt-outs or opt-ins that might happen. In this section, when examining opt-outs, those who opt-out are tabulated in the left column during case-months in which them remain in RO

status, but are tabulated in the right column in all FS periods, including any time before opting out and after returning to FS status, if applicable. We also cluster the results differently, so we can look at related outcomes across sites. Table 18 shows child support outcomes comparing those who opt-out against those who remain FS cases in three panels, one each for El Paso, Harris, and Other ICSS Counties.

Table 18. Apparent Opt-Outs, Child Support Collections

Site / Outcome	Opted out	Remained Full Service	Difference associated with Opting Out	
El Paso				
Percent of time any FS child support collections made	1.7%	67.3%	-65.6%	**
Percent of time any RO child support collections made	24.3%	0.4%	23.9%	**
Percent of time any child support collections made, either type	24.7%	67.6%	-42.9%	**
Monthly average child support collections, either type	$1321	$942	$379	**
Money judgment made in child support case	13.3%	10.9%	2.4%	
Harris County				
Percent of time any FS child support collections made	0.8%	13.9%	-13.1%	**
Percent of time any RO child support collections made	6.4%	3.5%	2.9%	**
Percent of time any child support collections made, either type	6.9%	15.2%	-8.3%	**
Monthly average child support collections, either type	$1588	$968	$620	**
Money judgment made in child support case	0.2%	9.6%	-9.4%	**
Other ICSS Counties				
Percent of time any FS child support collections made	1.4%	23.7%	-22.3%	**
Percent of time any RO child support collections made	10.8%	9.5%	1.3%	**
Percent of time any child support collections made, either type	11.7%	27.1%	-15.4%	**
Monthly average child support collections, either type	$715	$810	-$95	**
Money judgment made in child support case	0.0%	11.0%	-11.0%	**

Source: RMC analysis of Texas OAG administrative records. *=P<.05; **=p<.01.

From this table it is apparent that opting-out of IV-D enforcement is associated with large reductions in the frequency of child support collections observed, regardless of site. The evidence

on the amount of child support collected is more mixed, with those opt-outs who do make payments in El Paso and Harris paying more on average, but the opposite pattern is seen in the Other ICSS Counties. The evidence is also mixed on money judgments, with higher rates among opt-outs in El Paso, but drastically reduced chances of having a money judgment in Harris or Other ICSS Counties.

Table 19 compares the public assistance outcomes by site for those who opted out of ICSS versus those who remained FS cases. Almost uniformly across sites, those who opted out were far less likely to receive public assistance, whether SNAP or TANF, or Medicaid. The one exception to this pattern showed higher Medicaid enrollment among opt-outs in El Paso.[11]

Table 19. Apparent Opt-Outs, Public Assistance Receipt

Site / Outcome	Opted out	Remained Full Service	Difference associated with Opting Out
El Paso			
Percent of time CP receiving SNAP (Food Stamp) benefits	0.9%	10.0%	-9.1% **
Average monthly SNAP (Food Stamp) benefits, CP			
Percent of time CP enrolled in Medicaid	13.3%	10.9%	2.4%
Percent of time CP receiving TANF benefits			
Harris County			
Percent of time CP receiving SNAP (Food Stamp) benefits	5.5%	22.4%	-16.9% **
Average monthly SNAP (Food Stamp) benefits, CP	$348	$438	-$90 **
Percent of time CP enrolled in Medicaid	6.3%	23.9%	-17.6% **
Percent of time CP receiving TANF benefits	0.0%	1.1%	-1.1% **
Other ICSS Counties			
Percent of time CP receiving SNAP (Food Stamp) benefits	5.2%	21.1%	-15.9% **
Average monthly SNAP (Food Stamp) benefits, CP	$337	$408	-$71 **
Percent of time CP enrolled in Medicaid	5.4%	22.0%	-16.6% **
Percent of time CP receiving TANF benefits	0.0%	1.1%	-1.1% **

Source: RMC analysis of Texas OAG and HHSC administrative records. *=P<.05; **=p<.01.

[11] Note that too few opt-out cases received SNAP to tabulate the average benefit amount.

Employment and earnings outcomes among those who opted out or those who chose to remain IV-D customers are tabulated by site in Table 20. The general pattern among the three sites on these measures is remarkably consistent, and it echoes the pattern seen in the initial characteristics at case opening of those who later opted out (Table 17). That is, we see a reduced likelihood of being employed in UI covered work among those who opt-out, but those who are employed tend to have much higher earnings. Although this bears further analysis, the implication at this point seems to be that at least a portion of the opt-outs occur among cases in which either the CP earns enough not to need strict enforcement, or the NCP earns enough that payments are made without strict enforcement, or both.

Table 20. Apparent Opt-Outs, Employment and Earnings of CPs and NCPs

Site / Outcome	Opted out	Remained Full Service	Difference associated with Opting Out
El Paso			
Percent of time CP employed	52.9%	53.9%	-1.0%
CP average quarterly earnings, among employed	$15734	$8868	$6866 **
Percent of time NCP employed	39.2%	43.7%	-4.5%
NCP average quarterly earnings, among employed	$24452	$16542	$7910
Harris County			
Percent of time CP employed	50.9%	60.6%	-9.7% **
CP average quarterly earnings, among employed	$14775	$9666	$5109 **
Percent of time NCP employed	43.0%	51.9%	-8.9% **
NCP average quarterly earnings, among employed	$15640	$13552	$2088 **
Other ICSS Counties			
Percent of time CP employed	49.5%	61.2%	-11.7% **
CP average quarterly earnings, among employed	$12081	$8808	$3273 **
Percent of time NCP employed	47.7%	53.4%	-5.7% **
NCP average quarterly earnings, among employed	$15854	$11517	$4337 **

Source: RMC analysis of Texas OAG, and TWC administrative records. *=P<.05; **=p<.01.

DISCUSSION

As noted above, the overall pattern of impacts among the El Paso, Harris, and Other ICSS Counties sites is remarkably similar. Child support collections were increased in all sites, sometimes dramatically. And in the case of Harris and Other ICSS Counties, impacts on collections were positive regardless of whether those collections were made on full service cases or through the SDU for registry-only cases. This strongly suggests that the positive child support impacts were not due simply to difficulty measuring collections among RO cases, but to increased collections across the board.

Observed impacts of ICSS on public assistance and other benefits was more mixed, with sometimes positive and sometimes negative impacts, but always relatively small. As mentioned repeatedly, with large sample sizes comes great statistical power, which means that sometimes very small effects can be regarded as statistically significant even while carrying little practical significance. In any case, significant or not, it is difficult to attribute small effects pointing in different directions as representing a general ICSS finding. Rather, one tends to looks for more local variations across the sites that might explain these varying patterns.

Estimated impacts of ICSS implementation on employment and earnings measures are strong and positive in Harris and Other ICSS counties. Both increased employment rates and earnings levels among the employed were seen for both CPs and NCPs in these sites. El Paso, on the other hand, showed more mixed employment and earnings findings. The difference here could readily be explained by the much shorter follow-up duration among new cases in El Paso, as compared to the other sites.

The fact that ICSS implementation leads to changes in the composition of the full service caseload complicates the task of sorting out the impacts. As noted, our approach in this report as compared to prior reports has evolved to the point of recognizing that changes in the caseload composition are an impact of ICSS. It is by now clear that a system of deemed applications and default enrollment yields a IV-D caseload that is slightly but not dramatically more affluent. There are also racial and other demographic shifts, indicating the ICSS caseload is less likely to be black, more likely to be race unknown, more likely to be older, and more likely to have female NCPs, but these patterns are less consistent across sites. In recognizing the fact of ICSS changing the caseload composition, we also must recognize that any attempt to control for changes in the caseload composition when estimating program impacts will also tend to reduce any observed positive changes induced by the ICSS itself. At this point, the task of sorting how much of the positive differences we see are due to caseload changes induced by ICSS, and how much are due to the

enhanced enforcement tools and more proactive approach to child support collection presents a conundrum.

On the other hand, taking the findings of caseload composition changes together with the opt-out findings, one might tell a story that integrates these trends better. That is, making enrollment in IV-D services the default tends to bring in more cases, and on average these cases are slightly more affluent. Some of these new cases could be regarded as "on the bubble" in terms of the likelihood that they will benefit from enhanced, pro-active enforcement. Many of the most affluent among these cases then subsequently opt-out, with the belief that they don't need the assistance in collecting child support, or that they need the support less than others might. What remains among the newly recruited cases, then, is some fraction who weren't sure whether they would benefit from IV-D enforcement. And these could be exactly the groups that benefit most from a shift in the policy toward 'deemed applications.' They may not be poor now, but the assistance they receive enforcing child support obligations could be the very thing that keeps them from becoming poor when the next economic shock hits.

For the final report, which is due in April 2016, we intend to further refine our analysis of Harris County cases so that the conversion of existing cases to ICSS cases doesn't complicate our efforts to attribute follow-up impacts on new cases to ICSS implementation. We will also continue to develop the non-ICSS county comparison group that is used in the Other ICSS Counties impact estimation. Perhaps it can be improved to the point that allows us to use non-ICSS comparison counties to frame and interpret the Harris County impacts as well.

In the final report we will also focus our analysis on the third and fourth research questions to examine outcomes for those who opted-in to IV-D services before ICSS was implemented in their areas, as well as the extent to which impacts vary across subgroups of interest. This final task is made more complicated by the fact that we cannot readily identify military members who are not in FS cases, so we may not be able to know how ICSS impacts them differentially. Members of the military do appear less likely to opt out of FS cases, so that may be a partial answer. Furthermore, the fact that the three sets of ICSS sites themselves have differing racial and ethnic compositions means that any attempt to sort out effects due to these factors will be inextricably tied to other features of the sites such as how they implemented ICSS and consequently how we approach the problem of estimating impacts in each site.

APPENDIX A: DATA PROCESSING

EL PASO COUNTY

Random Assignment

Implementation of ICSS in El Paso, including random assignment of cases to the ICSS and control groups, began in March of 2013 and ended in May 2014. A total of 1,175 unique records with random assignment designations were received from the El Paso DRO (see Table A-1).

Table A-1. Random Assignment by El Paso DRO

Case Type	N	%
Control Group	454	39%
Removed from Control Group	111	9%
Treatment group	370	31%
Removed from Treatment Group	240	20%
Total	1175	

Study Population

Matching

The random assignment data included both cause-numbers and case-ids. Using both variables to match to the OAG administrative data ensures a one-to-one match. Case-ids were available for 97% of the randomly assigned cases, and these 1135 cases were matched to the OAG dataset using both cause number and case-id. The remaining 40 cases without case-id were matched to the OAG dataset using only cause-number. The two sets of matches were then combined. A total of 1052 matches (88%) were obtained (see Table A-2). These 1052 cases form our study population.

A close examination indicates similar match rates for the treatment group and the control group. Also, the match rate is fairly steady across the time period within which cases were assigned (March 2013 – May 2014).

Table A-2. Matches with OAG Administrative Data

Record Type	Not Matched	Matched	Total
El Paso DRO records with case-id	86 8%	1049 92%	1135 97%
El Paso DRO records without case-id	37 93%	3 8%	40 3%
Total	123 10%	1052 90%	1175

OAG Characteristics

The 1,052 study cases were then matched to other OAG administrative datasets (court order data, case data, member-to-case cross-reference, and individual demographic data) to obtain additional information about the cases. Only 63% of the study cases (n=665) could be matched to the OAG court order dataset, with a vast majority of the matches coming from cases in the treatment group. Nearly all (95%) of the study cases (n=1,001) were matched to the OAG case dataset. Using the case-id to member-id cross-reference, custodial parents (CPs), non-custodial parents (NCPs) and dependent children were identified for each case, and their demographic information was obtained. All 1,052 study cases were matched to the OAG case-member dataset; however, the CP could not be identified for one case and the NCP could not be identified for another case. All of the study adults were matched to the OAG demographic dataset.

Our final study population thus comprised of 2,102 adults. Random assignment for the final study adult population is summarized in Table A-5. Figure A-1 provides an overview of the matching process described above.

Table A-3. Random Assignment in El Paso Study Adult Population

Study Adults	CPs	NCPs	Total
Control Group	438 42%	438 42%	876 49%
Removed from Control Group	60 6%	60 6%	120 7%
Treatment group	359 34%	360 34%	719 41%
Removed from Treatment Group	194 18%	193 18%	387 22%

Total	1051	1051	2102

Employment and Benefit History

Using social security numbers to match against other datasets, employment and benefit (SNAP and TANF) history were obtained for 97% of study adults. Social security numbers were not available for 3% of study adults, and thus for these individuals, employment, earnings and benefit history were treated as missing data.

Employment history was derived from quarterly Unemployment Insurance (UI) earnings records. Derived measures included whether the adult was employed in the quarter during which the case was opened, the percent of time that the adult was employed in the prior 8 quarters, the adult's average quarterly earnings in the prior 8 quarters, and whether or not the earnings history would have been sufficient for the adult to qualify for unemployment insurance if they had lost their job and met other criteria. Benefit history indicators included whether the adult was receiving benefits during the month in which the case was opened, as well as the percent of time the adult received benefits in the prior 12 months.

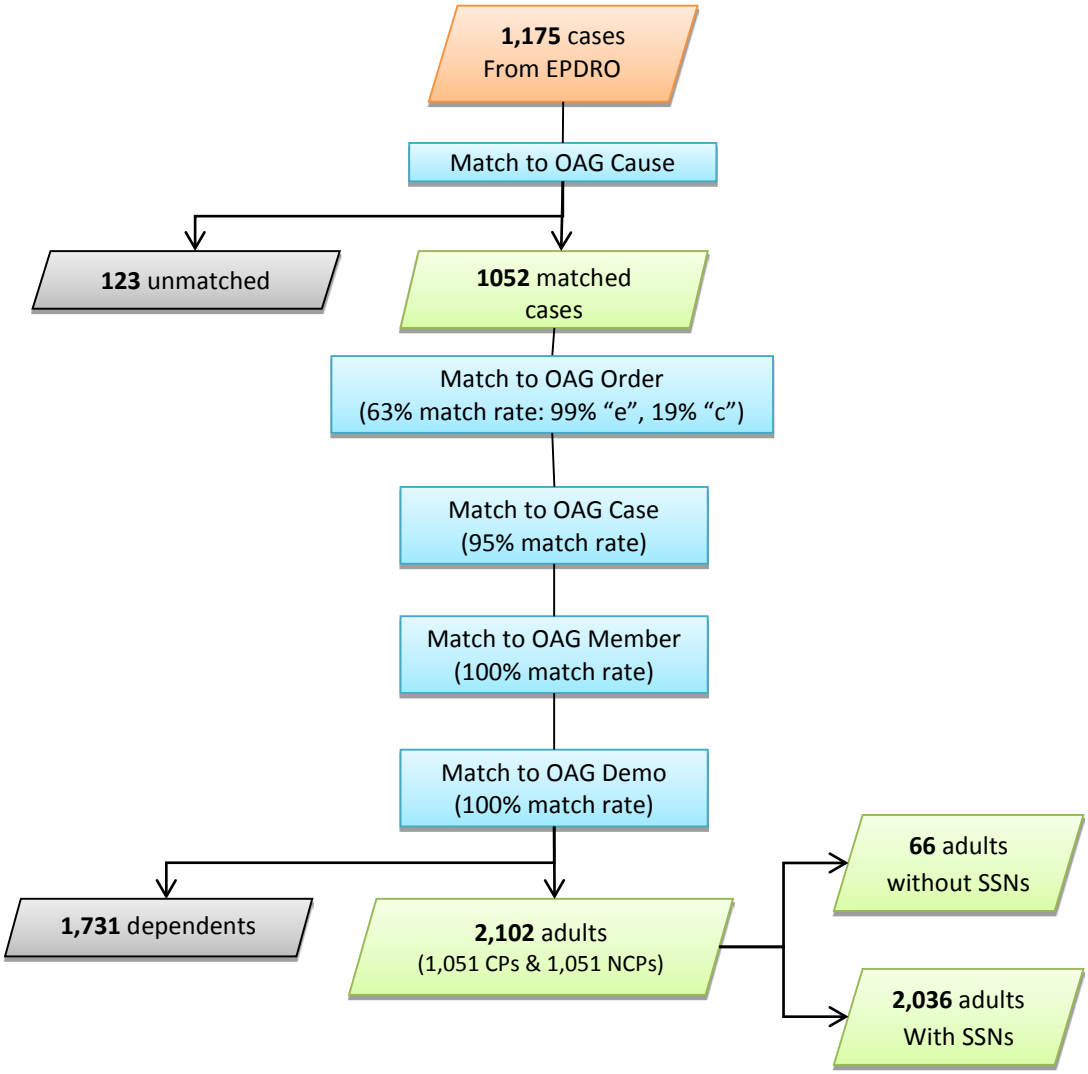
Medicaid/TANF History

Dependents were identified for the study cases and then matched to the available Medicaid and TANF data to determine if they had been enrolled in Medicaid or receiving TANF benefits during the month in which the case was opened (see Table A-4). Enrollment in these programs would have made their cases ineligible for study because they should have been referred for enforcement as full-service (FS) IV-D cases.

Table A-4. Medicaid/TANF History for Any Child

	No	Yes	Total
Cases with any child on Medicaid at case opening	817	234	1051
	78%	22%	
Cases with any child on TANF at case opening	1047	4	1051
	100%	0%	

Figure A-1. Processing of El Paso DRO Data to Build Study Population



HARRIS COUNTY

Study Population

The OAG administrative cause data has 547,026 cases that were opened in Harris County (see Table A-5). The data was restricted to the nine courts for the study (509,247 cases). These 509,247 cases were then matched to other OAG administrative datasets (court order data, case data, member-to-case cross-reference, and individual demographic data) to obtain additional information about the cases. Nearly half of the records (41%) could not be matched to the OAG court order dataset. As a result, we did not have the order-entered-date for these records. Nearly half of the records (44%) could also not be matched to the OAG case dataset.

Table A-5. Harris County Cases by Court Number

Court Number	N	%
0	22,642	4%
22	1	0%
55	846	0%
133	1	0%
151	1	0%
176	1	0%
215	1	0%
245	57,317	10%
246	56,563	10%
247	56,805	10%
256	1	0%
257	56,737	10%
308	56,877	10%
309	57,025	10%
310	55,978	10%
311	55,743	10%
312	56,202	10%
313	4,793	1%
314	4,826	1%
315	4,664	1%
351	1	0%

398	1	0%

Records that were missing the order-entered-date were substituted with the cause-start-date from the OAG cause dataset. Records that were missing both the order-entered-date and the cause-start-date were substituted with the case-open-date from the OAG case dataset. After making these substitutions, we found that 76,119 cases (15%) did not have an order-entered-date and were thus excluded from analysis.

Treatment Assignment

The cases in the study population were designated as "treatment" or "comparison" based on the date they were opened and the ICSS adoption date of the court to which they were assigned. Cases with an entry date (a) in the month that the assigned court flipped, or (b) in the two months prior to the month that the assigned court flipped, or (c) in the nine months after the month that the assigned court flipped, were excluded from analysis. We eliminated cases from around the time of ICSS implementation to allow a period for case workers to get used to the new policies, procedures, and enforcement tools associated with ICSS. New cases starting from a full year prior to this interval were kept for analysis and designated as the comparison group while new cases from a full year after this interval were kept for analysis and designated as the treatment group (see Table A-6). The Harris County study population was then comprised of a total of 45,620 cases.Using the case-id to member-id cross-reference, custodial parents (CPs), non-custodial parents (NCPs) and dependent children were identified for each case, and their demographic information was obtained. Our final study population thus consisted of 41,021 cases. Figure A-2 provides an overview of the process used to create the Harris County study population.

Table A-6. Treatment Assignment in the Harris Study Population

Court Number	ICSS Start date	Comparison	Excluded	Treatment
308th	2004 Sep	2003 Jul - 2004 Jun	2004 Jul - 2005 Jun	2005 Jul - 2006 Jun
309th	2004 Sep	2003 Jul - 2004 Jun	2004 Jul - 2005 Jun	2005 Jul - 2006 Jun
311th	2004 Sep	2003 Jul - 2004 Jun	2004 Jul - 2005 Jun	2005 Jul - 2006 Jun
246th	2005 Jul	2004 May - 2005 Apr	2005 May -2006 Apr	2006 May - 2007 Apr
312th	2005 Aug	2004 Jun - 2005 May	2005 Jun - 2006 May	2006 Jun - 2007 May
257th	2006 Feb	2004 Dec - 2005 Nov	2005 Dec -2006 Nov	2006 Dec - 2007 Nov
310th	2011 Mar	2010 Jan - 2010 Dec	2011 Jan - 2011 Dec	2012 Jan - 2012 Dec
245th	2011 Sep	2010 Jul - 2011 Jun	2011 Jul - 2012 Jun	2012 Jul - 2013 Jun

247th	2012 May	2011 Mar - 2012 Feb	2012 Mar - 2013 Feb	2013 Mar - 2014 Feb

Note that due to limitations in the historical coverage of OAG administrative data, which was available and complete starting in January 2004, it was necessary to exclude 6 months' worth of new cases from the ICSS group for the three courts that converted in September 2004, in order to match the 6-month interval for accumulating new cases in the comparison group for these 3 courts.

Employment and Benefit History

Using social security numbers to match against other databases, employment and benefit (SNAP and TANF) history were obtained for 94% of the study adults. Social security numbers could not be found for 6% of the study adults, and thus for these individuals, employment, earnings and benefit history were treated as missing data. Employment history, derived from UI records, included measures of whether the adult had been employed during the quarter in which the case was opened, the percent of time that the adult was employed in the prior 8 quarters, the adult's average quarterly earnings in the prior 8 quarters, and whether the earnings history would have been sufficient for the adult to qualify for unemployment insurance if they had lost their job and met other criteria. Benefit history included whether the adult was receiving benefits during the month in which the case was opened, as well as the percent of time the adult was eligible or received benefits during the prior 12 months.

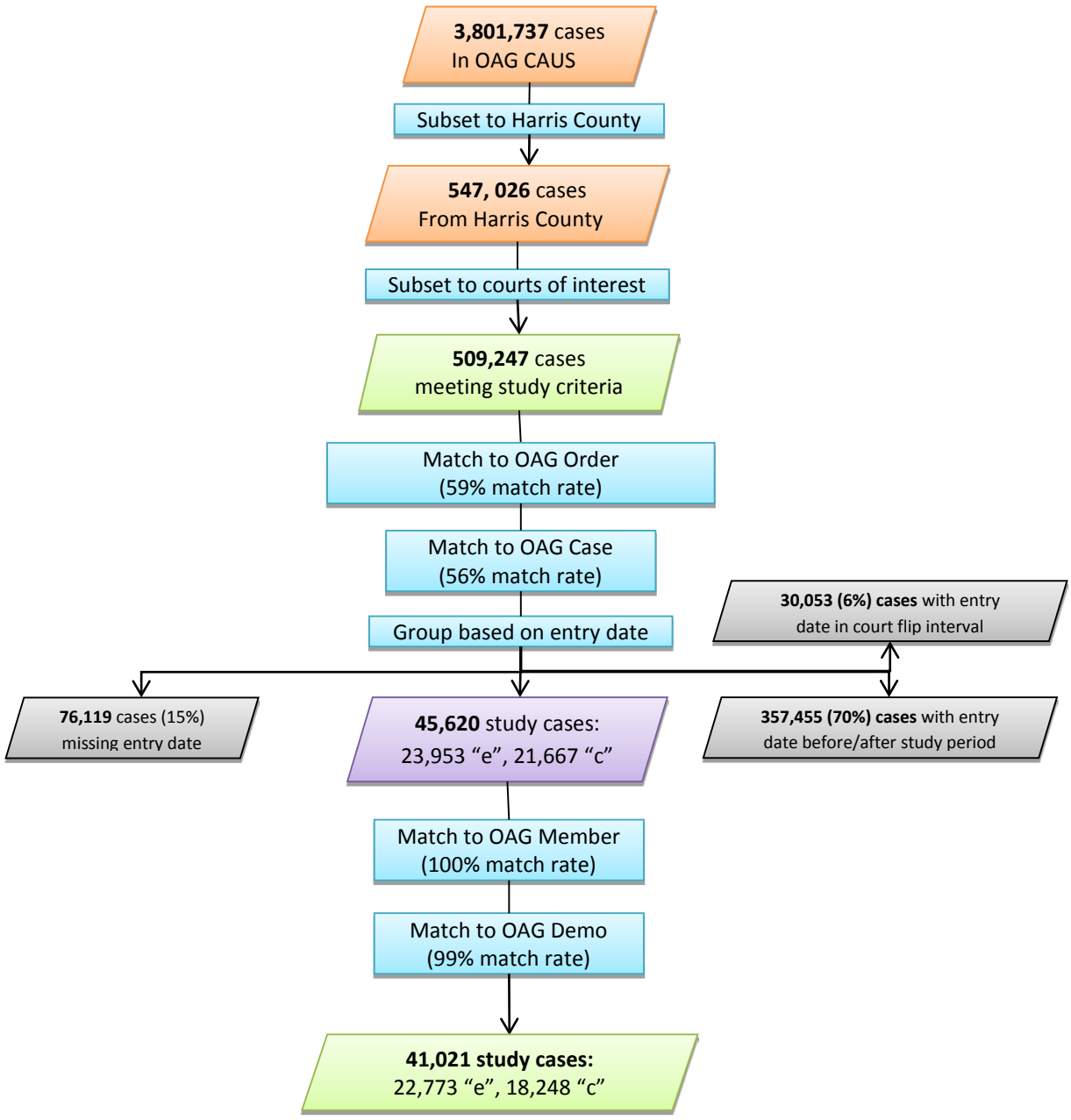
Medicaid / TANF History

Dependents were identified for the study cases and then matched to the available Medicaid and TANF data to determine if they had been enrolled in Medicaid or receiving TANF benefits during the month in which the case was opened (see Table A-7). These characteristics would have made their cases ineligible for study because they should have been referred for enforcement as full-service (FS) IV-D cases.

Table A-7. Medicaid/TANF History for Any Child

	No	Yes	Total
Cases with any child on Medicaid at case opening	29,861	11,160	41,021
	73%	27%	
Cases with any child on TANF at case opening	39,503	1,518	41,021
	96%	4%	

Figure A-2. Processing of OAG Data to Build Study Population for Harris County



OTHER ICSS COUNTIES

Study Population

The OAG administrative cause data has 776,057 cases that were opened in the thirteen counties that we examine in our "other ICSS counties" analysis (see Table A-8). These 776,057 cases were then matched to other OAG administrative datasets (court order data, case data, member-to-case cross-reference, and individual demographic data) to obtain additional information about the cases. About a third of the records (34%) could not be matched to the OAG court order dataset. As a result, we did not have the order-entered-date for these records. Nearly half of the records (48%) could also not be matched to the OAG case dataset.

Table A-8. Other ICSS Counties Cases by County

County Name	N	%
Cameron	64,737	8%
Dallas	303,517	39%
Ector	30,322	4%
Gregg	23,876	3%
Harrison	10,149	1%
Hidalgo	86,492	11%
Lubbock	49,577	6%
Panola	3,532	0%
Smith	34,062	4%
Taylor	24,820	3%
Travis	107,617	14%
Upshur	5,435	1%
Webb	31,921	4%
Total	776,057	

Records that were missing the order-entered-date were substituted with the cause-start-date from the OAG cause dataset. Records that were missing both the order-entered-date and the cause-start-date were substituted with the case-open-date from the OAG case dataset. After making these substitutions, we found that 83,584 cases (11%) did not have an order-entered-date and were thus excluded from analysis.

Treatment Assignment

The cases in the study population were designated as "treatment" or "comparison" based on the date they were opened and the date that the county in which they were opened adopted ICSS, similar to what was done with Harris County cases. For each county, cases with an entry date (a) in the month that the county flipped, or (b) in the two months prior the months that the county flipped, or (c) in the nine months after the month that the county flipped, were excluded from analysis. New cases opened from a full year prior to this interval were kept for analysis as the comparison group and cases from a full year after this interval were kept for analysis as the treatment group (see Table A-9). The study population was then comprised of a total of 76,424 cases.

Using the case-id to member-id cross-reference, custodial parents (CPs), non-custodial parents (NCPs) and dependent children were identified for each case, and their demographic information was obtained. Our final study population thus consisted of 73,378 cases. Figure A-3 provides an overview of the process used to create the Other ICSS Counties study population.

Table A-9. Treatment Assignment in the Other ICSS Counties Study Population

ICSS County	Start date	Comparison	Excluded	Treatment
Harrison	2005 May	2004 Mar - 2005 Feb	2005 Mar - 2006 Feb	2006 Mar - 2007 Feb
Cameron	2005 Aug	2004 Jun - 2005 May	2005 Jun - 2006 May	2006 Jun - 2007 May
Gregg	2005 Sep	2004 Jul - 2005 Jun	2005 Jul - 2006 Jun	2006 Jul - 2007 Jun
Panola	2005 Sep	2004 Jul - 2005 Jun	2005 Jul - 2006 Jun	2006 Jul - 2007 Jun
Smith	2005 Sep	2004 Jul - 2005 Jun	2005 Jul - 2006 Jun	2006 Jul - 2007 Jun
Upshur	2005 Sep	2004 Jul - 2005 Jun	2005 Jul - 2006 Jun	2006 Jul - 2007 Jun
Dallas	2005 Oct	2004 Aug - 2005 Jul	2005 Aug - 2006 Jul	2006 Aug - 2007 Jul
Taylor	2005 Nov	2004 Sep - 2005 Aug	2005 Sep - 2006 Aug	2006 Sep - 2007 Aug
Hidalgo	2006 Feb	2004 Dec - 2005 Nov	2005 Dec -2006 Nov	2006 Dec - 2007 Nov
Ector	2006 May	2005 Mar - 2006 Feb	2006 Mar - 2007 Feb	2007 Mar - 2008 Feb
Webb	2006 Oct	2005 Aug - 2008 Jul	2006 Aug - 2007 Jul	2007 Aug - 2008 Jul
Lubbock	2009 May	2008 Mar - 2009 Feb	2009 Mar - 2010 Feb	2010 Mar - 2011 Feb
Travis	2009 July	2008 May - 2009 Apr	2009 May -2010 Apr	2010 May - 2011 Apr

Note that due to limitations in the historical coverage of OAG administrative data, we had to exclude Bexar, Wichita, Tarrant, and Midland Counties because their conversion to ICSS preceded

the data coverage window, or because there was insufficient coverage of the pre-ICSS window to form pre-conversion comparison groups.

Employment and Benefit History

Using social security numbers to match against other databases, employment and benefit (SNAP and TANF) history were obtained for 93% of study adults. Social security numbers could not be found for 7% of study adults, and thus for these individuals, employment, earnings and benefit history were treated as missing data. Employment history, derived from UI records, included measures of whether the adult had been employed during the quarter in which the case was opened, the percent of time that the adult was employed in the prior 8 quarters, the adult's average quarterly earnings in the prior 8 quarters, and whether the earnings history would have been sufficient for the adult to qualify for unemployment insurance if they had lost their job and met other criteria. Benefit history included whether the adult was receiving benefits during the month in which the case was opened, as well as the percent of time the adult was eligible or received benefits during the prior 12 months.

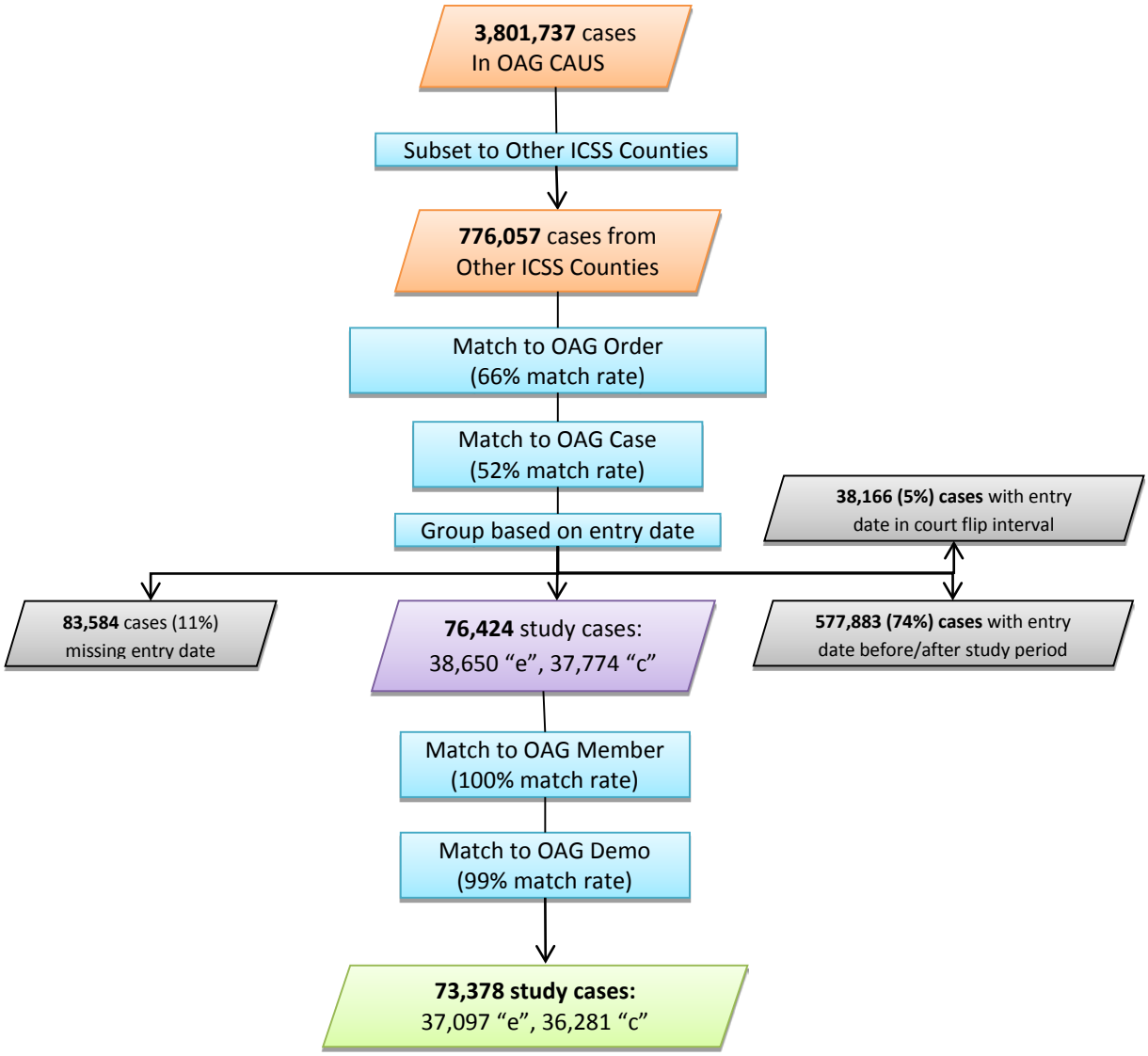
Medicaid / TANF History

Dependents were identified for the study cases and then matched to the available Medicaid and TANF data to determine if they had been enrolled in Medicaid or receiving TANF benefits during the month in which the case was opened (see Table A-10). These characteristics would have made their cases ineligible for study because they should have been referred for enforcement as full-service (FS) IV-D cases.

Table A-10. Medicaid/TANF History for Any Child

	No	Yes	Total
Cases with any child on Medicaid at case opening	48,285	25,093	73,378
	66%	34%	
Cases with any child on TANF at case opening	68,936	4,442	73,378
	94%	6%	

Figure A-3. Processing of OAG Data to Build Study Population for Other ICSS Counties



Comparison Counties

In order to study the impact of ICSS on the other ICSS counties, it was desirable to first identify suitable comparison counties that were as similar as possible to the ICSS counties, but that were not implementing ICSS at the time. Note that this definition allows cases from some counties that would later convert to ICSS, like Travis or El Paso, for example, to serve as comparisons for counties that switched earlier, provided there was enough of a time differential. A number of diverse county-year level characteristics (see Table A-11) were compiled for all counties in the state of Texas for each year of our study period using data from the OAG administrative datasets, the 2010 U.S. Census and the Bureau of Labor Statistics' Local Area Unemployment Statistics.

Table A-11. County-level characteristics used for PSM

Total population (2010)
% population living in urban areas (2010)
% population living in rural areas (2010)
% high school graduate or higher (2010)
% bachelor's degree or higher (2010)
Per capita income in the past 12 months (2010)
Median household income in the past 12 months (2010)
Unemployment Rate
Metro designation
NCHS urban-rural designation (2006)
Border counties
Counties sharing a physical border with Mexico

OAG caseload
% OAG cases with a female CP
% OAG cases with a Hispanic CP
% OAG cases with a black CP
% OAG cases with a race unknown CP
% OAG cases with a female NCP
% OAG cases with a Hispanic NCP
% OAG cases with a black NCP
% OAG cases with a race unknown NCP
Mean age of CP in OAG cases
Mean age of NCP in OAG cases
Median age of CP in OAG cases
Median age of NCP in OAG cases

Propensity score matching methods were then used to match on these characteristics and identify the three most similar comparison counties for each county in the "Other ICSS" analysis (see Table A-12). Once the comparison counties were chosen, a weighting scheme was devised so that 1) the county most similar to the target county in the Other ICSS analysis carried the greatest weight, and the third most similar carried the least weight, and 2) the cases from the three comparison counties combined would carry the same weight as the target county. Note that this should be regarded as a preliminary attempt to select comparison counties, as we expect to continue to refine the matching procedures prior to completion of the final report.

Table A-12. Comparison counties identified for Other ICSS counties

Other ICSS County	County flip date	Comparison County
Cameron	Aug-05	Hudspeth
		Zapata
		Val Verde
Dallas	Oct-05	El Paso
		Travis
		Nueces
Ector	May-06	El Paso
		Bell
		Matagorda
Gregg	Sep-05	Lubbock
		Bell
		Jefferson
Harrison	May-05	Sterling
		Bell
		Loving
Hidalgo	Feb-06	El Paso
		Travis
		Collin
Lubbock	May-09	El Paso
		Bell
		Matagorda
Midland	Mar-02	Irion
		Andrews
		Kendall
Panola	Sep-05	Reagan
		Irion
		Sterling
Smith	Sep-05	Galveston
		Brazos
		Nueces
Tarrant	Oct-00	Dallas
		El Paso
		Travis
Taylor	Nov-05	El Paso
		Potter
		Bell
Travis	Jul-09	El Paso
		Collin
		Denton
Upshur	Sep-05	Oldham
		Falls
		Jones
Webb	Oct-06	El Paso
		Hudspeth
		Zapata
Wichita	Dec-03	Nueces
		Lubbock
		Potter

For each selected comparison county, cases with an entry date (a) in the month that the reference "other ICSS" county flipped, or (b) in the two months prior to the month that the reference county flipped, or (c) in the nine months after the month that the reference county flipped, were excluded from analysis. Cases from a full year prior to this interval and cases from a full year after this interval were kept for analysis. We refer to these simply as Pre and Post, as there was no concurrent ICSS implementation at these sites.

OAG administrative data as well as employment and benefits data were extracted for these comparison county cases in a manner identical to that described earlier for Harris county and the other ICSSS counties.

APPENDIX B: DETAILED STATISTICS

This Appendix includes more detailed versions of several tables that appear in the main body of this report, including results of statistical tests.

Table B-1. El Paso Treatment vs. Control Group, all Identified Non-PA Case Members, Detailed

	ICSS Treatment group		Control group					
All cases, demographics	N=328		N=352					
	Mean	**Std**	**Mean**	**Std**		**t-value**	**df**	**prob**
NCP age (years)	37.0	8.523	37.2	9.045		0.32	667	0.748
NCP is female	4.9%	0.216	6.8%	0.252		1.07	673	0.285
NCP is Hispanic	20.4%	0.404	19.3%	0.395		-0.36	678	0.718
NCP is black	2.4%	0.154	2.3%	0.149		-0.14	678	0.887
NCP race/ethnicity unknown	72.9%	0.4	67.6%	0.5		-1.50	678	0.135
NCP is current or former military	25.3%	0.435						
CP age (years)	34.9	8.02	35.4	8.53		0.71	670	0.476
CP is Hispanic	23.5%	0.425	23.0%	0.422		-0.16	677	0.869
CP is black	0.9%	0.095	1.1%	0.106		0.28	677	0.778
CP race/ethnicity unknown	71.3%	0.453	68.2%	0.466		-0.87	677	0.385
CP is current or former military	0.9%	0.095						
Number of children	1.6	0.745	1.6	0.808		-0.47	678	0.642
Age of youngest child, years	7.0	4.776	7.3	4.873		1.03	678	0.304
Age of oldest child, years	8.8	5.183	9.1	5.503		0.81	678	0.420
Non-custodial Parent, employment and benefit history								
NCP employed at case opening	43.6%	0.497	39.5%	0.490		-1.09	678	0.278
Percent of time NCP employed over prior 8 quarters	43.7%	0.457	36.9%	0.447		-1.96	678	0.050
NCP average quarterly earnings over prior 8 quarters	$6,623	11280.7	$5,731	9364.9		-1.12	637	0.264
NCP experienced earnings dip of at least 20% within prior 8 quarters	15.5%	0.363	12.5%	0.331		-1.15	678	0.253
Time since first observed NCP earnings (quarters)	23.0	17.69	20.5	18.12		-1.77	678	0.078

All cases, demographics	ICSS Treatment group N=328		Control group N=352			t-value	df	prob
	Mean	Std	Mean	Std				
NCP earnings history sufficient to qualify for UI	42.7%	0.495	37.2%	0.484		-1.46	678	0.146
NCP filed for unemployment within prior year	4.0%	0.2	2.0%	0.1		-1.51	589	0.133
NCP receiving SNAP (Food Stamps) benefits at case opening	1.8%	0.134	2.3%	0.149		0.41	678	0.685
Percent of time NCP received SNAP benefits in prior year	2.7%	0.14	2.2%	0.12		-0.51	653	0.613
NCP receiving TANF benefits at case opening	0.3%	0.055	0.3%	0.053		-0.05	678	0.960
Percent of time NCP received TANF benefits in prior year	0.1%	0.018	0.4%	0.054		0.83	436	0.408
Percent of time NCP enrolled in Medicaid in prior year	2.5%	0.131	2.3%	0.128		-0.22	678	0.824
Custodial Parent, employment and benefit history								
CP employed at case opening	54.7%	0.499	53.4%	0.500		-0.35	677	0.729
Percent of time CP employed over prior 8 quarters	49.3%	0.455	49.2%	0.459		-0.02	677	0.988
CP average quarterly earnings over prior 8 quarters	$5,075	5770.2	$5,509	9072.4		0.75	601	0.454
CP experienced earnings dip of at least 20% within prior 8 quarters	12.5%	0.332	11.4%	0.318		-0.47	677	0.638
Time since first observed CP earnings (quarters)	23.5	17.10	22.4	17.17		-0.82	677	0.410
CP earnings history sufficient to qualify for UI	49.5%	0.501	48.9%	0.501		-0.18	677	0.860
CP filed for unemployment within prior year	2.1%	0.1	2.0%	0.1		-0.14	677	0.889
CP receiving SNAP (Food Stamps) benefits at case opening	8.0%	0.271	9.1%	0.288		0.53	677	0.596
Percent of time CP received SNAP benefits in prior year	6.5%	0.19	8.6%	0.22		1.34	672	0.180
CP receiving TANF benefits at case opening	0.0%	0.000	0.0%	0.000				
Percent of time CP received TANF benefits in prior year	0.0%	0.000	0.1%	0.013		1.00	351	0.318
Percent of time CP enrolled in Medicaid in prior year	5.2%	0.180	7.4%	0.223		1.44	664	0.150

Table B-2. Harris Treatment vs. Comparison Group, all Identified Non-PA Case Members, Detailed

All cases, demographics	ICSS Treatment group N=13,081		Comparison group N=12,541			t-value	df	prob
	Mean	Std	Mean	Std				
NCP age (years)	35.7	9.005	35.1	8.961	**	-4.11	15389	<.0001
NCP is female	10.0%	0.300	9.9%	0.298		-0.42	25390	0.674
NCP is Hispanic	26.0%	0.438	25.6%	0.436		-0.64	25600	0.524
NCP is black	33.4%	0.472	35.4%	0.478	**	3.48	25600	0.001
NCP race/ethnicity unknown	19.0%	0.4	16.2%	0.4	**	-5.90	25591	<.0001
NCP is current or former military	3.0%	0.170						
CP age (years)	34.0	8.95	33.3	8.96	**	-4.61	15360	<.0001
CP is Hispanic	26.0%	0.438	25.8%	0.438		-0.32	25597	0.752
CP is black	30.0%	0.458	31.9%	0.466	**	3.21	25597	0.001
CP race/ethnicity unknown	22.1%	0.415	19.5%	0.397	**	-5.00	25596	<.0001
CP is current or former military	0.3%	0.055						
Number of children	1.0	0.900	.8	0.880	**	-18.21	25588	<.0001
Age of youngest child, years	7.0	5.531	7.4	5.899	**	3.84	13993	0.000
Age of oldest child, years	8.4	6.030	8.6	6.457	*	2.25	13962	0.025
Non-custodial Parent, employment and benefit history								
NCP employed at case opening	57.6%	0.494	53.1%	0.499	**	-7.19	25600	<.0001
Percent of time NCP employed over prior 8 quarters	55.5%	0.425	53.1%	0.425	**	-4.52	25600	<.0001
NCP average quarterly earnings over prior 8 quarters	$6,772	14984.7	$5,640	15869.2	**	-5.87	25342	<.0001
NCP experienced earnings dip of at least 20% within prior 8 quarters	24.8%	0.432	29.0%	0.454	**	7.74	25375	<.0001
Time since first observed NCP earnings (quarters)	28.0	14.97	27.8	14.96		-0.80	25600	0.427
NCP earnings history sufficient to qualify for UI	54.8%	0.498	51.3%	0.500	**	-5.58	25600	<.0001
NCP filed for unemployment within prior year	6.8%	0.3	9.5%	0.3	**	7.76	24687	<.0001
NCP receiving SNAP (Food Stamps) benefits at case opening	4.5%	0.206	5.4%	0.227	**	3.59	25128	0.000
Percent of time NCP received SNAP benefits in prior year	5.4%	0.18	5.3%	0.18		-0.31	25600	0.760
NCP receiving TANF benefits at case opening	0.2%	0.045	0.2%	0.039		-0.90	25392	0.368
Percent of time NCP received TANF benefits in prior year	0.2%	0.035	0.3%	0.041	*	2.49	24787	0.013

All cases, demographics	ICSS Treatment group N=13,081		Comparison group N=12,541			t-value	df	prob
	Mean	Std	Mean	Std				
Percent of time NCP enrolled in Medicaid in prior year	5.1%	0.183	5.0%	0.181		-0.37	25600	0.712
Custodial Parent, employment and benefit history								
CP employed at case opening	62.7%	0.484	55.9%	0.497	**	-10.99	25485	<.0001
Percent of time CP employed over prior 8 quarters	59.4%	0.420	55.4%	0.427	**	-7.51	25597	<.0001
CP average quarterly earnings over prior 8 quarters	$5,227	6930.3	$4,610	6947.1	**	-7.10	25597	<.0001
CP experienced earnings dip of at least 20% within prior 8 quarters	24.1%	0.428	26.0%	0.439	**	3.48	25488	0.001
Time since first observed CP earnings (quarters)	27.3	15.05	26.4	15.45	**	-4.65	25485	<.0001
CP earnings history sufficient to qualify for UI	58.9%	0.492	54.3%	0.498	**	-7.44	25597	<.0001
CP filed for unemployment within prior year	6.4%	0.2	8.1%	0.3	**	5.13	25064	<.0001
CP receiving SNAP (Food Stamps) benefits at case opening	20.6%	0.404	22.6%	0.419	**	4.03	25453	<.0001
Percent of time CP received SNAP benefits in prior year	20.0%	0.34	19.7%	0.34		-0.83	25597	0.409
CP receiving TANF benefits at case opening	1.2%	0.109	2.1%	0.143	**	5.51	23467	<.0001
Percent of time CP received TANF benefits in prior year	1.6%	0.091	2.8%	0.124	**	9.08	22958	<.0001
Percent of time CP enrolled in Medicaid in prior year	24.5%	0.373	22.9%	0.358	**	-3.54	25597	0.000

Table B-3. Other ICSS Counties Treatment vs. Comparison Group, all Identified Non-PA Case Members, Detailed

	ICSS Treatment group		Comparison group					
All cases, demographics	N=21,674		N=22,563					
	Mean	**Std**	**Mean**	**Std**		**t-value**	**df**	**prob**
NCP age (years)	34.5	9.231	33.4	9.068	**	-11.52	41691	<.0001
NCP is female	11.3%	0.316	10.7%	0.308	*	-2.15	43815	0.032
NCP is Hispanic	33.7%	0.473	34.0%	0.474		0.56	44222	0.578
NCP is black	23.7%	0.425	26.9%	0.443	**	7.62	44222	<.0001
NCP race/ethnicity unknown	14.3%	0.3	16.6%	0.4	**	6.74	44201	<.0001
NCP is current or former military	3.7%	0.188						
CP age (years)	33.3	9.51	32.0	9.37	**	-13.48	41131	<.0001
CP is Hispanic	32.6%	0.469	33.8%	0.473	**	2.59	44222	0.010
CP is black	20.6%	0.405	23.6%	0.425	**	7.60	44219	<.0001
CP race/ethnicity unknown	17.6%	0.380	19.6%	0.397	**	5.44	44222	<.0001
CP is current or former military	0.6%	0.078						
Number of children	1.4	0.724	1.4	0.777	**	-8.41	44179	<.0001
Age of youngest child, years	6.8	5.711	6.6	5.786	**	-3.40	42950	0.001
Age of oldest child, years	8.0	6.204	7.8	6.309	**	-4.19	42938	<.0001
Non-custodial Parent, employment and benefit history								
NCP employed at case opening	58.9%	0.492	54.6%	0.498	**	-9.03	44222	<.0001
Percent of time NCP employed over prior 8 quarters	57.9%	0.421	54.2%	0.422	**	-9.29	44222	<.0001
NCP average quarterly earnings over prior 8 quarters	$6,158	13646.3	$5,025	11004.0	**	-9.59	41608	<.0001
NCP experienced earnings dip of at least 20% within prior 8 quarters	26.6%	0.442	27.9%	0.448	**	2.91	44193	0.004
Time since first observed NCP earnings (quarters)	29.1	14.69	28.4	14.91	**	-4.87	44195	<.0001
NCP earnings history sufficient to qualify for UI	57.0%	0.495	52.8%	0.499	**	-8.98	44222	<.0001
NCP filed for unemployment within prior year	6.3%	0.2	7.3%	0.3	**	4.55	44169	<.0001
NCP receiving SNAP (Food Stamps) benefits at case opening	4.9%	0.216	7.6%	0.265	**	11.76	43070	<.0001
Percent of time NCP received SNAP benefits in prior year	6.3%	0.19	7.4%	0.21	**	5.68	44125	<.0001
NCP receiving TANF benefits at case opening	0.1%	0.036	0.2%	0.042		1.19	43736	0.236
Percent of time NCP received TANF benefits in prior year	0.2%	0.029	0.3%	0.041	**	4.67	40325	<.0001

All cases, demographics	ICSS Treatment group N=21,674		Comparison group N=22,563			t-value	df	prob
	Mean	Std	Mean	Std				
Percent of time NCP enrolled in Medicaid in prior year	4.7%	0.169	4.2%	0.161	**	-3.34	43871	0.001
Custodial Parent, employment and benefit history								
CP employed at case opening	63.4%	0.482	58.9%	0.492	**	-9.71	44205	<.0001
Percent of time CP employed over prior 8 quarters	61.3%	0.422	57.2%	0.427	**	-9.99	44222	<.0001
CP average quarterly earnings over prior 8 quarters	$4,895	6020.0	$4,086	5476.8	**	-14.78	43432	<.0001
CP experienced earnings dip of at least 20% within prior 8 quarters	22.7%	0.419	24.1%	0.428	**	3.57	44205	0.000
Time since first observed CP earnings (quarters)	27.9	15.26	27.0	15.51	**	-5.91	44195	<.0001
CP earnings history sufficient to qualify for UI	61.0%	0.488	56.2%	0.496	**	-10.33	44197	<.0001
CP filed for unemployment within prior year	5.4%	0.2	6.6%	0.2	**	5.63	44070	<.0001
CP receiving SNAP (Food Stamps) benefits at case opening	15.5%	0.362	23.5%	0.424	**	21.34	43627	<.0001
Percent of time CP received SNAP benefits in prior year	17.3%	0.32	22.1%	0.35	**	15.22	44100	<.0001
CP receiving TANF benefits at case opening	0.8%	0.089	1.0%	0.101	**	2.59	43897	0.010
Percent of time CP received TANF benefits in prior year	1.3%	0.084	2.5%	0.115	**	11.99	41279	<.0001
Percent of time CP enrolled in Medicaid in prior year	19.2%	0.329	15.5%	0.303	**	-12.09	43563	<.0001

Table B-4. El Paso Impact Estimates, Full Sample, Detailed

	ICSS group		Control group				
Outcome	**Adjusted mean**	**sample size**	**Adjusted mean**	**sample size**	**ICSS Impact**	**F-value**	**prob**
Percent of time any FS child support collections made	65.1%	7041	7.1%	6901	58.0% **	7932.27	<.0001
Percent of time any RO child support collections made	1.2%	7041	42.3%	6901	-41.1% **	4644.74	<.0001
Percent of time any child support collections made, either type	66.1%	7041	49.4%	6901	16.7% **	411.66	<.0001
Monthly average child support collections, either type	$947	4654	$967	3407	-$20	0.92	0.3387
Money judgment made in child support case							
Percent of time CP receiving SNAP (Food Stamp) benefits	9.8%	6681	8.8%	6549	1.0% *	3.87	0.0491
Average monthly SNAP (Food Stamp) benefits, CP	$306	654	$278	576	$28 *	6	0.0144
Percent of time CP enrolled in Medicaid	11.1%	6681	8.7%	6549	2.4% **	22.23	<.0001
Percent of time CP receiving TANF benefits							
Percent of time CP employed	54.4%	1630	52.0%	1590	2.4%	1.77	0.1829
CP average quarterly earnings, among employed	$9092	886	$10535	827	-$1443 **	19.05	<.0001
Percent of time NCP employed	44.1%	1630	38.8%	1590	5.3% **	9.35	0.0022
NCP average quarterly earnings, among employed	$16658	719	$13760	617	$2898	3.58	0.0586

Table B-5. El Paso Impact Estimates, Late Assignments Only, Detailed

	ICSS group		Control group				
Outcome	**Adjusted mean**	**sample size**	**Adjusted mean**	**sample size**	**ICSS Impact**	**F-value**	**prob**
Percent of time any FS child support collections made	65.4%	3227	6.3%	2984	59.1% **	3694.29	<.0001
Percent of time any RO child support collections made	1.3%	3227	38.9%	2984	-37.6% **	1805.34	<.0001
Percent of time any child support collections made, either type	66.5%	3227	45.2%	2984	21.3% **	299.38	<.0001
Monthly average child support collections, either type	$900	2145	$972	1348	-$72 **	9.01	0.0027
Money judgment made in child support case							
Percent of time CP receiving SNAP (Food Stamp) benefits	9.5%	3028	8.7%	2798	0.8%	1.2	0.2736
Average monthly SNAP (Food Stamp) benefits, CP	$295	288	$332	243	-$37	3.68	0.0558
Percent of time CP enrolled in Medicaid	12.5%	3028	9.1%	2798	3.4% **	17.33	<.0001
Percent of time CP receiving TANF benefits							
Percent of time CP employed	56.0%	673	53.2%	616	2.8%	1	0.3185
CP average quarterly earnings, among employed	$10218	377	$10603	328	-$385	0.52	0.4713
Percent of time NCP employed	47.0%	673	37.0%	616	10.0% **	13.14	0.0003
NCP average quarterly earnings, among employed	$13872	316	$16363	228	-$2491	2.96	0.0862

Table B-6. Harris Quasi-experimental Impact Estimates, Detailed

	ICSS group		Comparison group				
Outcome	**Adjusted mean**	**sample size**	**Adjusted mean**	**sample size**	**Difference associated with ICSS**	**F-value**	**prob**
Percent of time any FS child support collections made	14.8%	1031683	12.3%	111603	2.5% **	498.4	<.0001
Percent of time any RO child support collections made	3.5%	1031683	1.2%	111603	2.3% **	1774.13	<.0001
Percent of time any child support collections made, either type	16.2%	1031683	12.9%	111603	3.3% **	815.24	<.0001
Monthly average child support collections, either type	$1134	166960	$942	14394	$192 **	44.3	<.0001
Money judgment made in child support case	10.9%	1031683	8.5%	111603	2.4% **	605	<.0001
Percent of time CP receiving SNAP (Food Stamp) benefits	21.5%	1018054	21.6%	110405	-0.1%	0.17	0.6800
Average monthly SNAP (Food Stamp) benefits, CP	$434	218906	$424	23799	$10 **	43.49	<.0001
Percent of time CP enrolled in Medicaid	22.5%	1018054	21.9%	110405	0.6% **	25.95	<.0001
Percent of time CP receiving TANF benefits	1.0%	1018054	1.2%	110405	-.2% **	21.66	<.0001
Percent of time CP employed	59.9%	317533	57.2%	34867	2.7% **	90.34	<.0001
CP average quarterly earnings, among employed	$9685	190075	$9167	19954	$518 **	42.06	<.0001
Percent of time NCP employed	51.0%	317648	46.9%	34834	4.1% **	215.71	<.0001
NCP average quarterly earnings, among employed	$13328	162036	$11445	16326	$1883 **	25.33	<.0001

Table B-7. Other ICSS Counties, Quasi-experimental Impact Estimates, Detailed

	ICSS group		Comparison group				
Outcome	**Adjusted mean**	**sample size**	**Adjusted mean**	**sample size**	**Difference associated with ICSS**	**F-value**	**prob**
Percent of time any FS child support collections made	23.8%	1940484	21.7%	209898	2.1% **	479.98	<.0001
Percent of time any RO child support collections made	8.9%	1940484	6.5%	209898	2.4% **	1369.15	<.0001
Percent of time any child support collections made, either type	27.6%	1940484	25.3%	209898	2.3% **	511.78	<.0001
Monthly average child support collections, either type	$1047	535083	$845	53016	$202 **	169.55	<.0001
Money judgment made in child support case	10.2%	1940484	9.6%	209898	0.6% **	76.99	<.0001
Percent of time CP receiving SNAP (Food Stamp) benefits	19.6%	1918451	27.2%	207186	-7.6% **	6761.46	<.0001
Average monthly SNAP (Food Stamp) benefits, CP	$404	375373	$433	56364	-$29 **	887.26	<.0001
Percent of time CP enrolled in Medicaid	19.8%	1918451	23.8%	207186	-4.0% **	1866.55	<.0001
Percent of time CP receiving TANF benefits	.9%	1918451	.9%	207186	.0%	2.98	0.0842
Percent of time CP employed	59.6%	603488	57.0%	65075	2.6% **	157.31	<.0001
CP average quarterly earnings, among employed	$8899	359442	$7776	37105	$1123 **	554.55	<.0001
Percent of time NCP employed	51.8%	603488	50.9%	65044	0.9% **	20.23	<.0001
NCP average quarterly earnings, among employed	$11569	312713	$10362	33101	$1207 **	72.76	<.0001

Table B-8. Other ICSS Counties, Quasi-experimental Impact Estimates, Difference-in-Differences Model

	ICSS Counties		Non-ICSS Counties				
Outcome	**Pre (comparison)**	**Post (ICSS)**	**Pre**	**Post**	**ICSS Impact (diff. in diff.)**	**F-value**	**prob**
Percent of time any FS child support collections made	21.7%	23.8%	15.0%	15.9%	1.2% **	250.74	<.0001
Percent of time any RO child support collections made	6.5%	8.9%	0.8%	5.7%	-2.5% **	2894.28	<.0001
Percent of time any child support collections made, either type	25.3%	27.6%	15.5%	19.1%	-1.3% **	227.87	<.0001
Monthly average child support collections, either type	$845	$1,047	$1,091	$922	$371 **	642.67	<.0001
Money judgment made in child support case	9.6%	10.2%	15.4%	16.5%	-0.5% **	52.95	<.0001
Percent of time CP receiving SNAP (Food Stamp) benefits	27.2%	19.6%	25.6%	25.5%	-7.5% **	7124.63	<.0001
Average monthly SNAP (Food Stamp) benefits, CP	$433	$404	$393	$413	-$49 **	2915.83	<.0001
Percent of time CP enrolled in Medicaid	23.8%	19.8%	23.1%	24.4%	-5.3% **	3675.78	<.0001
Percent of time CP receiving TANF benefits	.9%	.9%	1.3%	1.1%	.2% **	41.09	<.0001
Percent of time CP employed	57.0%	59.6%	53.0%	55.2%	.4%	2.4	0.1213
CP average quarterly earnings, among employed	$7,776	$8,899	$7,484	$8,092	$515 **	140.76	<.0001
Percent of time NCP employed	50.9%	51.8%	47.9%	50.6%	-1.8% **	76.83	<.0001
NCP average quarterly earnings, among employed	$10,362	$11,569	$10,183	$11,626	-$236	2.7	0.1001

Table B-9. Opt-Outs vs. those Remaining in Full Service, All Sites, Detailed

	Opted Out		Remained Full Service					
All cases, demographics	N=2,343		N=27,574					
	Mean	**Std**	**Mean**	**Std**		**t-value**	**df**	**prob**
NCP age (years)	36.9	9.553	34.3	9.267	**	-10.45	25119	<.0001
NCP is female	27.1%	0.444	10.4%	0.305	**	-17.72	2519	<.0001
NCP is Hispanic	13.1%	0.337	31.2%	0.463	**	24.18	3148	<.0001
NCP is black	5.3%	0.225	27.3%	0.446	**	40.98	4128	<.0001
NCP race/ethnicity unknown	64.8%	0.5	14.4%	0.4	**	-50.00	2561	<.0001
NCP is current or former military	1.0%	0.099						
CP age (years)	37.9	9.62	32.9	9.49	**	-18.98	25103	<.0001
CP is Hispanic	9.6%	0.295	31.0%	0.463	**	32.00	3413	<.0001
CP is black	3.6%	0.186	24.5%	0.430	**	45.21	4872	<.0001
CP race/ethnicity unknown	74.1%	0.438	16.2%	0.368	**	-62.24	2631	<.0001
CP is current or former military	0.6%	0.077						
Number of children	1.0	0.866	1.2	0.810	**	11.28	2702	<.0001
Age of youngest child, years	8.2	5.716	6.1	5.416	**	-14.34	1882	<.0001
Age of oldest child, years	9.5	5.918	7.3	5.992	**	-14.36	25477	<.0001
Non-custodial Parent, employment and benefit history								
NCP employed at case opening	52.3%	0.500	59.7%	0.490	**	7.02	29915	<.0001
Percent of time NCP employed over prior 8 quarters	51.7%	0.451	58.3%	0.419	**	6.83	2697	<.0001
NCP average quarterly earnings over prior 8 quarters	$8,053	25324.3	$6,554	13867.2	**	-2.83	2463	0.005
NCP experienced earnings dip of at least 20% within prior 8 quarters	20.4%	0.403	26.3%	0.440	**	6.83	2840	<.0001
Time since first observed NCP earnings (quarters)	25.7	17.16	28.3	14.72	**	7.23	2643	<.0001
NCP earnings history sufficient to qualify for UI	50.4%	0.500	57.4%	0.494	**	6.59	29915	<.0001
NCP filed for unemployment within prior year	3.5%	0.2	6.6%	0.2	**	7.56	3117	<.0001
NCP receiving SNAP (Food Stamps) benefits at case opening	3.6%	0.186	4.6%	0.210	*	2.57	2874	0.010
Percent of time NCP received SNAP benefits in prior year	5.4%	0.18	5.8%	0.19		1.11	29915	0.269
NCP receiving TANF benefits at case opening	0.3%	0.051	0.1%	0.036		-1.18	2549	0.239
Percent of time NCP received TANF benefits in prior year	0.2%	0.025	0.2%	0.030		0.34	2983	0.731

All cases, demographics	Opted Out N=2,343		Remained Full Service N=27,574			t-value	df	prob
	Mean	Std	Mean	Std				
Percent of time NCP enrolled in Medicaid in prior year	5.1%	0.183	5.0%	0.177		-0.28	2728	0.779
Custodial Parent, employment and benefit history								
CP employed at case opening	54.5%	0.498	64.0%	0.480	**	8.88	2725	<.0001
Percent of time CP employed over prior 8 quarters	51.9%	0.459	61.0%	0.416	**	9.33	2680	<.0001
CP average quarterly earnings over prior 8 quarters	$5,978	8747.0	$5,039	6402.1	**	-5.08	2560	<.0001
CP experienced earnings dip of at least 20% within prior 8 quarters	15.2%	0.359	24.2%	0.428	**	11.55	2941	<.0001
Time since first observed CP earnings (quarters)	24.7	17.61	27.3	14.99	**	6.93	2638	<.0001
CP earnings history sufficient to qualify for UI	52.1%	0.500	60.7%	0.489	**	8.11	29914	<.0001
CP filed for unemployment within prior year	2.6%	0.2	5.8%	0.2	**	9.00	3278	<.0001
CP receiving SNAP (Food Stamps) benefits at case opening	4.7%	0.212	18.4%	0.388	**	27.74	3844	<.0001
Percent of time CP received SNAP benefits in prior year	4.1%	0.16	18.8%	0.33	**	37.90	4208	<.0001
CP receiving TANF benefits at case opening	0.0%	0.021	1.1%	0.103	**	13.65	16420	<.0001
Percent of time CP received TANF benefits in prior year	0.1%	0.027	1.4%	0.087	**	17.29	7588	<.0001
Percent of time CP enrolled in Medicaid in prior year	5.7%	0.200	23.3%	0.360	**	37.59	3790	<.0001

Table B-10. Apparent Opt-Outs, El Paso, Outcomes Comparison, Detailed[12]

	Opted Out		Remained Full Service				
Outcome	**Adjusted mean**	**sample size**	**Adjusted mean**	**sample size**	**Difference associated with Opting Out**	**F-value**	**prob**
Percent of time any FS child support collections made	1.7%	239	67.3%	6666	-65.6% **	465.95	<.0001
Percent of time any RO child support collections made	24.3%	239	0.4%	6666	23.9% **	1280.71	<.0001
Percent of time any child support collections made, either type	24.7%	239	67.6%	6666	-42.9% **	194.38	<.0001
Monthly average child support collections, either type	$1321	59	$942	4503	$379 **	12.44	0.0004
Money judgment made in child support case							
Percent of time CP receiving SNAP (Food Stamp) benefits	0.9%	218	10.0%	6334	-9.1% **	19.85	<.0001
Average monthly SNAP (Food Stamp) benefits, CP			$312	632			
Percent of time CP receiving TANF benefits							
Percent of time CP enrolled in Medicaid	13.3%	218	10.9%	6334	2.4%	1.2	0.2736
Percent of time CP employed	52.9%	51	53.9%	1549	-1.0%	0.02	0.8919
CP average quarterly earnings, among employed	$15734	27	$8868	835	$6866 **	36.15	<.0001
Percent of time NCP employed	39.2%	51	43.7%	1549	-4.5%	0.4	0.5249
NCP average quarterly earnings, among employed	$24452	20	$16542	677	$7910	0.9	0.3426

[12] Note that too few opt-out cases received SNAP to tabulate the average benefit amount.

Table B-11. Apparent Opt-Outs, Harris, Outcomes Comparison, Detailed

	Opted Out		Remained Full Service				
Outcome	**Adjusted mean**	**sample size**	**Adjusted mean**	**sample size**	**Difference associated with Opting Out**	**F-value**	**prob**
Percent of time any FS child support collections made	0.8%	45713	13.9%	872264	-13.1% **	6596.53	<.0001
Percent of time any RO child support collections made	6.4%	45713	3.5%	872264	2.9% **	1046.04	<.0001
Percent of time any child support collections made, either type	6.9%	45713	15.2%	872264	-8.3% **	2398.76	<.0001
Monthly average child support collections, either type	$1588	3133	$968	132404	$620 **	114.29	<.0001
Money judgment made in child support case	0.2%	45713	9.6%	872264	-9.4% **	4643.39	<.0001
Percent of time CP receiving SNAP (Food Stamp) benefits	5.5%	45158	22.4%	860632	-16.9% **	7299.55	<.0001
Average monthly SNAP (Food Stamp) benefits, CP	$348	2496	$438	193030	-$90 **	415.95	<.0001
Percent of time CP receiving TANF benefits	0.0%	45158	1.1%	860632	-1.1% **	467.9	<.0001
Percent of time CP enrolled in Medicaid	6.3%	45158	23.9%	860632	-17.6% **	7588.08	<.0001
Percent of time CP employed	50.9%	14130	60.6%	268023	-9.7% **	526.24	<.0001
CP average quarterly earnings, among employed	$14775	7195	$9666	162439	$5109 **	1395.94	<.0001
Percent of time NCP employed	43.0%	14130	51.9%	268068	-8.9% **	427.11	<.0001
NCP average quarterly earnings, among employed	$15640	6078	$13552	139190	$2088 **	10.11	0.0015

Table B-12. Apparent Opt-Outs, Other ICSS Counties, Outcomes Comparison, Detailed

	Opted Out		Remained Full Service				
Outcome	**Adjusted mean**	**sample size**	**Adjusted mean**	**sample size**	**Difference associated with Opting Out**	**F-value**	**prob**
Percent of time any FS child support collections made	1.4%	160972	23.7%	1473020	-22.3% **	43692.8	<.0001
Percent of time any RO child support collections made	10.8%	160972	9.5%	1473020	1.3% **	270.45	<.0001
Percent of time any child support collections made, either type	11.7%	160972	27.1%	1473020	-15.4% **	18279.3	<.0001
Monthly average child support collections, either type	$715	18895	$810	399884	-$95 **	45.15	<.0001
Money judgment made in child support case	0.0%	160972	11.0%	1473020	-11.0% **	19886.9	<.0001
Percent of time CP receiving SNAP (Food Stamp) benefits	5.2%	159180	21.1%	1456242	-15.9% **	23505.8	<.0001
Average monthly SNAP (Food Stamp) benefits, CP	$337	8257	$408	307616	-$71 **	899.44	<.0001
Percent of time CP receiving TANF benefits	0.0%	159180	1.1%	1456242	-1.1% **	1717.45	<.0001
Percent of time CP enrolled in Medicaid	5.4%	159180	22.0%	1456242	-16.6% **	24636.2	<.0001
Percent of time CP employed	49.5%	50085	61.2%	458101	-11.7% **	2591.06	<.0001
CP average quarterly earnings, among employed	$12081	24769	$8808	280174	$3273 **	2825.77	<.0001
Percent of time NCP employed	47.7%	50086	53.4%	458094	-5.7% **	585.53	<.0001
NCP average quarterly earnings, among employed	$15854	23891	$11517	244538	$4337 **	557.97	<.0001