

**Final Impact Findings  
from the Child Support  
Noncustodial Parent  
Employment Demonstration  
(CSPED)**



**March 2019**

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# **Final Impact Findings from the Child Support Noncustodial Parent Employment Demonstration (CSPED)**

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## Executive Summary

### Introduction

In recent decades, changes in family structure have led to a substantial increase in single-parent households in the United States. As a result of high divorce rates and a growing proportion of births to unmarried parents (Cancian, Meyer, and Han, 2011), almost a third of children did not live with both parents in 2016 (U.S. Census Bureau, 2017). The child support program is designed to address one of the potential negative consequences of children living apart from one of their parents by ensuring that noncustodial parents contribute financially to their upbringing. Changes in the social safety net, which no longer includes an entitlement to cash assistance for low-income single parents, have increased the importance of reliable child support. However, many noncustodial parents, including a disproportionate share of those whose children live in poverty, have limited earnings and ability to pay child support. Additionally, child support orders often constitute a high proportion of their limited income (Meyer, Ha, and Hu, 2008; Takayesu, 2011). Children in single-parent households could therefore benefit from a child support program that enables, as well as enforces, noncustodial parents' contributions to their support (Mincy and Sorensen, 1998).

In Fiscal Year 2012, the Office of Child Support Enforcement (OCSE) within the Administration for Children and Families, U.S. Department of Health and Human Services (DHHS), used its grant-making authority under Section 1115 of the Social Security Act to launch the National Child Support Noncustodial Parent Employment Demonstration (CSPED). As described in the program's Funding Opportunity Announcement (FOA; DHHS 2012),<sup>1</sup> OCSE sought to examine the effectiveness of child support-led employment programs for noncustodial parents. The goal of CSPED was to improve the reliable payment of child support in order to improve child well-being and avoid public costs.

OCSE competitively awarded a cooperative agreement to the Wisconsin Department of Children and Families (DCF) to procure and manage an evaluation of CSPED through an independent, third-party evaluator. DCF chose the Institute for Research on Poverty at the University of Wisconsin–Madison, along with its partner Mathematica Policy Research, to conduct the evaluation. The Institute for Research on Poverty also partnered with the University of Wisconsin Survey Center, which worked in conjunction with Mathematica Policy Research to collect data from study participants. This report presents the findings from the analysis of the effects of the CSPED intervention, an analysis based on a random assignment research design.

### Program Design

CSPED aimed to improve the reliable payment of child support by providing noncustodial parents behind in their child support with an integrated set of child support, employment, and parenting services, through a child-support-led program. Local child support agencies were the lead agency and they contracted with partners to provide employment and parenting services.

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<sup>1</sup>[https://ami.grantsolutions.gov/files/hhs-2012-acf-ocse-fd-0297\\_0.pdf](https://ami.grantsolutions.gov/files/hhs-2012-acf-ocse-fd-0297_0.pdf)

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OCSE laid the groundwork for the CSPED design through the FOA (DHHS, 2012), which specified that programs were to consist of the following core services:

- **Case Management.** Each CSPED participant was to be assigned a case manager to assess their needs, assist them in obtaining services, and monitor their progress.
- **Enhanced Child Support Services.** OCSE directed grantees to offer expedited review of child support orders, order modification if appropriate, and temporary abeyance of certain enforcement tools while participants were actively engaged in the program. In addition, OCSE encouraged CSPED grantees to negotiate potential reductions in past-due amounts owed to the government (state-owed arrears) when participants successfully met program goals.
- **Employment.** OCSE expected all programs to include job search assistance, job readiness training, job placement services, job retention services, and rapid re-employment services immediately following job loss. OCSE also encouraged grantees to include: short-term job skills training, on-the-job training, vocational training, education directly related to employment, and work supports, such as transportation assistance.
- **Parenting.** CSPED grantees were to provide 16 hours of parenting classes with peer support that covered personal development, responsible fatherhood, parenting skills, relationship skills, and domestic violence.

Grantees were also required to develop a domestic violence plan, in consultation with domestic violence experts. These domestic violence plans included staff training, a process for screening CSPED participants, referral resources for participants involved in domestic violence, and family violence safeguards.

In fall 2012, OCSE competitively awarded grants to child support agencies (or their umbrella agency) in eight states (California, Colorado, Iowa, Ohio, South Carolina, Tennessee, Texas, and Wisconsin). Grantees chose a total of 18 implementation sites, ranging from one county each in Ohio, Iowa, and California to five counties in Colorado.

OCSE required that grantees enroll participants who had established paternity, were being served by the child support program, and were either not regularly paying child support or were expected to have difficulty making payments due to lack of regular employment. Using these eligibility criteria, grantees set out to find and recruit eligible noncustodial parents. Recruitment into the CSPED study began in October 2013 and continued through September 2016.<sup>2</sup> Recruitment efforts culminated in grantees enrolling 10,161 eligible noncustodial parents into the study.

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<sup>2</sup>Random assignment and enrollment into the CSPED study ended in September 2016, and CSPED grantees continued to provide CSPED services to program participants through September 2017. CSPED programs received no-cost extensions, which some grantees used to enroll noncustodial parents into services outside of the CSPED evaluation until September 2018. These additional enrollees were not part of the CSPED study and any such service activities were not documented, tracked, or analyzed for the evaluation.

CSPED grantees enrolled a disadvantaged group of noncustodial parents. Only 55.2 percent had worked in the month prior to random assignment. Among those who reported working, their average monthly earnings were below the poverty threshold for a single person. Less than a third had more than a high school education. Most (65 percent) had been incarcerated.

Many noncustodial parents had complex family responsibilities. Most (62.2 percent) had children with more than one partner. Most (57.2 percent) reported that they did not pay any child support in the 30 days prior to random assignment. About 40 percent had no in-person contact with their youngest or oldest nonresident children in the 30 days prior to random assignment.

## Study Methods

The CSPED impact evaluation used a random assignment research design. At study enrollment, program applicants were randomly placed into one of two research groups: (1) an extra services group that was eligible for CSPED services; or (2) a regular services group that was not. Study participants were divided equally across the two groups. A random assignment design ensures that the initial characteristics of the research groups are very similar. Therefore, any differences between the groups in outcomes that are too large to be due to chance can be attributed to the effect of the program. We compared the groups across a wide variety of characteristics to see if they were statistically equal at the point of random assignment. The groups were equivalent on baseline measures of nearly all variables tested. The results suggest that the randomization process worked.<sup>3</sup>

The evaluation estimates “intent-to-treat” (ITT) impacts, wherein all sample members are included in the analysis regardless of the amount of service they received. ITT impact estimates preserve the integrity of the random assignment research design and answer the question: “What is the effect of offering program services to eligible participants?” The evaluation uses a regression model that controls for the characteristics of participants measured at baseline to improve the precision of estimates. It weights the estimated impacts of the eight grantees equally to measure the average effect of CSPED across the eight grantees.

The design of the CSPED intervention is illustrated in an outcomes sequence chart (Appendix C). CSPED aimed to affect outcomes in three main areas: (1) child support, (2) employment and earnings, and (3) parenting. Although we examine a longer list of impacts in several domains, the primary test of CSPED’s effectiveness focuses on 14 confirmatory outcomes across these three areas (Table ES.1). We selected these outcomes before beginning our analysis. We kept the set of confirmatory outcomes relatively short to reduce the risk of finding statistically significant effects that were due to chance and that did not represent an actual impact of the program (Schochet, 2009).<sup>4</sup> We also calculate statistical significance,

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<sup>3</sup>There were small differences in the proportion with three nonresident children and mean Temporary Assistance for Needy Families (TANF) benefits received by custodial parents associated with a participant. As described below, we control for these characteristics in all impact estimates.

<sup>4</sup>In this report we discuss only those outcomes that have less than a 10 percent probability of being due to chance ( $p < .10$ ), noting the significance level for results that do not meet the more restrictive standard of less than a 5 percent probability of being due to chance ( $p < .05$ ).

adjusting for multiple comparisons within the confirmatory outcome domains, and note any estimates that are not robust to the adjustment.

## Data Sources

The impact analysis relied on three principal data sources:

- A **baseline survey**, which collected information on noncustodial parents' demographic and socioeconomic characteristics; economic stability; children and relationships; and other background measures. These data are available for all 10,161 sample members.
- A **12-month follow-up survey**, administered from December 2014 through December 2016, which focused on post-random-assignment activities, including participants' relationship with their children and their children's other parent(s); their satisfaction with child support services; the services they received; and their employment outcomes. Follow-up survey data are available for 4,282 of the 6,308 sample members who enrolled through June 2015.
- **Administrative data** on child support, public benefits receipt, and criminal justice involvement, which were collected from each grantee. Employment and earnings data were obtained from the National Directory of New Hires (NDNH) from OCSE through a request by the Wisconsin Bureau of Child Support. Child support, employment, and earnings data were available for nearly all participants.<sup>5</sup> Availability of other administrative data was more limited.

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<sup>5</sup>However, in South Carolina, administrative data from child support were more limited.

**Table ES.1. Impacts of CSPED on 14 confirmatory outcomes**

Key domain	Confirmatory outcome	Estimated impact
<b>1. Child support</b>		
1. Compliance with current child support orders <sup>a</sup>	1. Total current child support payments divided by total current child support orders during first year after random assignment, <sup>b</sup> measured using administrative records	0.16
	2. Total current child support payments divided by total current child support orders during second year after random assignment, measured using administrative records	0.74
2. Current child support orders	3. Average monthly current child support orders during first year after random assignment, measured using administrative records	\$-14.62***
	4. Average monthly current child support orders during second year after random assignment, measured using administrative records	\$-15.89***
3. Current child support payments	5. Average monthly current child support payments during first year after random assignment, measured using administrative records	\$-4.42*
	6. Average monthly current child support payments during second year after random assignment, measured using administrative records	\$-6.20*
4. NCP satisfaction with child support services <sup>a</sup>	7. Satisfaction with child support services, as reported in follow-up survey	21.39***
<b>2. Employment and earnings</b>		
5. NCP employment	8. Total hours worked during first year after random assignment, measured using survey data	-1.56
	9. Months employed during first year after random assignment, measured using survey data	-0.02
	10. Quarters employed during first two years after random assignment, measured using administrative records	0.09
6. NCP earnings	11. Total earnings during first year after random assignment, measured using survey data	\$489.72
	12. Total earnings during first year after random assignment, measured using administrative records	\$358.50*
	13. Total earnings during second year after random assignment, measured using administrative records	\$-23.93
<b>3. Parenting</b>		
7. NCP sense of responsibility for children	14. Index of attitudes toward importance of parental support and involvement with their children, using survey data	0.05**

<sup>a</sup>These impacts are percentage point differences.

<sup>b</sup>Throughout this document, for most variables, the first year after random assignment begins on the calendar month (beginning the first day of the month) after random assignment; for earnings and employment variables from the National Directory of New Hires (NDNH), it begins on the calendar quarter (January–March, April–June, July–September, or October–December, beginning the first day of the first month of the quarter) following random assignment. “Quarter 1” always refers to the first calendar quarter, beginning the first day of the first month of the quarter, following random assignment.

**Source:** Administrative data on child support from CSPED grantees; administrative data on employment and earnings from NDNH (except as noted).

**Notes:** Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Impact estimates are calculated using a weighted average of grantee-level impacts in which all grantees are weighted equally. Not all estimates are robust to multiple comparisons (see Table 2.1 in Cancian et al., 2019). Colorado child support data differ from those of other grantees; see Appendix B1 for results without Colorado.

\*\*\*/\*\*/\* Statistically significant positive impact at the .01/.05/.10 level, two-tailed test.

## Service Receipt

- **CSPED increased the amount of child support, employment, and parenting services noncustodial parents received, and reduced the likelihood of punitive child support enforcement actions during the first year.**

In the 12-month follow-up survey, noncustodial parents in the extra services group reported receiving, on average, 37 hours of employment, parenting, or child support services in the first year after study enrollment, compared with 15 hours for those in the regular services group, a difference of 22 hours.<sup>6</sup> These additional hours of reported service receipt included 14 additional hours of employment services (including a mix of job readiness classes and one-on-one employment help), seven additional hours of parenting services, and one additional hour of child support services.

Our analysis of administrative data indicates that CSPED also increased the likelihood that noncustodial parents had their orders modified and had automatic income withholding established during their first year in the program. In addition, CSPED increased the likelihood that license suspensions were removed during the first two months in the program, an impact that was not sustained.

Consistent with the program design, CSPED also reduced the likelihood that noncustodial parents experienced punitive enforcement actions—such as contempt hearings, warrants issued, or license suspensions—during their first year in the program. The reduced likelihood persisted in the second year after random assignment for license suspension, but not for contempt hearings or warrants.

## Child Support Impacts

As noted above, the primary goal of CSPED was to increase reliable child support payments. To assess this, we examined compliance with current child support orders, measured as the amount of current support paid as a proportion of the amount of current support owed. Since compliance is a ratio of current support paid to current support owed, the CSPED impact evaluation included three child support domains—current child support payments, current child support orders, and the ratio of payments to orders.

These three child support domains were examined using administrative data since child support administrative data are considered more reliable than self-reported data. Data precisely measuring current orders and payments were available for two grantees, with good approximations available for five others.<sup>7</sup>

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<sup>6</sup>The implementation report (Noyes et al., 2018) includes more detail on service provision for those in the extra services group from the CSPED program management information system.

<sup>7</sup>Data precisely measuring current orders and payments were available from only two grantees; the remaining six grantees' measures included ancillary payments and orders (e.g., medical support and alimony) or back support payments or orders (i.e., arrears). Cancian et al. (2019) explains the basis for our conclusion that including ancillary amounts is inconsequential for the results. Cancian et al. (2019) also explains the basis for our conclusion that our

- **CSPED reduced current child support orders by \$15 to \$16 per month.**

Our analysis of administrative data shows that CSPED reduced the amount of child support participants were expected to pay. Those in the extra services group had average monthly child support orders of \$308 in the first year and \$276 in the second year after random assignment, compared with averages of \$323 and \$292 in the first and second years, respectively, for those in the regular services group.<sup>8</sup> The reduction in orders was \$15 a month in the first year and \$16 a month in the second year.<sup>9</sup> These results are consistent with program expectations.<sup>10</sup>

Based on additional analysis of administrative data, we find that CSPED significantly reduced current child support orders in every quarter during participants' first two years in the program. CSPED also reduced the percentage of noncustodial parents with burdensome current child support orders (defined as orders totaling more than 50 percent of their earnings) by 4 percentage points in the first year (53.2 percent of those with extra services and 57.2 percent of those with regular services). There was no impact in the second year. Again, these findings were expected given the focus of CSPED on right-sizing orders.

- **CSPED led to a small reduction in current child support payments, of about \$4 to \$6 per month over the first two years.**

The analysis of administrative data shows that noncustodial parents in the extra services group had average monthly child support payments of \$111 in the first year and \$116 in the second year after random assignment, compared to average payments of \$115 and \$123 in the first and second years, respectively, for those in the regular services group. These impacts are about \$4 and \$6 a month (both  $p < .10$ ). After adjusting for multiple comparisons, the impact in the first year is no longer statistically significant; the negative impact in the second year remains statistically significant.<sup>11</sup>

- **CSPED had no effect on the confirmatory measure of child support compliance.**

Based on administrative data, we find that both those in the extra services group and those in the regular services group paid about 37 percent of their current support order in the first year. In the

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technique for excluding arrears is inconsequential for the results in all grantees except one, Colorado. Because Colorado data do not allow us to distinguish current support and arrears, we also provide estimates of child support order, payment, and compliance results excluding Colorado.

<sup>8</sup>Current support orders were lower, on average, in the second year than the first, for participants in both the extra and regular services groups, in part because the number of participants without a current support order increased over time.

<sup>9</sup>Excluding Colorado, (for which our measure of orders and payments includes current child support and arrears), the estimated impact on orders is similar: a decline of \$14 and \$15 per month in the first and second years, respectively (compared to \$15 and \$16 with Colorado included).

<sup>10</sup>CSPED grantees were instructed to review current child support orders once participants enrolled in CSPED and request order modifications if appropriate; given the CSPED target population, it was expected that most modification would result in lower orders.

<sup>11</sup>Excluding Colorado, the impact on payments is not statistically significant in either year.



second year, noncustodial parents in both groups paid 46-47 percent of their current child order. These differences are not statistically significant.<sup>12</sup> Based on additional impact estimation using administrative data (beyond our confirmatory analysis), we found modest impacts on compliance in two of the first eight quarters after random assignment. Specifically, we found compliance was two percentage points higher in the second quarter (41.6 percent for the extra services group and 40.0 percent for the regular services group) and the fourth quarter (45.5 percent and 44.1 percent, respectively,  $p < .10$ ). There was no impact in any of the other six quarters.<sup>13</sup>

Further, based on administrative data, CSPED reduced total arrears (past-due support) ( $p < .10$ ) and arrears owed to the state 24 months after random assignment, though there were no impacts on arrears owed to the family at 24 months or to any measure of arrears owed at 12 months. The reduction in state-owed arrears was expected, even in the absence of changes in compliance, in that OCSE encouraged CSPED grantees to negotiate such reductions in exchange for successful program outcomes.

- **CSPED increased satisfaction with child support services.**

CSPED had strong and positive impacts on the extent to which noncustodial parents agreed or strongly agreed that they were satisfied with child support services (67.6 percent versus 46.2 percent), as reported in the 12-month follow-up survey. Improving noncustodial parents' view of the child support program was a central element of the CSPED model. This centrality reflects concerns that many low-income noncustodial parents had negative attitudes regarding the child support program, reducing their cooperation with the child support program (Paulsell et al., 2015; Waller & Plotnick, 2001; Noyes et al., 2018), and increasing enforcement costs.

Exploratory analysis shows consistently higher satisfaction with child support services in every area we measured. Those in the extra services group were more likely to agree or strongly agree that the child support program treated them fairly (68.2 percent versus 53.0 percent); helped them provide support to their children (57.2 percent versus 44.4 percent); helped their relationship with their children (50.8 percent versus 33.7 percent); and helped in their relationship with the custodial parent (37.7 percent versus 25.5 percent).

## **Employment and Earnings Impacts**

Another major area that CSPED intended to influence was the employment and earnings of participants. CSPED was designed to help participants find and keep employment, which, in turn, was expected to expedite child support payments and improve the participants' economic well-being.

The evaluation uses both survey and administrative data to examine the impact of CSPED on employment and earnings. Survey data have the benefit of measuring all types of employment, including informal and formal employment, but they are self-reported and susceptible to recall

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<sup>12</sup>We also estimate compliance without Colorado and find similar results—no impacts on compliance in the first or the second year.

<sup>13</sup>In the results without Colorado, the positive impact in the second quarter remains significant ( $p < .10$ ) but there is no impact in the fourth quarter.



bias. They are also available only during the first year. Administrative data have the benefit of measuring employment in the formal economy, where earnings can be more readily withheld by the child support program. They are also available for two years following enrollment.

- **CSPED had no effect on the confirmatory measures of participants' employment.**

Based on analysis of survey and administrative data, we find that CSPED did not increase the amount of time that participants were employed. In the year after random assignment, noncustodial parents in both research groups reported working, on average, about 1,000 hours in the first year and just over half of the months in the first year. Using administrative data, we find that noncustodial parents in both research groups worked just over half of the quarters in the two years following enrollment.

Additional exploratory analysis of administrative data suggests that CSPED led to a modest increase ( $p < .10$ ) in the likelihood that participants were employed at any time during the first and second year after random assignment (81.4 percent for extra services, 79.0 percent for regular services). In addition, employment was higher in the first ( $p < .10$ ), second ( $p < .10$ ), and third quarters, but not in the final five quarters.

- **CSPED increased participants' earnings by about 4 percent in the first year, based on administrative data. CSPED had no significant effect on earnings in the first year, based on survey data.**

Based on analysis of administrative data, noncustodial parents in the extra services group earned an average of \$9,344 in the first year, \$359 more than the average of \$8,986 for those in the regular services group ( $p < .10$ ). This impact represents an increase in earnings of 4 percent and is not robust to adjustment for multiple comparisons. There is no impact on earnings in the second year. Based on the 12-month follow-up survey, there is no impact on earnings.

## Parenting Impacts

The final major area that CSPED intended to influence was parenting outcomes. CSPED provided parenting classes with peer support that covered responsible fatherhood, parenting skills, relationships skills, and personal development, with the intent of increasing participants' sense of responsibility for their children, improving their parenting and co-parenting skills, increasing reliable child support, and ultimately improving child well-being.

- **CSPED increased noncustodial parents' sense of responsibility for children.**

Using the 12-month follow-up survey, we find that CSPED resulted in a statistically significant increase in the degree to which participants thought it was important for noncustodial parents to be involved in their children's lives and support them financially. On a five-point scale indicating the favorability of their responses to four questions, such as, "How important is it for parents who live apart from their children to support their children financially?" and "How important is it for parents who live apart from their children to try to be involved in their children's lives?" those in the extra services group had an average score of 4.27, compared with

an average of 4.22 for those in the regular services group. This impact represents an effect size (difference in standard deviation units) of 0.08 standard deviations.

Based on additional analysis of follow-up survey data (beyond the confirmatory outcomes), we find that CSPED also significantly increased contact with nonresident children (12.8 out of the last 30 days for the extra services group and 11.8 days for the regular services group) and decreased use of harsh discipline strategies ( $p < .10$ ) among respondents who had in-person contact with nonresident children (0.52 days using harsh discipline in the last month for the extra services group and 0.64 days for the regular services group). However, there were no impacts in any of the other additional parenting domains; for example, in confidence in parenting skills, the quality of relationships with children, parenting activities, or parental warmth.

### Other Impacts

We conducted additional analyses of criminal justice involvement, emotional and economic well-being, and public benefits use of CSPED participants. None of these outcomes were part of our confirmatory analysis. We found no impacts on criminal justice involvement or emotional well-being. However, CSPED improved three of the five outcomes in economic well-being: it reduced housing instability ( $p < .10$ ), increased the likelihood of having a bank account, and increased total personal income in the first year ( $p < .10$ ). We also found impacts in two of the eight measures of benefit use: noncustodial parents in the extra services group received higher Supplemental Nutrition Assistance Program (SNAP) benefits and spent more time on Medicaid than noncustodial parents in the regular services group in the second year.

We also examined the impact of CSPED on custodial parents associated with the noncustodial parents in the study. We examined the amount of child support received, the amount of public benefits received, and the amount of earnings. All of these outcomes were measured using administrative data for the first and second year. None of these impacts were significant.

### Grantee and Subgroup Analyses

- **There were few differences across grantees and no differences among subgroups.**

We conducted grantee-level analyses for our 14 confirmatory outcomes to evaluate whether the program was successful in some locations and not others. In general, there were not strong patterns of differences.<sup>14</sup>

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<sup>14</sup>To minimize the risk of highlighting impacts that could have occurred by chance given the number of tests we were conducting, before conducting the analyses, we determined that we would highlight only grantees that had a pattern of significant impacts, defined as impacts (at the  $p < .05$  level) in at least two domains, one of which was either compliance or payments. Only California and Ohio met this threshold. In California, CSPED reduced child support payments; participants had higher satisfaction with child support services; and a stronger sense of responsibility for children. There was no impact on the other confirmatory outcomes. In Ohio, CSPED reduced child support orders and payments and participants reported higher satisfaction with child support services. There was no impact on the other confirmatory outcomes in Ohio. While these grantees showed a pattern of significant impacts, there were no strong differences from the other grantees.

The CSPED program may have been effective for some subgroups and not others. We estimated the impact of CSPED on the 14 confirmatory outcomes for eight pre-determined subgroup categories. Of the eight categories considered—based on history of incarceration, employment, child support payments, and age of youngest child—none of the subgroups showed a distinct pattern of significant impacts.<sup>15</sup>

## Discussion

Many noncustodial parents face challenges getting and keeping jobs that pay wages high enough to support themselves and their children. These economic difficulties contribute to nonpayment of child support, which can trigger a variety of enforcement actions, including the suspension of driver's licenses and warrants for arrest. There is growing concern that these enforcement actions may be counterproductive: the lack of a license or interactions with the criminal justice system may make it even more difficult for a noncustodial parent to get or keep employment, leading to further difficulties with child support payments, creating a vicious cycle. Moreover, these enforcement actions contribute to some noncustodial parents' belief that the child support program is not "on their side," leading to lower levels of cooperation. Finally, the complex responsibilities of those who have had children in multiple families but do not have enough resources to provide for them all may lead to discouragement and further nonpayment.

With these issues in mind, CSPED was designed to provide an innovative approach to serving noncustodial parents who were behind in their child support payments. The federal Office of Child Support Enforcement aimed to test whether a child support-led program that offers an integrated package of services and a new approach to child support would improve child support, employment, and parenting outcomes. A rigorous evaluation using random assignment provides a strong test of the effects of the intervention.

Based on this evaluation, we find that CSPED had some important successes with regard to child support outcomes. CSPED modestly reduced child support orders, which is consistent with efforts to right-size orders for low-earning noncustodial parents. The reduction in orders coincided with an even smaller (and less robust) reduction in child support payments. On the other hand, CSPED did not improve child support compliance, the outcome used to operationalize CSPED's central goal of increasing reliable child support.

CSPED also substantially improved noncustodial parents' level of satisfaction with child support services. Less than half of the parents who received regular services expressed satisfaction with the child support services they received, but nearly 70 percent of parents who received extra services indicated they were satisfied. This is an important achievement and suggests that there are steps that child support programs can take to substantially reduce the dissatisfaction of low-income noncustodial parents with child support services.

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<sup>15</sup>To minimize the risk of highlighting impacts that could have occurred by chance given the number of tests we were conducting, before conducting the analyses, we determined that we would highlight only subgroups that had a pattern of significant impacts, defined as impacts (at the  $p < .05$  level) in at least two domains, one of which was either child support compliance or payments. None of the subgroups met this threshold.

In addition, there is some evidence that CSPED modestly improved noncustodial parents' earnings, although these impacts did not persist into the second year. Relatively few employment interventions have been shown to increase the earnings of low-income adults and particularly low-income men (Avellar et al., 2018; Mastri and Hartog, 2016; Sama-Miller et al., 2016). In this context, the modest CSPED results are encouraging, though they underscore the continuing challenge of finding successful approaches to substantially improve the labor market outcomes of disadvantaged adults.

CSPED also increased noncustodial parents' sense of responsibility for children, another important achievement. This latter finding is similar to recent results from the Parents and Children Together (PACT) evaluation, which examined the effects of four responsible fatherhood programs that served primarily nonresident fathers and offered them a mix of employment, parenting, and relationship services. The PACT study found that the programs improved several aspects of participants' parenting behavior (Avellar et al., 2018). These two sets of results suggest the potential to improve the parenting outcomes of noncustodial parents through these types of interventions.

Several factors may have contributed to CSPED's overall modest impacts. First, CSPED represented a new approach to working with noncustodial parents, offering them employment and other services through a program led by child support agencies. Therefore, the programs included in the evaluation were typically new; and program staff were using these approaches for the first time and in many cases working with new partner agencies to deliver them. If program staff had had more time to develop and strengthen these new practices and partnerships, the programs may have become more effective. Second, CSPED targeted very disadvantaged noncustodial parents, and the services provided through CSPED might not have been sufficiently intensive or comprehensive to overcome their barriers in the labor market. Most participants had low levels of education. Many had little recent work experience; most (65 percent) had been incarcerated. These barriers to employment may have limited CSPED's ability to improve their employment outcomes. CSPED represented a fairly light-touch intervention (Noyes et al., 2018), with the program delivering, on average, an additional 21.7 hours of services to participants. Given the substantial barriers to employment many participants faced, a more intensive set of services may be required to substantially improve their labor market outcomes and, ultimately, their ability to meet their child support obligations. Third, while a random assignment design guarantees that the comparison group is equivalent to the services group (except by chance), an intervention like CSPED, which aims to foster a broad-based change in the relationship with participants and the culture of the serving agencies, can be difficult to evaluate. For example, changes in staff attitudes toward punitive enforcement tools may have affected both those in the regular services group and the extra services group. Finally, we tested impacts over only two years. Nevertheless, we did find two important attitudinal changes: CSPED increased noncustodial parents' satisfaction with child support services, and their sense of responsibility for nonresident children. These attitudinal changes may have effects that unfold over time and eventually lead to improvements in child support. In drawing conclusions, it is also important to note that CSPED was implemented in selected counties during a particular period. For example, because the economy was expanding throughout the period covered by the CSPED evaluation, more noncustodial parents in the regular services group may have been able to garner employment on their own, which could dampen the difference in employment between the extra services and the regular services groups.

The child support program continues to evolve in an effort to address longstanding and emerging challenges. The Flexibility, Efficiency, and Modernization in Child Support Enforcement Programs Final Rule<sup>16</sup> aims to address a range of issues highlighted by the experiences of CSPED participants and grantees. For example, the new federal regulations call for additional efforts to assure that orders are consistent with noncustodial parents' ability to pay, and address some of the challenges facing incarcerated noncustodial parents. The CSPED results suggest that progress in improving the regular payment of child support will be challenging, but that noncustodial parents are open to reassessing their relationship with the child support program. These findings point to the potential for creating a more collaborative and productive approach to securing financial support for children from noncustodial parents who are unable to pay their child support, changes consistent with the new regulations.

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<sup>16</sup>The final rule was published on December 20, 2016 (<https://www.gpo.gov/fdsys/pkg/FR-2016-12-20/pdf/2016-29598.pdf>).

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## CSPED Overview

### Introduction

In recent decades, changes in family structure have led to a substantial increase in single-parent households in the United States. As a result of high divorce rates and a growing proportion of births to unmarried parents (Cancian et al., 2011), almost a third of children did not live with both parents in 2016 (U.S. Census Bureau, 2017). The child support program is designed to address one of the potential negative consequences of children living apart from one of their parents by ensuring that noncustodial parents contribute financially to their upbringing. Changes in the social safety net, which no longer includes an entitlement to cash assistance for low-income single parents, have increased the importance of reliable child support. For example, in 2015, 37 percent of children with a parent living outside of the household lived in poverty. For custodial parents living in poverty who received all of the child support owed to them, child support made up 58 percent of their personal income (Grall, 2018). However, many noncustodial parents, including a disproportionate share of those whose children live in poverty, have limited earnings and ability to pay child support. Additionally, child support orders often constitute a high proportion of their limited income (Meyer et al., 2008; Takayesu, 2011). Children in single-parent households could therefore benefit from a child support program that enables, as well as enforces, noncustodial parents' contributions to their support (Mincy and Sorensen, 1998).

In Fiscal Year 2012, the Office of Child Support Enforcement (OCSE) within the Administration for Children and Families, U.S. Department of Health and Human Services (DHHS), used its grant-making authority under Section 1115 of the Social Security Act to launch the National Child Support Noncustodial Parent Employment Demonstration (CSPED). As described in the program's Funding Opportunity Announcement (FOA; U.S. Department of Health and Human Services, 2012),<sup>17</sup> OCSE sought to examine the effectiveness of child support-led employment programs for noncustodial parents. The goal of CSPED was to improve the reliable payment of child support in order to improve child well-being and avoid public costs.

Also in 2012, OCSE competitively awarded a cooperative agreement to the Wisconsin Department of Children and Families (DCF) to procure and manage an evaluation of CSPED through an independent, third-party evaluator. The Wisconsin Department of Children and Families chose the Institute for Research on Poverty at the University of Wisconsin–Madison, along with its partner Mathematica Policy Research, to conduct the evaluation. The Institute for Research on Poverty partnered with the University of Wisconsin Survey Center to undertake data collection efforts with study participants in conjunction with Mathematica Policy Research.

This report presents the findings from the analysis of the effects of the CSPED intervention, an analysis based on a random assignment research design. It builds on other elements of the evaluation, including the implementation analysis (Noyes, Vogel, and Howard, 2018; Paulsell et al., 2015) and a report on participants' characteristics as captured by the survey administered as part of the CSPED program intake (Cancian et al., 2018). The estimates of program impacts

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<sup>17</sup>[https://ami.grantsolutions.gov/files/hhs-2012-acf-ocse-fd-0297\\_0.pdf](https://ami.grantsolutions.gov/files/hhs-2012-acf-ocse-fd-0297_0.pdf)



reported here also inform the analysis of the benefits and costs of CSPED (Moore, Magnuson, and Wu, 2019).

OCSE laid the groundwork for the CSPED design through the FOA (DHHS, 2012), which specified that programs were to consist of the following core services:

- **Case Management.** Each CSPED participant was to be assigned a case manager to assess their needs, assist them in obtaining services, and monitor their progress.
- **Enhanced Child Support Services.** OCSE directed grantees to offer expedited review of child support orders, order modification if appropriate, and temporary abeyance of certain enforcement tools while participants were actively engaged in the program. In addition, OCSE encouraged CSPED grantees to negotiate potential reductions in past-due amounts owed to the government (state-owed arrears) when participants successfully met program goals.
- **Employment.** OCSE expected all programs to include job search assistance, job readiness training, job placement services, job retention services, and rapid re-employment services immediately following job loss. OCSE also encouraged grantees to include: short-term job skills training, on-the-job training, vocational training, education directly related to employment, and work supports, such as transportation assistance.
- **Parenting.** CSPED grantees were to provide 16 hours of parenting classes with peer support that covered personal development, responsible fatherhood, parenting skills, relationship skills, and domestic violence.

Grantees were also required to develop a domestic violence plan, in consultation with domestic violence experts. These domestic violence plans included staff training, a process for screening CSPED participants, referral resources for participants involved in domestic violence, and family violence safeguards.

OCSE required applicants to develop child support-led program models, with parenting and employment services delivered through partners with expertise in those domains. OCSE described the target population as noncustodial parents involved with the child support program who were not regularly paying child support, or who were expected to have difficulty paying, due to lack of regular employment.

## Background and Related Research

OCSE constructed these required program elements based on findings from previous demonstrations. The FOA (DHHS, 2012) particularly emphasized three prior studies: (1) the *Parents' Fair Share* demonstration, implemented at multiple sites from 1994 through 1996; (2) the *Strengthening Families Through Stronger Fathers Initiative*, piloted from 2006 through 2009 in New York State; and (3) the state of Texas's *Noncustodial Parent (NCP) Choices* program, which began in 2005.



As described in the FOA (DHHS, 2012), each of these programs aimed to increase low-income fathers' earnings, involvement in their children's lives, and child support payments. *Parents' Fair Share* contained two random assignment studies for noncustodial parents of welfare participants thought to be unemployed and behind in their payments. In the first, parents were randomly assigned to receive extra outreach; the parents who received extra outreach paid more child support. In the second study, eligible noncustodial parents were randomly assigned to receive employment and training services; parenting classes with peer support; mediation; and enhanced child support services. This package of services did not have an impact on employment or earnings for the study sample as a whole (Miller and Knox, 2001). However, it did increase employment rates and average earnings among noncustodial fathers with low education levels and limited prior work experience. Noncustodial parents who received program services were more likely to pay child support than noncustodial parents in the control group (45 percent versus 40 percent), though child support payment amounts were not significantly different between the two groups (Miller and Knox, 2001).

The more recent *Strengthening Families Through Stronger Fathers Initiative* provided case management, employment-related services, child support-related services, and parenting and relationship classes to program participants. A nonexperimental evaluation contrasted outcomes of those in the program to a comparison group with similar characteristics. One year after enrollment, the wages of program participants were 22 percent higher than the wages of the comparison group, and participants paid 38 percent more in child support (Sorensen and Lippold, 2012).

The *Noncustodial Parent (NCP) Choices* program in Texas also aimed to help noncustodial parents overcome barriers to employment and increase the consistency of child support payments by ordering noncustodial parents in contempt of court for nonpayment of child support to participate in employment services. The program's nonexperimental evaluation found that one year after entry into the program, monthly child support collection rates from the NCP Choices program group were 47 percent higher than a matched comparison group, and monthly payments among the program group were \$57 higher on average than the comparison group. NCP Choices participants also paid child support more regularly than the comparison group. Significant differences between the groups in these domains persisted two to four years after enrollment (Schroeder and Doughty, 2009).

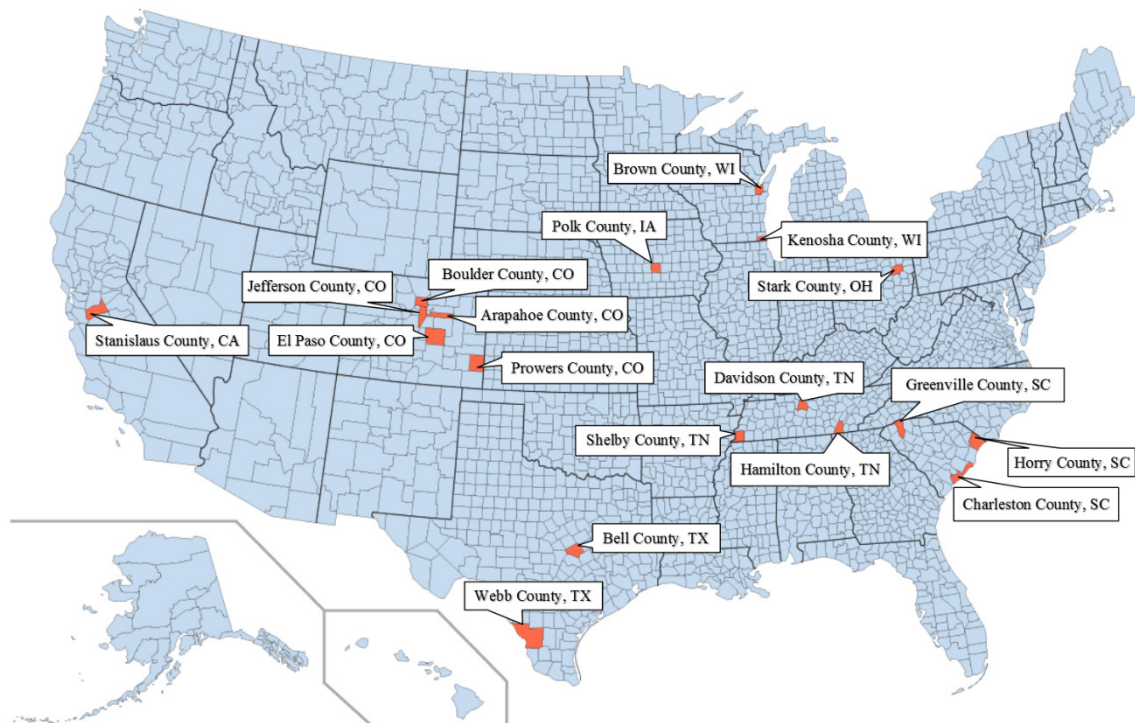
## **Program Design**

To build upon these prior demonstrations, OCSE launched CSPED in fall 2012 and competitively awarded grants to child support agencies in eight states (California, Colorado, Iowa, Ohio, South Carolina, Tennessee, Texas, and Wisconsin). Grantees chose a total of 18 implementation sites, ranging from one county each in Ohio, Iowa, and California to five counties in Colorado (Figure 1). The locations were not selected to be nationally representative.

As detailed in the implementation report (Noyes et al., 2018), the FOA (DHHS, 2012) required that the child support agency provide leadership for CSPED. The local child support agency in each implementation site was the lead agency. Each grantee designated an overall project lead, who served as the main champion for CSPED within the grantee agency, and communicated

policy set by OCSE to CSPED staff and partners. In some sites, the project lead also functioned as the project manager; in others, a second individual was assigned these responsibilities. The project manager, which was a position required by the FOA, was responsible for overseeing day-to-day operations and managing partner relationships. These staff oversaw the work of child support staff within the child support agencies, and the work of site managers in grantees with multiple sites. Child support staff were responsible for providing enhanced child support services and, in most grantees, case management services.

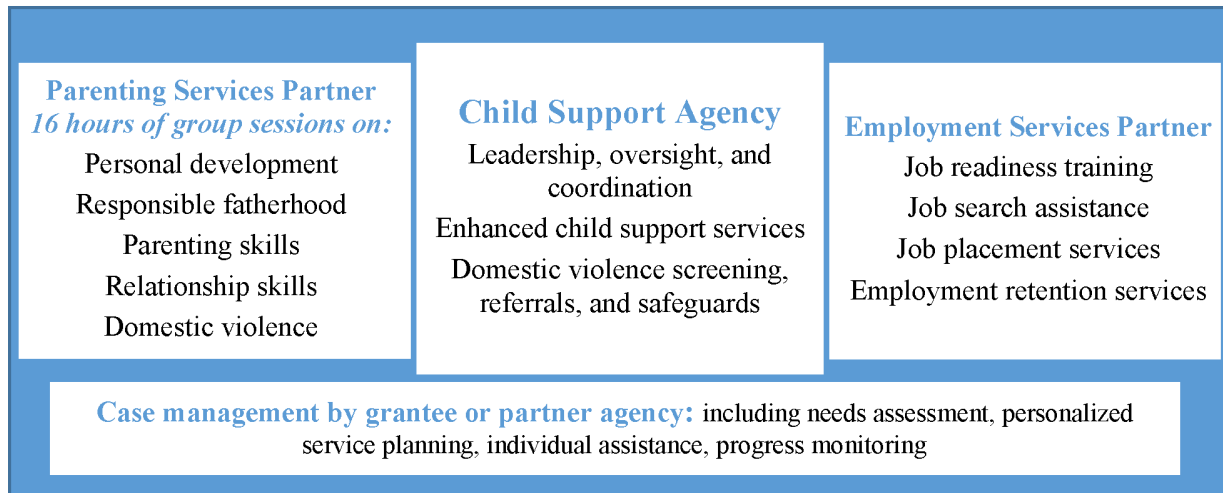
**Figure 1. CSPED implementation sites**



The FOA (DHHS, 2012) also required that grantees collaborate with and provide grant funding to partner agencies to administer employment, parenting, and domestic violence services. Each partner had a director, responsible for coordinating with the grantee on service implementation. These partnerships were crucial to CSPED’s design and implementation.

Grantees provided four core services: (1) case management, (2) enhanced child support, (3) employment, and (4) parenting. These elements are summarized in Figure 2, and discussed below.

**Figure 2. CSPED program model: Key elements**



**Case Management.** Each CSPED participant was to be assigned a case manager to assist them in obtaining the services they needed and assure that they followed through with the program. Case managers were expected to assess participants’ needs, develop personalized service plans, provide individualized assistance to participants throughout their time with the program, and monitor participant progress. Case managers were also expected to work with the program’s partners to assure that participants received the right mix of services. Grantees assigned at least one case manager to each CSPED participant. Case management services were provided by child support staff, partner staff, or across both agencies. In most grantees, child support workers provided primary case management services. In three grantees, partner staff were primarily responsible for case management (Noyes et al., 2018).

**Enhanced Child Support Services.** CSPED was designed to offer a package of enhanced child support services to promote reliable payment of child support. OCSE directed grantees to include expedited review of child support orders, order modification if appropriate, and temporary abeyance of certain enforcement tools while participants were actively engaged in the program. In addition, OCSE encouraged CSPED grantees to negotiate potential reductions in state-owed arrears<sup>18</sup> in exchange for successful program outcomes.

**Employment.** Employment services were intended to help noncustodial parents obtain and keep stable employment. The services participants received were to be based on their needs and the design of their programs. OCSE expected all programs to include job readiness training, job search assistance, job placement services (including job development and ongoing engagement with employers), job retention services for both the noncustodial parent and the employer, and rapid re-employment services immediately following job loss. OCSE also encouraged grantees to

<sup>18</sup>Past-due support (arrears) can be owed to the family or to the government.

include: short-term job skills training, on-the-job training, vocational training, education directly related to employment, and work supports, such as transportation assistance.

**Parenting.** CSPED parenting services were intended to promote positive child support outcomes by addressing the importance of being a responsible parent. They were to consist primarily of providing parenting classes with peer support. A specific curriculum was not required, but the curriculum had to include the following topics: personal development, responsible fatherhood, parenting skills, relationship skills, and domestic violence. All parenting curricula had to be approved by OCSE and the parenting component of programs was expected to include 16 hours of instruction.

Grantees also provided screening and assessments for domestic violence, as well as referrals for services. Some grantees also provided additional services, such as services related to financial education and parenting time. All grantees adapted service delivery strategies to align with their local contexts and participant needs.

### **CSPED Eligibility, Recruitment, and Enrollment**

OCSE required that grantees enroll participants who had established paternity, were being served by the child support program, and were either not regularly paying child support or were expected to have difficulty making payments due to lack of regular employment. It also recommended additional eligibility criteria. OCSE's guidance provided a common framework from which grantees operationalized their own definitions of key terms provided in the OCSE guidance. As detailed in the implementation reports (Noyes et al., 2018; Paulsell et al., 2015), some grantees added to or modified OCSE's recommended eligibility criteria prior to the start of enrollment; some grantees modified their eligibility criteria after random assignment began.

Using these eligibility criteria, grantees set out to find and recruit eligible noncustodial parents. All grantees except South Carolina began enrolling participants in the last quarter of 2013; South Carolina began in June 2014. Study enrollment ended for all grantees on September 30, 2016.<sup>19</sup> Grantees used a variety of approaches to recruit study participants, including referrals from child support staff, the courts, and other agencies as well as through direct recruitment methods such as letters and phone calls from grantee staff. Grantees refined their recruitment strategies over the first year to boost enrollment numbers.

Recruitment efforts culminated in grantees enrolling 10,173 participants, or 84.8 percent of OCSE's target, with three grantees (Colorado, Tennessee, and Wisconsin) reaching 95 percent or more of their enrollment target. One-half of the noncustodial parents enrolled by each grantee were randomly assigned to receive CSPED services (the treatment group, also known as the extra services group); the other half were randomly assigned to a control group (also known as

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<sup>19</sup>Random assignment and enrollment into the CSPED study ended in September 2016, and CSPED grantees continued to provide CSPED services to program participants through September of 2017. CSPED programs received no-cost extensions, which some grantees used to enroll noncustodial parents into services outside of the CSPED evaluation until September 2018. These additional enrollees were not part of the CSPED study and any such service activities were not documented, tracked, or analyzed for the evaluation.

the regular services group) that did not receive the extra services. Services were provided to the extra services group primarily in the first year after random assignment.

## Evaluation Design

### Random Assignment

The CSPED impact evaluation used a random assignment research design. As noted, at study enrollment, program applicants were randomly placed into one of two research groups: (1) an extra services group that was eligible for CSPED services; or (2) a regular services group that was not. Study participants were divided equally across the two groups. A random assignment design ensures that, on average, the initial characteristics of the research groups are very similar. Therefore, any differences that emerge between the groups that are too large to be due to chance can be attributed to the effect of the program. Over a three-year period beginning in October 2013, the study team randomly assigned more than 10,000 study participants.

We compared the groups across a wide variety of characteristics to see if they were equivalent at the point of random assignment (Cancian et al., 2019, Table 1.1). The groups were statistically equal on baseline measures of nearly all variables tested.<sup>20</sup> The results suggest that the randomization process worked.

The evaluation estimates “intent-to-treat” (ITT) impacts, wherein all sample members are included in the analysis regardless of the amount of service they received. ITT impact estimates preserve the integrity of the random assignment research design and answer the question: “What is the effect of offering program services to eligible participants?” The evaluation uses a regression model that controls for the characteristics of participants measured at baseline to improve the precision of estimates.<sup>21</sup> It weights the estimated impacts of the eight grantees equally to measure the average effect of CSPED across the eight grantees.

### Intervention Logic

CSPED’s primary goal was to increase the reliable payment of child support through a child support-led program that provided a package of core services: case management, enhanced child support, employment, and parenting. These services were intended to help noncustodial parents find employment, increase their sense of responsibility toward their children, and meet their child support obligations, thereby increasing the reliability of child support. The design of the CSPED intervention is illustrated in an outcomes sequence chart (Appendix C).

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<sup>20</sup>There were small differences in the proportion with three nonresident children and mean Temporary Assistance for Needy Families (TANF) benefits received by custodial parents associated with a participant. As described below, we control for these characteristics in all impact estimates.

<sup>21</sup>The technical supplement (Cancian et al., 2019) provides additional details on the evaluation design and analytic approach.

CSPED aimed to affect outcomes in three areas: (1) child support, (2) employment and earnings, and (3) parenting. Although we examine a longer list of impacts in several domains, the primary test of CSPED’s effectiveness focuses on 14 confirmatory outcomes across these three areas. We selected these outcomes before beginning our analysis. Table 1 lists each of the confirmatory outcomes and the data source; we used both administrative records and survey responses, as each data source has strengths and weaknesses. We kept the set of confirmatory outcomes relatively short to reduce the risk of finding statistically significant effects that were due to chance and that did not represent an actual impact of the program (Schochet, 2009). While all estimates are shown in the tables, in this report we discuss impacts only for those outcomes that have less than a 10 percent probability of being due to chance ( $p < .10$ ), noting the significance level for results that do not meet the more restrictive standard of less than a 5 percent probability of being due to chance ( $p < .05$ ).<sup>22</sup> We also calculate statistical significance adjusting for multiple comparisons within the confirmatory outcomes and note any estimates that are not robust to the adjustment.

CSPED was intended to improve the reliable payment of child support. To assess this, we examined compliance with current child support orders—which is also an OCSE performance measure. Compliance is defined as the ratio of current support paid<sup>23</sup> to current support owed. Thus, these three child support domains—current child support payments, current child support orders, and the ratio of payments to orders—are key child support domains in the CSPED impact evaluation. Each of these outcomes are measured in the first and the second year after random assignment. Note that while the child support program seeks to *increase* current support payments and compliance, the goal for current support orders is “right-sizing,” which could lead to either smaller or larger orders.

The final key child support domain is noncustodial parents’ satisfaction with child support services. Among the motivations behind CSPED were the findings of qualitative research that suggested many low-income noncustodial parents saw the child support program as punitive, unfair, and uninterested in their situation, which contributed to their nonpayment of child support (Edin and Nelson, 2013; Waller and Plotnick, 2001). Thus, it was hypothesized that improved satisfaction with the child support program may lead to increased reliable child support.

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<sup>22</sup>The impact report highlights only statistically significant findings. However, we show point estimates even for outcomes that are not significant in the impact report tables. Nonsignificant findings are still relevant for the benefit-cost analysis. The benefit-cost analysis uses point estimates even if not statistically significant, because those estimates are the best available.

<sup>23</sup>“Current” child support paid does not include payments for support owed in a previous period (payments toward arrears). In our primary outcomes, we consider only formal support; that is, payments processed through a state’s child support enforcement system.



**Table 1. The 14 CSPED confirmatory outcomes**

Key domain	Confirmatory outcome
<b>1. Child support</b>	
1. Compliance with current child support orders	1. Total current child support payments divided by total current child support orders during first year after random assignment, <sup>a</sup> measured using administrative records
	2. Total current child support payments divided by total current child support orders during second year after random assignment, measured using administrative records
2. Current child support orders	3. Average monthly current child support orders during first year after random assignment, measured using administrative records
	4. Average monthly current child support orders during second year after random assignment, measured using administrative records
3. Current child support payments	5. Average monthly current child support payments during first year after random assignment, measured using administrative records
	6. Average monthly current child support payments during second year after random assignment, measured using administrative records
4. NCP satisfaction with child support services	7. Satisfaction with child support services, as reported in follow-up survey
<b>2. Employment and earnings</b>	
5. NCP employment	8. Total hours worked during first year after random assignment, measured using survey data
	9. Months employed during first year after random assignment, measured using survey data
	10. Quarters employed during two years after random assignment, measured using administrative records
6. NCP earnings	11. Total earnings during first year after random assignment, measured using survey data
	12. Total earnings during first year after random assignment, measured using administrative records
	13. Total earnings during second year after random assignment, measured using administrative records
<b>3. Parenting</b>	
7. NCP sense of responsibility for children	14. Index of attitudes toward importance of parental support and involvement with their children, using survey data

<sup>a</sup>Throughout this document, for most variables, the first year after random assignment begins on the calendar month (beginning the first day of the month) after random assignment; for earnings and employment variables from the National Directory of New Hires (NDNH), it begins on the calendar quarter (January–March, April–June, July–September, or October–December, beginning the first day of the first month of the quarter) following random assignment. “Quarter 1” always refers to the first calendar quarter, beginning the first day of the first month of the quarter, following random assignment.

**Notes:** Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Impact estimates are calculated using a weighted average of grantee-level impacts in which all grantees are weighted equally. Not all estimates are robust to multiple comparisons (see Table 2.1 in Cancian et al., 2019). Colorado child support data differ from other grantees; see Appendix B1 for results without Colorado.

Within the noncustodial parent employment domain, we limited our confirmatory outcomes to three measures of the amount of employment: (1) total hours worked (survey); (2) months employed (survey); and (3) quarters employed during the first two years (administrative records). Within the noncustodial parent earnings domain, we limited our confirmatory outcomes to three measures of total earnings: (1) during the first year after random assignment (survey); (2) over the first four calendar quarters, which approximates the first year (administrative data); and (3) over the fifth through the eighth calendar quarters, which approximates the second year (administrative data).

*Sense of responsibility for children* was a key domain both as an explicit CSPED goal and because it may lead to increased reliable child support payments, the ultimate goal. The primary outcome in this area was measured by a four-item index in the 12-month follow-up survey that examined participant attitudes regarding the importance for parents who live apart from their children to: (1) support their children financially, (2) be involved in their children's lives, (3) provide financial support even if the custodial parent has a new partner, and (4) provide financial support for their child even if the custodial parent has a child with a new partner.

The confirmatory analyses are based on data that were pooled across all grantees. However, we also report the 14 confirmatory outcomes for each of the eight grantees separately (Appendix Tables A.1–8). Impacts were also estimated for a pre-specified set of subgroups of particular policy interest or for which prior research suggested potential differential impacts (Appendix Table D.1).<sup>24</sup> Finally, in addition to the main analysis of confirmatory outcomes in key domains, we considered additional domains not captured by the key domains. These additional domains include, for example, the frequency of child support payment, the level of child support arrears owed, employment stability, job quality, and the level of contact between participants and their children. We also considered selected secondary outcomes within key and additional domains (e.g., within the key domain of child support payment amounts, the primary measure is payments for current support, but a secondary measure also considers total payments, including payments on arrears). The technical supplement (Cancian et al., 2019) provides details on how all outcomes are measured.

## Data Sources

The impact analysis relies on three principal data sources: (1) a baseline survey completed at random assignment, (2) a follow-up survey conducted about 12 months after random assignment, and (3) administrative data typically covering the period from a year prior to random assignment to one to two years after random assignment.<sup>25</sup>

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<sup>24</sup>The technical supplement (Cancian et al., 2019) provides details on the definition of subgroups.

<sup>25</sup>The baseline and follow-up survey instruments are provided in the CSPED survey methodology report (Herard-Tsiagbey, Weaver, and Moore, 2019).



The baseline survey was administered from October 2013 through September 2016. Baseline information was available for all 10,161 eligible participants<sup>26</sup> and includes information on noncustodial parents' demographic and socioeconomic characteristics; economic stability (e.g., work history and barriers to employment); children and relationships (e.g., quality of relationship with each child, each child's other parent, current relationship status); background and well-being (e.g., relationship with own biological parents, mental health, involvement with the criminal justice system); and motivation to participate in CSPED.<sup>27</sup> (The findings are detailed in the report, "Characteristics of Participants in the Child Support Noncustodial Parent Employment Demonstration [CSPED] Evaluation" [Cancian, Guarin, Hodges, and Meyer, 2018]).

The follow-up survey was administered from December 2014 through December 2016 (Herard-Tsiagbey, Weaver, and Moore, 2019). It included participants who enrolled during the first 21 months of the three-year enrollment period (i.e., through June 2015). Follow-up survey data are available for 4,282 of the 6,308 sample members who enrolled through June 2015, for a response rate of 68.1 percent.<sup>28</sup> As detailed in the technical supplement (Cancian et al., 2019), survey responses were weighted to represent the full CSPED sample, with weights that adjusted for nonresponse and for the survey sample being limited to those enrolling through June 2015, rather than the entire enrollment period through September 2016. The follow-up survey focused on activities and outcomes since random assignment, including participants' relationship with their children and their children's other parent(s); their interactions with and satisfaction with the child support program, as well as child support, employment, and parenting services received; their economic stability (including details on their work and earnings since random assignment in CSPED); criminal justice involvement; and their health and well-being.

We used administrative data from a variety of sources. Administrative data on employment and earnings and Unemployment Insurance (UI) are from the National Directory of New Hires (NDNH). These data were available for 10,150 individuals.<sup>29</sup> We requested administrative data from each grantee on child support, public assistance program participation, and criminal justice involvement. Some grantees were unable to provide requested data due to system issues or data-sharing limitations imposed by data owners in those states. The analytic sample varied across

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<sup>26</sup>A total of 10,173 noncustodial parents enrolled in CSPED. However, the evaluation team ultimately determined that 12 study participants did not meet eligibility criteria and were enrolled in error. These study participants were excluded, so that the final analytic sample for the impact evaluation is 10,161. Early analysis used for evaluation design, completed in the fall of 2017, references a sample with three additional participants, for a total of 10,164.

<sup>27</sup>Texas used an abbreviated version of the baseline survey instrument to accommodate its study enrollment process.

<sup>28</sup>A total of 4,217 respondents completed the survey; another 65 partially completed the survey. Data from these partially complete interviews were included in analyses where feasible. The response rate is calculated based on usable surveys and excludes those found to be ineligible (American Association for Public Opinion Research, 2015).

<sup>29</sup>Eleven participants provided incorrect SSNs that were used for matching to NDNH records. These participants were excluded from analyses of administrative data for employment and earnings outcomes.

domains depending on data availability, though in every case comparable administrative data were available for participants in the extra services and regular services groups.

The technical supplement (Cancian et al., 2019) provides further details on data sources and variation in measures across grantees. Given the complexity of the child support data, and the importance of child support measures for the evaluation, we summarize some of the key measurement issues here. Administrative data on the key child support domains were provided by all grantees, though comparable child support data from South Carolina were available for only about half of their participants (resulting in a sample of 9,703 for our child support domain outcomes). There was variation in the content of the data available from each grantee. Our preferred measures—amounts owed and paid on current support orders—were available for two grantees (California and Wisconsin). For two grantees (South Carolina and Texas), data on amounts owed include current support amounts, but data on amounts paid include current payments and payments on arrears; for these grantees, we assumed payments in a given month were first applied to current support owed, and then to arrears.<sup>30</sup> In Iowa, the amount owed includes only current support, but the amount paid includes payments toward current, arrears, and ancillary accounts (e.g. medical support and spousal support); we assumed all payments went to current support first. In Tennessee, amounts owed and paid include current support and ancillary accounts; we treated these amounts as proxies for current child support owed and paid. In Ohio, amounts owed include current and ancillary amounts and payments include current, ancillary and arrears. We treated the amount owed as a proxy for current orders and we assumed all payments went to current support up to the level of the order. Data on the amount owed in Colorado did not differentiate amount owed for current support from explicitly ordered amounts due on arrears or ancillary accounts, so we used the undifferentiated amount due and payments toward these ordered amounts. Given this limitation, for related child support outcomes we report the sensitivity of overall results to the exclusion of Colorado.

Some participants did not have a child support order: about 2 percent did not owe support in the first year and 8 percent in the second. In these cases, we assumed that participants were in full compliance with their current support orders.<sup>31</sup>

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<sup>30</sup>Most payments are applied to current support first and then arrears. Payments made through the Federal Tax Refund Offset program are an important exception, as these are applied to arrears first and then current support. We could not distinguish payments made through the Federal Tax Refund Offset program from other payment sources. The technical supplement (Cancian et al., 2019) describes why we believe this does not introduce substantial bias.

<sup>31</sup>As reported in the technical supplement (Cancian et al., 2019), impact estimates were not sensitive to this assumption, relative to the alternative of zero, rather than full, compliance for those without a current order.

## Context of the Evaluation

### Participant Characteristics

We draw from an earlier report, documenting the baseline characteristics of CSPED participants (Cancian et al., 2018), in this section. As shown in the first column of Table 2, most participants were men who were between 25 and 39 years old. Participants generally had low levels of educational attainment—nearly 70 percent had at most a high school education. Only 13.6 percent were currently married and about half had never married. Forty percent identified as non-Hispanic black or African American, 33.0 percent as non-Hispanic white, and 21.7 percent as Hispanic or Latino.

As detailed in the earlier report, the picture of the noncustodial parents in CSPED reveals substantial disadvantage. Only 55.2 percent of participants reported that they had worked for pay in the 30 days before random assignment. Among those who were working, their average monthly earnings were below the poverty threshold for a single person. Most (65 percent) had been incarcerated. Over one-third received public benefits from the Supplemental Nutrition Assistance Program (SNAP) in the 30 days prior to random assignment.

Many noncustodial parents had complex family responsibilities. Most (62.2 percent) had children with more than one partner. Most (57.2 percent) reported that they did not pay any child support in the 30 days prior to random assignment. About 40 percent had no in-person contact with their youngest or oldest nonresident children in the 30 days prior to random assignment and four out of five participants reported that they did not see their youngest or oldest nonresident children as much as they wanted. However, 48.3 percent reported that they gave cash informally to the custodial parent of one or more children in the 30 days prior to random assignment, and 60.1 percent reported providing informal noncash support.

### Time Trends in Child Support and Employment

The experimental evaluation design used for CSPED addresses at least two challenges that otherwise make it difficult to measure program impacts: (1) changes in the environment may change outcomes, for reasons unrelated to the program; and (2) individuals may agree to participate in a program for reasons that influence outcomes but are not directly related to the intervention. These challenges make comparing outcomes before and after random assignment (pre-post), without a comparable comparison group, less informative.

**Table 2. Demographic characteristics of noncustodial parents**

	Overall	California	Colorado	Iowa	Ohio	South Carolina	Tennessee	Texas	Wisconsin
	Percent/mean	Percent/mean	Percent/mean	Percent/mean	Percent/mean	Percent/mean	Percent/mean	Percent/mean	Percent/mean
<b>Sex</b>									
Male	89.9%	93.8%	86.9%	89.2%	86.8%	88.0%	93.5%	94.1%	86.4%
<b>Age (mean)</b>	34.9	35.6	35.4	36.2	34.8	34.3	35.9	32.8	33.9
18–24 years old	9.1%	6.7%	7.0%	5.3%	9.4%	10.1%	6.1%	16.7%	12.8%
25–29 years old	18.9	17.5	17.5	15.3	18.4	22.0	18.5	21.2	21.3
30–34 years old	23.5	24.5	24.9	24.0	25.3	23.4	20.7	22.9	22.8
35–39 years old	21.3	22.4	22.7	22.2	21.7	19.8	23.3	18.8	18.9
40–44 years old	14.4	13.4	15.3	17.6	12.5	13.1	17.1	11.5	13.4
45+ years old	12.9	15.5	12.5	15.7	12.8	11.7	14.3	8.9	10.9
<b>Race/ethnicity<sup>a</sup></b>									
Hispanic/Latino (any race)	21.7%	55.7%	27.2%	7.7%	1.8%	1.4%	0.8%	61.6%	14.6%
White	33.0	30.7	40.8	56.8	45.4	21.7	9.1	10.9	47.2
Black or African American	39.9	5.9	24.6	28.4	46.7	74.0	87.9	25.0	31.3
American Indian/Alaska Native	1.2	1.4	0.7	1.3	1.2	1.0	0.5	0.4	2.7
Asian	0.6	1.3	0.9	1.2	0.1	0.0	0.7	0.2	0.8
Native Hawaiian/Pacific Islander	0.4	1.1	0.6	0.3	0.2	0.1	0.7	0.3	0.4
Multiple races	3.3	4.1	5.2	4.3	4.7	1.1	1.5	1.6	3.0
<b>Education</b>									
< 12 years	25.6%	26.0%	16.7%	17.4%	28.9%	41.3%	23.0%	30.5%	27.7%
12 years/GED	42.9	42.8	39.0	46.9	44.2	40.3	43.8	43.9	42.8
Some college/associate degree/vocational diploma	28.5	29.1	38.3	31.2	25.6	17.5	29.6	23.9	27.4
Four-year degree or more	3.0	2.1	5.9	4.6	1.4	1.0	3.6	1.6	2.2
<b>Current marital status</b>									
Married	13.6%	11.5%	16.8%	14.4%	10.1%	11.3%	14.5%	20.1%	9.2%
Divorced	25.0	31.9	34.1	32.9	21.9	13.7	17.2	23.0	21.6
Widowed	0.4	0.3	0.4	0.4	0.6	0.6	0.3	0.4	0.3
Separated	8.7	8.4	8.8	8.2	6.0	9.8	11.3	11.5	5.4
Never married	52.4	47.9	39.9	44.2	61.4	64.6	56.7	45.1	63.6
<b>Nativity</b>									
Born in the United States	94.0%	86.3%	91.0%	93.2%	99.4%	98.8%	99.0%	90.0%	95.7%
<b>Military service</b>									
Served on active duty	6.8%	5.4%	10.5%	7.2%	6.2%	6.2%	5.7%	7.9%	4.8%
<i>Sample size<sup>b</sup></i>	<i>10,100–10,164</i>	<i>1,317–1,330</i>	<i>1,487–1,500</i>	<i>1,268–1,273</i>	<i>1,011–1,019</i>	<i>947–950</i>	<i>1,497–1,506</i>	<i>1,152–1,158</i>	<i>1,421–1,428</i>

**Source:** “Characteristics of Participants in the Child Support Noncustodial Parent Employment Demonstration (CSPED)” report (Cancian et al., 2018).

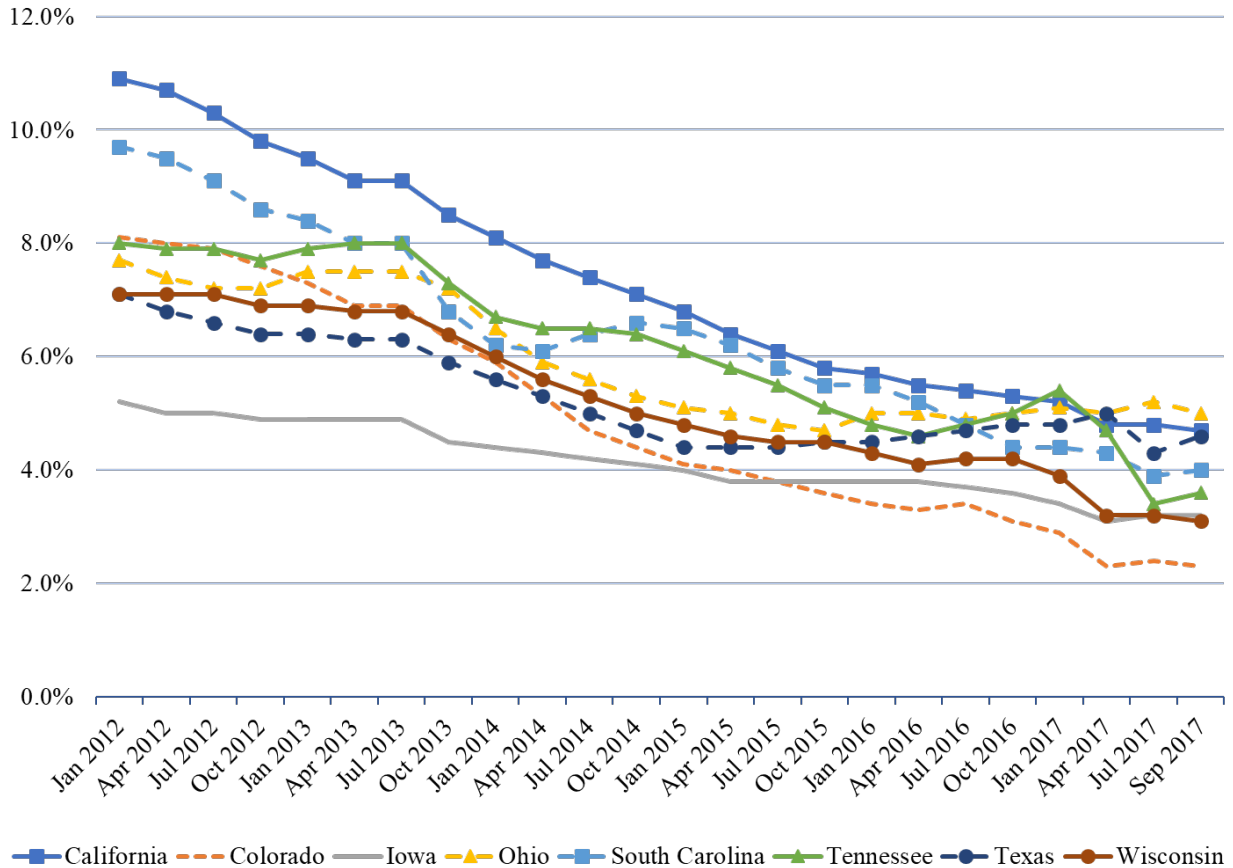
**Notes:** Estimates come directly from the baseline characteristics report, reflecting a slightly different analytic sample ( $N = 10,161$ ).

<sup>a</sup>Race categories and Hispanic ethnicity are mutually exclusive.

<sup>b</sup>Sample size can vary by panel because of a small number of noncustodial parents who did not respond to selected questions in the survey.

As Figure 3 shows, unemployment rates fell substantially over the evaluation period in every state with a CSPED grantee. Given the improving economy, we expected employment and earnings to grow, independent of the program. In fact, even among those receiving regular services, employment rates increased 3 percentage points between the year before random assignment and the year after, and average annual earnings increased by about \$975 (not shown).<sup>32</sup>

**Figure 3. State unemployment rates over the CSPED evaluation**



Source: Bureau of Labor Statistics Local Area Unemployment Statistics (LAUS).

Given the increase in employment and earnings, we would also expect that child support outcomes might improve, independent of the program. Here again, we saw improvement for those who did not receive CSPED services: child support compliance increased by about

<sup>32</sup>These improvements may have occurred even without an improving economy. Evaluations of employment programs have found that participants who enroll in employment programs and receive only regular services still experience improved employment and earnings outcomes after random assignment (Ashenfelter, 1978; Bell et al., 1995).

5 percentage points, and monthly payments of current support went up by \$22, when comparing the year before to the year after random assignment (not shown).

These results illustrate the need to compare outcomes for those receiving regular services to those receiving extra services as part of CSPED to evaluate the impact of CSPED itself. These comparisons exploit the random assignment design to provide a strong test of program effectiveness. The next section begins by documenting the difference in case management, enhanced child support, employment, and parenting services received by the extra services group. We then evaluate whether these services had an impact on child support compliance and other key outcomes.

## Service Receipt

CSPED provided core services in the areas of case management, enhanced child support, employment, and parenting. As discussed above, child support agencies led the program and generally partnered with outside agencies to provide employment, parenting, and domestic violence services. Those in the extra services group were expected to receive more services than those in the regular services group, recognizing that some services may have been available to all noncustodial parents, independent of CSPED. Comparable information on services received by noncustodial parents in the extra and regular services groups is available from both administrative records and the follow-up survey.<sup>33</sup>

- **CSPED increased receipt of child support services and reduced punitive child support enforcement actions.**

Results from the follow-up survey show that noncustodial parents in the extra services group reported having significantly more contact with the child support program than those in the regular services group (1.8 hours versus 0.5 hours),<sup>34</sup> as shown in Table 3.<sup>35</sup>

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<sup>33</sup>The implementation evaluation (Noyes et al., 2018) provides a comprehensive review of the services provided to the extra services group using the CPSED management information system, GMIS. This additional information on service receipt is available only for those in the extra services group. Note that we do not have survey results regarding the receipt of case management services. Information about case management services is available in GMIS and presented in the implementation evaluation.

<sup>34</sup>In addition to estimated impacts, Table 3 and some subsequent tables display effect sizes. Effect sizes are standard deviation units. See Hill et al.(2008) for additional information on interpretation of effect sizes.

<sup>35</sup>To measure child support services received by CSPED participants, the 12-month follow-up survey asked participants if they “had contact with a specific person in the child support program who helped you address issues related to your child support case?” If yes, respondents were asked how many times they talked to this person and the average amount of time each conversation lasted (Herard-Tsiagbey, Weaver, and Moore, 2019). Note that study participants were asked to report the amount of time that they received child support services; these figures do not capture time child support agency employees spent providing child support services to CSPED participants while they were not present.

**Table 3. Impact of CSPED on child support services receipt**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
Hours with someone from child support who helped address issues related to child support (survey)	1.76	0.48	1.28***	.000	0.602
<i>Sample size</i>	2,128	2,049			
Whether support order was modified in first 6 months after random assignment <sup>a</sup>	24.02%	17.87%	6.16***	.000	0.227
<i>Sample size</i>	4,193	4,186			
Whether support order was modified in first year after random assignment <sup>a</sup>	33.81%	27.31%	6.50***	.000	0.186
<i>Sample size</i>	4,193	4,186			
Whether support order was modified in second year after random assignment <sup>a</sup>	20.25%	20.16%	0.10	.925	0.004
<i>Sample size</i>	2,925	2,923			
Whether an income withholding order was established in first year after random assignment <sup>b</sup>	70.05%	64.06%	5.99***	.000	0.165
<i>Sample size</i>	1,958	1,958			
Whether an income withholding order was established in second year after random assignment <sup>b</sup>	52.84%	52.25%	0.59	.755	0.014
<i>Sample size</i>	1,330	1,333			
Whether there was a contempt hearing in first year after random assignment <sup>c</sup>	13.92%	16.18%	-2.26***	.003	-0.107
<i>Sample size</i>	3,690	3,683			
Whether there was a contempt hearing in second year after random assignment <sup>c</sup>	6.32%	7.23%	-0.91	.166	-0.088
<i>Sample size</i>	2,833	2,826			
Whether a warrant was issued in first year after random assignment <sup>d</sup>	8.28%	10.16%	-1.88**	.038	-0.137
<i>Sample size</i>	1,958	1,958			
Whether a warrant was issued in second year after random assignment <sup>d</sup>	6.31%	5.11%	1.21	.217	0.136
<i>Sample size</i>	1,330	1,333			
Whether a license suspension was removed in first 2 months after random assignment <sup>e</sup>	26.66%	16.47%	10.19***	.000	0.371
<i>Sample size</i>	1,461	1,460			
Whether a license suspension was removed in first year after random assignment <sup>e</sup>	40.50%	38.55%	1.95	.179	0.049
<i>Sample size</i>	1,461	1,460			

(table continues)

**Table 3. Impact of CSPED on child support services receipt (continued)**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
Whether a license suspension was removed in second year after random assignment <sup>e</sup>	22.91%	29.72%	-6.80***	.000	-0.214
<i>Sample size</i>	1,006	1,005			
Whether a license was suspended in first 2 months after random assignment <sup>f</sup>	6.52%	9.42%	-2.90***	.000	-0.242
<i>Sample size</i>	2,040	2,039			
Whether a license was suspended in first year after random assignment <sup>f</sup>	21.43%	24.97%	-3.54***	.000	-0.121
<i>Sample size</i>	2,040	2,039			
Whether a license was suspended in second year after random assignment <sup>f</sup>	16.12%	19.79%	-3.67***	.003	-0.152
<i>Sample size</i>	1,339	1,338			
Whether a lien was initiated in first year after random assignment <sup>g</sup>	7.44%	8.03%	-0.59	.331	-0.050
<i>Sample size</i>	2,285	2,281			
Whether lien was initiated in second year after random assignment <sup>g</sup>	4.95%	4.59%	0.36	.571	0.048
<i>Sample size</i>	1,692	1,694			
Whether FIDM notification or levy initiated in first year after random assignment <sup>h</sup>	6.78%	12.95%	-6.17***	.000	-0.433
<i>Sample size</i>	2,704	2,705			
Whether FIDM notification or levy in second year after random assignment <sup>h</sup>	7.40%	7.79%	-0.39	.637	-0.034
<i>Sample size</i>	1,833	1,833			

**Source:** Administrative data from CSPED grantees (except as noted).

**Notes:** Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Impact estimates are calculated using a weighted average of grantee-level impacts in which all grantees are weighted equally.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

<sup>a</sup>Data not available for Tennessee. Data missing for early entrants in Iowa and Ohio. Ohio data uses a proxy measure; no direct measure of modifications is available.

<sup>b</sup>Data not available for Colorado, Iowa, Ohio, South Carolina, and Tennessee.

<sup>c</sup>Data not available for South Carolina. Data missing for early entrants in Colorado, Iowa, and Ohio.

<sup>d</sup>Data not available for Colorado, Iowa, Ohio, South Carolina, and Tennessee.

<sup>e</sup>Data not available for California, Iowa, Ohio, South Carolina, Tennessee, and Texas.

<sup>f</sup>Data not available for California, Iowa, Ohio, South Carolina, and Tennessee.

<sup>g</sup>Data not available for Colorado, Iowa, South Carolina, and Tennessee. Data missing for early entrants in Ohio.

<sup>h</sup>Data not available for Iowa, Ohio, South Carolina, and Tennessee.



Based on administrative data from the child support programs, we assessed the extent to which CSPED participants in the extra services group were more likely to receive specific child support services, such as order modification, and whether they were less likely to face specific punitive enforcement measures, such as contempt hearings, than the regular services group. As shown in Table 3, we find that the extra services group was more likely to have their order modified in the first year (33.8 percent versus 27.3 percent); have automatic income withholding established in the first year (70.1 percent versus 64.1 percent); and have their license suspension removed in the first two months after random assignment (26.7 percent versus 16.5 percent). The order modification and income withholding differences did not persist into the second year. The removal of license suspension was not statistically significant when measured over the first year and was significantly less likely in the second year for noncustodial parents in the extra services group (though note, as discussed below, that there were significantly fewer licenses suspended).

Consistent with the program design, those in the extra services group were less likely than those in the regular services group to face punitive enforcement actions in the year after random assignment, as measured using administrative data. Specifically, they were less likely to have a contempt hearing (13.9 percent versus 16.2 percent); a warrant issued (8.3 percent versus 10.2 percent); a license suspended (21.4 percent versus 25.0 percent); and a Financial Institution Data Match notification or levy (6.8 percent versus 13.0 percent). However, there were no significant differences in the initiation of liens between the two groups in the first year. The only difference between those in the extra and regular services groups that remained statistically significant in the second year was license suspension.

- **CSPED increased receipt of employment services, parenting classes, and other services.**

Noncustodial parents in the extra services group reported receiving substantially more employment services than those in the regular services group on the 12-month follow-up survey. As shown in Table 4, in the 12-month follow-up survey those in the extra services group reported receiving 15.7 hours of employment services in a group setting and 4.9 hours of one-on-one help with preparing for and finding work, compared to 6.2 hours of employment services in a group setting and 1.6 hours of one-on-one help for those in the regular services group. Regarding job placement, 27.1 percent of those in the extra services group reported that they had been connected to an employer about a specific job opening compared to 15.2 percent of those in the regular service group. In addition, those in the extra services group received three job retention contacts versus 0.6 among the regular services group. However, for employment services that were encouraged but not required, (training and subsidized employment), differences were not statistically significant.<sup>36</sup>

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<sup>36</sup>CSPED grantees were allowed to use grant funds to pay for short-term job training programs, vocational education, and education directly related to work, but were not allowed to use grant funds to pay for subsidized employment. However, four grantees had access to subsidized employment funded by other sources.

**Table 4. Impact of CSPED on direct employment services receipt**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
Hours of classes for job readiness	15.66	6.24	9.42***	.000	0.385
<i>Sample size</i>	2,096	2,033			
Hours in one-on-one help for job readiness	4.88	1.59	3.28***	.000	0.491
<i>Sample size</i>	2,122	2,051			
Hours in a training program	6.55	5.55	1.01	.266	0.039
<i>Sample size</i>	2,125	2,034			
Number of times received job retention services	2.96	0.60	2.36***	.000	0.847
<i>Sample size</i>	2,134	2,050			
Whether held any job through subsidized employment, supported work, or transitional employment	3.81%	2.87%	0.94	.171	0.178
<i>Sample size</i>	2,148	2,051			
Whether someone from an employment program put NCP in touch with a job opening	27.09%	15.20%	11.90***	.000	0.442
<i>Sample size</i>	2,148	2,051			

**Source:** CSPED survey data.

**Notes:** Impacts are adjusted using a pooled regression controlling for participant's baseline characteristics. Impact estimates are calculated using a weighted average of grantee-level impacts in which all grantees are weighted equally.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

Regarding parenting classes, a core CSPED service, in the 12-month follow-up survey, those in the extra services group reported receiving substantially more hours in parenting classes (8.2 hours versus 1.5 hours) (Table 5). In addition to providing parenting classes, CSPED allowed fatherhood/parenting partners to provide assistance with parenting issues, such as help with visitation issues, but the program was not designed to provide modification or establishment of formal visitation orders. Consistent with this, participants were more likely to have received help with visitation (5.8 percent versus 4.3 percent), but the difference in the establishment or modification of formal visitation orders was not significant.

**Table 5. Impact of CSPED on parenting services receipt**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
Hours of parenting classes, groups, or workshops	8.18	1.53	6.65***	.000	0.866
<i>Sample size</i>	2,136	2,056			
Whether received help with visitation	5.75%	4.28%	1.47**	.043	0.189
<i>Sample size</i>	2,150	2,057			
Whether had a visitation order established or modified since random assignment for any child	6.62%	6.44%	0.18	.836	0.018
<i>Sample size</i>	2,175	2,077			

**Source:** CSPED survey data.

**Notes:** Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Impact estimates are calculated using a weighted average of grantee-level impacts in which all grantees are weighted equally.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

As discussed in the implementation report (Noyes et al., 2018), CSPED participants were provided a number of other services. Based on participant reports in the follow-up survey, we find that those in the treatment group were also significantly more likely to receive transportation services (28.2 percent versus 7.3 percent); participate in a GED class (6.2 percent versus 3.8 percent); receive anger management services (5.9 percent versus 3.8 percent); and receive expungement services (4.6 percent versus 2.4 percent). They were no more likely to be provided mental health services (Table 6).

**Table 6. Impact of CSPED on other services receipt**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
Whether received transportation services	28.19%	7.26%	20.93***	.000	0.977
<i>Sample size</i>	2,149	2,052			
Whether participated in GED class	6.19%	3.83%	2.36***	.004	0.306
<i>Sample size</i>	2,148	2,054			
Whether received mental health services	12.22%	10.53%	1.69	.105	0.102
<i>Sample size</i>	2,148	2,056			
Whether received anger management services	5.93%	3.79%	2.13***	.003	0.284
<i>Sample size</i>	2,148	2,057			
Whether received expungement services	4.57%	2.43%	2.14***	.001	0.396
<i>Sample size</i>	2,147	2,055			

**Source:** CSPED survey data.

**Notes:** Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Impact estimates are calculated using a weighted average of grantee-level impacts in which all grantees are weighted equally.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

- **In sum, the CSPED treatment group received more services than the control group.**

Based on administrative and follow-up survey data, there were significant differences across all dimensions examined—including child support, employment, and parenting—and participants were less likely to experience punitive child support actions, especially in the first year. As detailed in the implementation analysis (Noyes et al., 2018), grantees generally provided the range of services required by OCSE.

However, few CSPED participants received intensive services. Expected service intensity was specified by OCSE only for parenting services (16 hours), and for this service, participants received, on average, half the amount expected, based on participant reports from the follow-up survey. The most commonly received employment service was receiving information about job openings. While those in the extra services group reported being significantly more likely to receive information on job openings, only 27.1 percent received this service. Moreover, both the implementation report and participants' survey responses show that very few participants received optional services such as job training or subsidized employment.

### **Child Support Impacts<sup>37</sup>**

The primary goal of CSPED was to increase reliable child support payments, operationalized by compliance with current child support orders. Since compliance is a ratio of current support paid to current support owed, confirmatory child support outcomes include current child support payments, current child support orders, and the ratio of payments to orders.

These three child support domains were examined using administrative data since child support administrative data is considered more reliable than self-reported data. Data precisely measuring current orders and payments were available for two grantees, with good approximations available for five others. Because Colorado data do not allow us to distinguish current support from arrears, we also provide estimates of child support order, payment, and compliance results excluding Colorado.<sup>38</sup>

- **CSPED reduced current child support orders by \$15 to \$16 per month.**

Our analysis of the administrative data shows that CSPED reduced the amount of child support participants were expected to pay. Participants in the extra services group had average monthly

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<sup>37</sup>Child support outcomes from administrative data are shown for the 9,703 participants for whom administrative data were available. Child support administrative data were not available for 6 participants in Colorado, 451 in South Carolina, and 1 in Tennessee.

<sup>38</sup>Data precisely measuring current orders and payments were available from only two grantees; the remaining six grantees' measures included ancillary payments and orders (e.g., medical support and alimony) or back support payments or orders (i.e., arrears). Cancian et al. (2019) explains the basis for our conclusion that including ancillary amounts is inconsequential for the results. Cancian et al. (2019) also explains the basis for our conclusion that our technique for excluding arrears is inconsequential for the results in all grantees except one, Colorado. Because Colorado data do not allow us to distinguish current support and arrears, we also provide estimates of child support order, payment, and compliance results excluding Colorado.

current support orders of \$308 in the first year and \$276 in the second year after random assignment in the study, compared with averages of \$323 and \$292 in the first and second years, respectively, for those in the regular services group (Table 7).<sup>39</sup> The reduction in current orders was \$15 a month in the first year and \$16 a month in the second year.

**Table 7. Impact of CSPED on current child support orders**

Outcome <sup>a</sup>	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>Current child support orders (confirmatory outcome)</b>					
Average monthly current orders during first year after random assignment	\$308.46	\$323.08	-14.62***	.000	-0.060
<i>Sample size</i>	4,860	4,843			
Average monthly current orders during second year after random assignment	\$275.97	\$291.86	-15.89***	.000	-0.065
<i>Sample size</i>	3,274	3,264			

**Source:** Administrative data from CSPED grantees.

**Notes:** Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Impact estimates are calculated using a weighted average of grantee-level impacts in which all grantees are weighted equally.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

<sup>a</sup>Child support outcomes from administrative data are based on the 9,703 participants for whom administrative data were available.

As noted, administrative data on child support orders in Colorado included arrears as well as current support. Because the data do not allow us to measure orders for just current support for this grantee, or to create a proxy, we also estimate outcomes without Colorado. As reported in Appendix B, excluding Colorado, the estimated impact on orders is similar: a decline of \$14 and \$15 per month in the first and second years, respectively (compared to \$15 and \$16 with Colorado included).<sup>40</sup>

Estimated impacts on secondary and additional outcomes (i.e., alternative measures of confirmatory outcomes, and other outcomes in the topical area) related to child support orders are reported in Table 8. Quarterly measures of child support orders, based on administrative data, show that CSPED significantly reduced current child support orders in every quarter.

<sup>39</sup>Current support orders were lower, on average, in the second year than the first, for participants in both the extra and regular services groups, in part because the number of participants without a current support order increased over time.

<sup>40</sup>Appendix B shows that the impacts for other measures of child support orders are also similar whether Colorado is included or not.

**Table 8. Impact of CSPED on other outcomes related to child support orders and arrears**

Outcome <sup>a</sup>	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>Secondary outcomes in child support orders</b>					
Average monthly amounts of current child support orders during each quarter of first year after random assignment					
1	\$324.50	\$331.53	-7.03***	.008	-0.028
2	306.15	324.10	-17.95***	.000	-0.071
3	296.76	316.11	-19.35***	.000	-0.077
4	292.60	310.65	-18.04***	.000	-0.071
<i>Sample size</i>	4,860	4,843			
Average monthly amounts of current child support orders during each quarter of second year after random assignment					
5	\$279.56	\$297.92	-18.35***	.000	-0.075
6	275.72	292.75	-17.02***	.000	-0.069
7	273.06	287.99	-14.93***	.001	-0.059
8	273.09	283.01	-9.92**	.036	-0.039
<i>Sample size</i>	3,274	3,264			
Whether current child support orders are burdensome (orders greater than 50 percent of earnings) during first year after random assignment					
	53.19%	57.18%	-3.99***	.000	-0.098
<i>Sample size</i>	4,857	4,835			
Whether current child support orders are burdensome (orders greater than 50 percent of earnings) during second year after random assignment					
	47.24%	47.63%	-0.39	.779	-0.010
<i>Sample size</i>	3,274	3,263			
<b>Child support arrears (additional domain)</b>					
Balance of arrears owed at end of Month 12 <sup>b</sup>					
	\$17,612.00	\$17,541.00	70.69	.860	0.003
<i>Sample size</i>	4,299	4,292			
Balance of family-owned arrears owed at end of Month 12 <sup>c</sup>					
	\$12,172.00	\$12,056.00	115.93	.751	0.007
<i>Sample size</i>	2,907	2,899			
Balance of state-owned arrears owed at end of Month 12 <sup>c</sup>					
	\$1,936.74	\$2,047.37	-110.63	.257	-0.027
<i>Sample size</i>	2,907	2,899			
Balance of arrears owed at end of Month 24 <sup>b</sup>					
	\$20,113.66	\$20,926.87	-813.21*	.090	-0.031
<i>Sample size</i>	3,544	3,527			
Balance of family-owned arrears owed at end of Month 24 <sup>c</sup>					
	\$14,424.16	\$14,750.55	-326.39	.465	-0.017
<i>Sample size</i>	2,415	2,402			
Balance of state-owned arrears owed at end of Month 24 <sup>c</sup>					
	\$2,104.22	\$2,421.24	-317.02***	.007	-0.071
<i>Sample size</i>	2,415	2,402			

**Source:** Administrative data from CSPED grantees and from National Directory of New Hires.

**Notes:** Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Impact estimates are calculated using a weighted average of grantee-level impacts in which all grantees are weighted equally. Outcomes based on quarters use calendar quarters.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

<sup>a</sup>Child support outcomes from administrative data are based on the 9,703 participants for whom administrative data were available.

<sup>b</sup>Data not available for Colorado.

<sup>c</sup>Data not available for California, South Carolina, or Tennessee.

One of the goals of CSPED was to ensure that current child support orders were consistent with noncustodial parents' ability to pay. As such, all grantees were expected to review participants' current child support orders and request order modifications if appropriate. Given this emphasis on order modification, and the low earnings of most participants, it is not surprising that CSPED reduced current child support orders. Although not a confirmatory outcome, the percentage of noncustodial parents with burdensome current child support orders (defined as orders totaling more than 50 percent of their earnings) as indicated by administrative data was reduced by 3.9 percentage points in the first year (53.2 percent of those with extra services and 57.2 percent of those with regular services), as shown in Table 8. There was no impact in the second year.

Table 8 also shows the impact of CSPED on measures of arrears, an additional outcome related to child support orders at 12 and 24 months after random assignment, calculated using administrative data. At 24 months, CSPED reduced total arrears by 3.9 percent ( $p < .10$ ) and arrears owed to the state by 13.1 percent. There was no impact on arrears owed to the family at 12 or 24 months and no impact on total or state-owed arrears at 12 months. The reduction in state-owed arrears was expected, even in the absence of changes in orders or payments, in that OCSE encouraged CSPED grantees to negotiate such reductions in exchange for successful program outcomes.

- **CSPED led to a small reduction in current child support payments, about \$4 to \$6 per month.**

Analysis of administrative data shows that CSPED led to a reduction ( $p < .10$ ) of \$4 and \$6 a month in payments in each of the two years, respectively (Table 9). This represents a smaller reduction in payments than the reduction in child support orders. Noncustodial parents in the extra services group had average monthly child support payments of \$111 in the first year and \$116 in the second year after random assignment, compared to average payments of \$115 and \$123 in the first and second years, respectively, for those in the regular services group. The negative impact on payments in the first year is not robust to adjustment for multiple comparisons; the negative impact in the second year is robust to multiple comparisons.



**Table 9. Impact of CSPED on current support payments**

Outcome <sup>a</sup>	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>Current support payments (confirmatory outcome)</b>					
Average monthly current payments during first year after random assignment	\$110.50	\$114.92	-4.42*	.053	-0.031
<i>Sample size</i>	<i>4,860</i>	<i>4,843</i>			
Average monthly current payments during second year after random assignment	\$116.47	\$122.67	-6.20*	.086	-0.038
<i>Sample size</i>	<i>3,274</i>	<i>3,264</i>			

**Source:** Administrative data from CSPED grantees.

**Notes:** Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Impact estimates are calculated using a weighted average of grantee-level impacts in which all grantees are weighted equally.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

<sup>a</sup>Child support outcomes from administrative data are based on the 9,703 participants for whom administrative data were available.

As noted, data on child support payments in Colorado included arrears as well as current support. Because the data do not allow us to measure payments on just current support for this grantee, or to create a proxy, we also estimate outcomes without Colorado. As reported in Appendix B, excluding Colorado, the impact on payments is no longer statistically significant.

Estimated impacts on secondary outcomes (i.e., alternative measures of confirmatory outcomes) related to child support payments are reported in Table 10. Quarterly measures of child support payments show a significant negative impact only in the first ( $p < .10$ ), third ( $p < .10$ ) and seventh quarters. There was no impact on the likelihood of any payment on current support in the first or second year after random assignment. Considering total child support payments (on current support and arrears), we find no impact in the first year, and an estimated decline of \$12 per month in the second year ( $p < .10$ ). We also estimated impacts on payments through income withholding in the first and second years, and on (an additional domain) the frequency of payments in each year, and find no impacts. Finally, whereas we rely on administrative data measures of formal child support, we also estimated impacts on participants’ survey reports of their total contribution, including formal, informal, and noncash support, which was not significantly affected by CSPED.

**Table 10. Impact of CSPED on child support payments and frequency**

Outcome <sup>a</sup>	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>Secondary outcomes in child support payments</b>					
Average monthly amounts of current child support payments during each quarter of first year after random assignment					
1	\$101.80	\$106.25	-4.46*	.084	-0.030
2	117.35	118.83	-1.48	.612	-0.009
3	115.04	120.30	-5.26*	.076	-0.031
4	118.68	123.54	-4.86	.113	-0.027
<i>Sample size</i>	4,860	4,843			
Average monthly amounts of current child support payments during each quarter of second year after random assignment					
5	\$117.97	\$124.21	-6.24	.128	-0.035
6	118.53	123.81	-5.28	.217	-0.029
7	114.53	123.33	-8.80**	.035	-0.048
8	115.16	118.27	-3.12	.451	-0.017
<i>Sample size</i>	3,274	3,264			
Whether any current support payments during first year after random assignment					
	83.00%	83.12%	-0.12	.877	-0.005
<i>Sample size</i>	4,860	4,843			
Whether any current support payments during second year after random assignment					
	76.08%	76.43%	-0.35	.771	-0.012
<i>Sample size</i>	3,274	3,264			
Average monthly total child support payments (current and arrears) during first year after random assignment <sup>b</sup>					
	\$170.77	\$175.58	-4.82	.226	-0.023
<i>Sample size</i>	4,114	4,096			
Average monthly total child support payments (current and arrears) during second year after random assignment <sup>b</sup>					
	\$190.94	\$203.28	-12.33*	.050	-0.047
<i>Sample size</i>	2,771	2,764			
Amount of reported total contributions to children (formal, informal cash, and informal noncash support) during 30 days prior to follow-up survey (survey)					
	\$692.79	\$667.29	25.50	.228	0.037
<i>Sample size</i>	2,146	2,029			
Average monthly current child support payments made through wage withholding during first year after random assignment <sup>c</sup>					
	\$71.48	\$69.13	2.35	.341	0.020
<i>Sample size</i>	3,106	3,102			
Average monthly current child support payments made through wage withholding during second year after random assignment <sup>c</sup>					
	\$76.25	\$81.09	-4.84	.186	-0.036
<i>Sample size</i>	2,146	2,147			

(table continues)

**Table 10. Impact of CSPED on child support payments and frequency (continued)**

Outcome <sup>a</sup>	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>Child support frequency (additional domain)</b>					
Number of months out of first year after random assignment in which there is any payment for current support	5.38	5.36	0.02	.830	0.004
<i>Sample size</i>	4,860	4,843			
Number of months out of second year after random assignment in which there is any payment for current support	5.53	5.46	0.07	.595	0.015
<i>Sample size</i>	3,274	3,264			

**Source:** Administrative data from CSPED grantees (except as noted).

**Notes:** Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Impact estimates are calculated using a weighted average of grantee-level impacts in which all grantees are weighted equally. Outcomes based on quarters use calendar quarters.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

<sup>a</sup>Child support outcomes from administrative data are based on the 9,703 participants for whom administrative data were available.

<sup>b</sup>Data not available for Colorado.

<sup>c</sup>Data not available for Colorado, South Carolina, or Tennessee.

- **CSPED had no effect on the confirmatory measure of child support compliance.**

Based on administrative data, we found no impact of CSPED on the overall compliance rate in either the first or second year, as shown in Table 11. Both those in the extra services group and those in the regular services group paid about 37 percent of their current support order in the first year. In the second year, noncustodial parents in both groups paid 46-47 percent of their current child order. These differences are not statistically significant.

**Table 11. Impact of CSPED on compliance with current child support orders**

Outcome <sup>a</sup>	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>Compliance with current child support orders (confirmatory outcome)</b>					
Total current child support payments divided by total current child support orders during first year after random assignment	36.91%	36.75%	0.16	.794	0.005
<i>Sample size</i>	4,860	4,843			
Total current child support payments divided by total current child support orders during second year after random assignment	46.73%	45.99%	0.74	.478	0.020
<i>Sample size</i>	3,274	3,264			

**Source:** Administrative data from CSPED grantees.

**Notes:** Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Impact estimates are calculated using a weighted average of grantee-level impacts in which all grantees are weighted equally.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

<sup>a</sup>Child support outcomes from administrative data are based on the 9,703 participants for whom administrative data were available.

Given data limitations for Colorado, we also estimate compliance without Colorado and, as shown in Appendix B, find similar results—no impacts on compliance in the first or the second year.

In addition to the primary confirmatory outcome of compliance in the first and second years, we estimated impacts for the secondary outcomes of compliance in each quarter, as shown in Table 12. We found compliance was one to two percentage points higher in the second quarter (41.6 percent for the extra services group and 40.0 percent for the regular services group) and the fourth quarter (45.5 percent and 44.1 percent, respectively,  $p < .10$ ). There was no impact in any of the other six quarters. In the results without Colorado, the positive impact in the second quarter remains significant ( $p < .10$ ) but there is no impact in the fourth quarter.

**Table 12. Impact of CSPED on child support compliance**

Outcome <sup>a</sup>	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>Secondary outcomes in child support compliance</b>					
Total current payments divided by current orders during each quarter of first year after random assignment					
1	34.43%	35.15%	-0.72	.332	-0.020
2	41.64	39.98	1.66**	.044	0.042
3	43.17	42.22	0.95	.262	0.023
4	45.52	44.08	1.44*	.095	0.035
<i>Sample size</i>	4,860	4,843			
Total current payments divided by current orders during each quarter of second year after random assignment					
5	47.36%	46.74%	0.62	.608	0.015
6	48.61	47.97	0.65	.592	0.015
7	49.28	49.37	-0.09	.939	-0.002
8	50.05	50.20	-0.15	.899	-0.003
<i>Sample size</i>	3,274	3,264			

**Source:** Administrative data from CSPED grantees (except as noted).

**Notes:** Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Impact estimates are calculated using a weighted average of grantee-level impacts in which all grantees are weighted equally. Outcomes based on quarters use calendar quarters.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

<sup>a</sup>Child support outcomes from administrative data are based on the 9,703 participants for whom administrative data were available.

- **CSPED increased satisfaction with child support services.**

The 12-month follow-up survey shows that CSPED had strong and positive impacts on the extent to which noncustodial parents agreed or strongly agreed that they were satisfied with child support services. As shown in Table 13, 67.6 percent of participants receiving extra services said they agreed or strongly agreed with the following statement: “I am satisfied with the experiences

I have had with the child support program since [random assignment date].” In contrast, only 46.2 percent of the participants receiving regular services said they agreed or strongly agreed with this statement. Improving noncustodial parents’ view of the child support program was a central element of the CSPED model (see Appendix C), reflecting concerns that low satisfaction with the child support program reduces cooperation and increases enforcement costs.

**Table 13. Impact of CSPED on satisfaction with child support services**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>Satisfaction with child support services (confirmatory outcome)</b>					
Agrees or strongly agrees: <i>Satisfied with child support services</i>	67.59%	46.19%	21.39***	.000	0.538
<i>Sample size</i>	2,189	2,089			

**Source:** CSPED survey data.

**Notes:** Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Impact estimates are calculated using a weighted average of grantee-level impacts in which all grantees are weighted equally.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

Secondary measures, also based on the 12-month follow-up survey, reported in Table 14 show consistently higher satisfaction with child support services across several areas. Those in the extra services group were more likely to agree or strongly agree that the child support program treated them fairly (68.2 percent versus 53.0 percent); helped them provide support to their children (57.2 percent versus 44.4 percent); helped their relationship with their children (50.8 percent versus 33.7 percent); and even helped in their relationship with the custodial parent (37.7 percent versus 25.5 percent).

**Table 14. Impact of CSPED on secondary outcomes in satisfaction with child support outcomes**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
Agrees or strongly agrees: <i>Program treated participant fairly when setting child support order</i>	68.16%	53.01%	15.15***	.000	0.388
<i>Sample size</i>	2,161	2,066			
Agrees or strongly agrees: <i>Program helped participant have a better relationship with mother (or father) of child(ren)</i>	37.68%	25.48%	12.19***	.000	0.345
<i>Sample size</i>	2,161	2,065			
Agrees or strongly agrees: <i>Program helped participant provide financial support to child(ren)</i>	57.15%	44.36%	12.78***	.000	0.312
<i>Sample size</i>	2,162	2,065			
Agrees or strongly agrees: <i>Program helped participant have good relationships with child(ren)</i>	50.81%	33.73%	17.08***	.000	0.429
<i>Sample size</i>	2,163	2,066			

**Source:** CSPED survey data.

**Notes:** Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Impact estimates are calculated using a weighted average of grantee-level impacts in which all grantees are weighted equally. Outcomes based on quarters use calendar quarters.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

## Labor Market Impacts

CSPED aimed to improve noncustodial parent employment and earnings, particularly in the formal labor market, which enables the possibility of withholding child support from the noncustodial parent’s paycheck, and would be expected to support CSPED’s central goal, increasing reliable child support payments.

For employment and earnings measures, we use two distinct sources of information. Administrative data come from the National Directory of New Hires (NDNH), which includes employer-reported data for wage and salary workers covered by the UI system. These records do not include employment and earnings from certain types of employers (e.g., some religious institutions, some governments) nor for certain types of workers (self-employed and some independent contractors). Moreover, they are records of formal employment and do not include those working informally or in illegal activities. The follow-up survey, in contrast, provides all employment sources (including formal and informal jobs, for all types of employers) but they are subject to survey nonresponse and respondent recall error. Using both sources reduces the chances of missing an impact of CSPED.

We examined three primary measures of program effectiveness in the employment domain: (1) total hours worked, (2) the number of months employed during the first year after random assignment, and (3) the number of quarters employed during the first eight calendar quarters

after random assignment. These first two measures relied on survey reports, while the third was based on administrative data.

Within the earnings domain, we examined three primary measures of total earnings, using different data sources and over different time periods: (1) using survey data, and covering the first year; (2) using administrative data, and covering the first year (more precisely, the first four calendar quarters after random assignment, which is considered the first year for these data); and (3) using administrative data, and covering the second year (the fifth through the eighth calendar quarters after random assignment).

Secondary measures included measures of any employment or earnings over different time periods, using administrative and survey data. In addition, total informal earnings in the first year after random assignment were examined using survey data. Additional domains were also examined related to noncustodial parent employment stability and job quality, using both sources of data.

- **CSPED had no effect on the confirmatory measures of participants’ employment.**

Comparing outcomes for the extra and regular services groups, CSPED had no significant impact on the amount of employment as measured by our three confirmatory employment outcomes (Table 15). Survey responses show that the average hours worked was very similar for the two research groups in the year after random assignment—a little over 1,000 for both groups. Both groups were employed, on average, 6.7 months out of 12 months. In addition, analysis of administrative data on employment indicated a similar pattern for the average number of quarters employed in the first two years after random assignment, roughly 4 out of 8 quarters.

**Table 15. Impact of CSPED on employment**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>NCP employment (confirmatory outcome)</b>					
Total hours worked during first year after random assignment	1030.32	1031.89	-1.56	.963	-0.002
<i>Sample size</i>	2,189	2,089			
Months employed during first year after random assignment	6.67	6.70	-0.02	.897	-0.004
<i>Sample size</i>	2,189	2,089			
Quarters employed during first two years after random assignment (administrative data on employment and earnings from NDNH)	4.34	4.25	0.09	.194	0.029
<i>Sample size</i>	3,457	3,446			

**Source:** CSPED survey data (except as noted).

**Notes:** Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Impact estimates are calculated using a weighted average of grantee-level impacts in which all grantees are weighted equally.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.



Analyses of secondary (non-confirmatory) measures of employment are shown on Table 16. Specifically, we find 77 percent of both groups reported in the survey that they were employed at some time during the one-year follow-up period. When examining monthly trends in the survey, we find a negative impact of CSPED on employment during the first month after study enrollment (37.5 percent versus 40.7 percent,  $p < .10$ ), but no other statistically significant impacts on the other months in the first year.

In contrast, using administrative data on employment, we find that those in the extra services group were more likely than those in the regular services group to have been employed at any time during the first two years after random assignment, although the difference was modest (81.4 percent versus 79.0 percent). We also find a positive impact of CSPED on employment in the first quarter (52.9 percent versus 51.3 percent,  $p < .10$ ), second quarter (54.5 percent versus 52.7 percent), and third quarter (55.5 percent versus 53.1 percent) after random assignment, but not in the final five quarters.

We also examine impacts on two additional domains related to employment: stability, as measured in both administrative data and the survey by length of employment spells; and job quality, as measured in the survey by being employed with benefits, such as sick days, vacation, and health insurance. None of these measures show statistically significant impacts.

**Table 16. Impact of CSPED on other measures of employment**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>Secondary outcomes for NCP employment</b>					
Whether employed during each month of first year after random assignment (survey)					
1	37.45%	40.79%	-3.34*	.058	-0.085
2	43.23	44.45	-1.23	.494	-0.030
3	47.12	47.62	-0.50	.780	-0.012
4	50.98	50.85	0.13	.942	0.003
5	54.18	53.21	0.97	.581	0.024
6	55.65	55.43	0.23	.897	0.006
7	58.01	58.01	0.00	1.000	0.000
8	61.31	60.90	0.41	.813	0.010
9	63.32	62.31	1.01	.550	0.026
10	65.32	63.99	1.34	.424	0.035
11	65.49	65.47	0.03	.987	0.001
12	66.70	67.03	-0.33	.846	-0.009
<i>Sample size</i>	2,101	2,020			
Whether employed at any time during first year after random assignment (survey)					
	77.30%	76.74%	0.56	.702	0.019
<i>Sample size</i>	2,110	2,025			
Whether employed during each quarter					
1	52.89%	51.26%	1.63*	.081	0.040
2	54.52	52.73	1.79*	.057	0.044
3	55.53	53.14	2.39**	.012	0.058
4	54.89	53.46	1.43	.128	0.035
<i>Sample size</i>	5,086	5,072			
Whether employed during each quarter					
5	54.44%	54.53%	-0.10	.936	-0.002
6	54.65	54.06	0.59	.618	0.014
7	54.85	54.18	0.68	.565	0.017
8	53.73	53.52	0.21	.859	-0.005
<i>Sample size</i>	3,460	3,452			
Employed at any time during the first and second year after random assignment					
	81.36%	79.04%	2.32**	.015	0.088
<i>Sample size</i>	3,457	3,446			
<b>NCP employment stability (additional domain)</b>					
Number of months of longest employment spell across all employers during first year after random assignment (survey)					
	6.18	6.26	-0.08	.652	-0.016
<i>Sample size</i>	2,049	1,965			
Number of quarters of longest employment spell during first two years after random assignment					
	3.91	3.85	0.05	.417	0.018
<i>Sample size</i>	3,457	3,446			
<b>NCP job quality (additional domain)</b>					
Months in first year employed in jobs with benefits (survey)					
	3.03	2.83	0.202	.208	0.046
<i>Sample size</i>	2,046	1,958			
Months in first year employed in jobs that provided health insurance to children (survey)					
	0.65	0.55	.1	.219	0.042
<i>Sample size</i>	2,054	1,980			

**Source:** Administrative data on employment and earnings from National Directory of New Hires (except as noted).

**Notes:** Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Impact estimates are calculated using a weighted average of grantee-level impacts in which all grantees are weighted equally.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

- **CSPED increased participants’ earnings by about 4 percent in the first year, based on administrative data. CSPED has no significant effect on earnings in the first year, based on survey data.**

Based on administrative data, noncustodial parents in the extra services group earned an average of \$9,344 in the first year, \$359 more than the average of \$8,986 for those in the regular services group ( $p < .10$ , Table 17). This impact represents a 4 percent increase in earnings and is not robust to adjustment for multiple comparisons (see Cancian et al., 2019). There is no impact on earnings in the second year: noncustodial parents in both research groups earned just over \$11,000. Based on the 12-month follow-up survey, noncustodial parents in both groups earned over \$12,000; the two groups were not statistically significantly different.

**Table 17. Impact of CSPED on earnings**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>NCP earnings (confirmatory outcome)</b>					
Total earnings during first year after random assignment (survey)	\$12,785.25	\$12,295.53	489.72	.337	0.032
<i>Sample size</i>	<i>2,189</i>	<i>2,089</i>			
Total earnings during first year after random assignment	\$9,344.23	\$8,985.73	358.50*	.085	0.029
<i>Sample size</i>	<i>5,083</i>	<i>5,067</i>			
Total earnings during second year after random assignment	\$11,131.61	\$11,155.54	-23.93	.939	-0.002
<i>Sample size</i>	<i>3,460</i>	<i>3,451</i>			

**Source:** Administrative data on employment and earnings from National Directory of New Hires (except as noted).  
**Notes:** Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Impact estimates are calculated using a weighted average of grantee-level impacts in which all grantees are weighted equally.  
 \*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

We also examine other (non-confirmatory) measures of earnings, as shown in Table 18. We find a positive impact of CSPED on survey-based earnings during the tenth month after study enrollment, but no statistically significant impacts in the other eleven months of the first year. We also find a significantly positive impact of CSPED on earnings in the second and fourth quarters after study enrollment using administrative data, but no other statistically significant impacts in the other six quarters during the two-year follow-up period. The final measure of earnings that we examine is the amount of formal and informal earnings reported during the first year in the follow-up survey; CSPED had no impact on either measure.

**Table 18. Impact of CSPED on other measures of earnings**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>Secondary outcomes for NCP earnings</b>					
Earnings each month in first year after random assignment (survey)					
1	\$600.58	\$652.06	-51.48	.183	-0.046
2	742.01	741.80	0.21	.996	0.000
3	821.13	805.91	15.22	.716	0.012
4	909.34	875.95	33.39	.438	0.026
5	976.94	921.14	55.79	.200	0.044
6	1,015.20	961.21	54.00	.218	0.043
7	1,060.57	1,010.90	49.67	.264	0.039
8	1,125.99	1,067.69	58.30	.191	0.045
9	1,160.22	1,097.89	62.33	.160	0.048
10	1,206.18	1,116.78	89.40**	.045	0.069
11	1,215.77	1,152.72	63.05	.159	0.048
12	1,220.99	1,117.30	47.69	.286	0.037
<i>Sample size</i>	<i>1,963</i>	<i>1,905</i>			
Earnings from formal jobs in first year after random assignment (survey)	\$12,164.44	\$11,642.13	522.31	.263	.039
<i>Sample size</i>	<i>1,930</i>	<i>1,869</i>			
Earnings from informal jobs in first year after random assignment (survey)	\$138.47	\$155.63	-17.17	.571	-0.022
<i>Sample size</i>	<i>2,138</i>	<i>2,041</i>			
Earnings during follow-up quarter					
1	\$1,931.39	\$1,848.48	82.91	.149	0.025
2	2,382.31	2,255.61	126.70*	.054	0.034
3	2,507.94	2,459.38	48.56	.471	0.012
4	2,658.88	2,504.78	154.11**	.024	0.040
<i>Sample size</i>	<i>5,086</i>	<i>5,072</i>			
Earnings during follow-up quarter					
5	\$2,745.82	\$2,670.54	84.29	.354	0.021
6	2,851.86	2,752.49	99.38	.276	0.024
7	2,829.50	2,881.15	-51.65	.587	-0.012
8	2,938.99	2,982.64	-43.65	.662	-0.010
<i>Sample size</i>	<i>3,460</i>	<i>3,452</i>			

**Source:** Administrative data on employment and earnings from National Directory of New Hires (except as noted).

**Notes:** Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Impact estimates are calculated using a weighted average of grantee-level impacts in which all grantees are weighted equally.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

## Parenting Impacts

The confirmatory outcome in the parenting area was noncustodial parents’ sense of responsibility for their children. As mentioned above, this was an explicit CSPED goal, and it is also considered important because it may lead to increased reliable child support payments, the ultimate goal. We also examined four additional parenting-related domains: (1) contact with children, (2) confidence in parenting skills and quality of parenting, (3) quality of relationship with children, and (4) the co-parenting relationship(s) with custodial parent(s). All of the parenting program’s curricula included these areas. All parenting measures come from the 12-month follow-up survey.

- **CSPED increased noncustodial parents’ sense of responsibility for children.**

Noncustodial parents’ sense of responsibility was measured by a four-item index of noncustodial parent attitudes, regarding the importance for parents who live apart from their children to: (1) support their children financially, (2) be involved in their children’s lives, (3) provide financial support for their children even if the custodial parent has a new partner, and (4) provide financial support for their children even if the custodial parent has a child with a new partner.<sup>41</sup> Those in the regular services group responded on the 12-month follow-up survey that these items were important, with an average score of 4.22 on a 5-point scale in which 5 is “extremely important” (Table 19). Noncustodial parents in the extra services group had an even more positive attitude toward supporting children, with an average score of 4.27, for an effect size (standard deviation unit) difference of .08 standard deviations.

**Table 19. Impact of CSPED on sense of responsibility for children**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>Sense of responsibility for children (confirmatory outcome)</b>					
Index of attitudes toward importance of parental support and involvement with children	4.27	4.23	0.05**	.018	0.081
<i>Sample size</i>	2,185	2,088			

**Source:** CSPED 12-month follow-up survey data.

**Notes:** Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Impact estimates are calculated using a weighted average of grantee-level impacts in which all grantees are weighted equally.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

Based on 12-month follow-up survey data, we also examined each of the component measures of sense of responsibility for children. Noncustodial parents in the extra services group had a more positive attitude toward the importance of parents living apart to be involved in children’s lives, and being required to provide financial support for their children even if the custodial parent has a new partner ( $p < .10$ ); there was no impact on either of the other component measures (Table 20).

<sup>41</sup>These questions are adapted from the Fragile Families and Child Wellbeing Study. Please see technical supplement for further information.

**Table 20. Impact of CSPED on other parenting outcomes**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>Secondary outcomes for <i>Sense of responsibility for children</i></b>					
Attitude towards the importance of parents who live apart to support their children financially <i>Sample size</i>	4.40 2,175	4.37 2,077	0.02	.425	0.027
Attitude towards the importance for parents living apart to be involved in children's lives <i>Sample size</i>	4.66 2,180	4.61 2,086	0.05**	.026	0.074
Attitude towards even if custodial parent has a new partner, NCP should be required to pay child support <i>Sample size</i>	3.96 2,151	3.89 2,062	0.07*	.079	0.063
Attitude towards even if NCP has a child with a new partner, NCP should still be required to pay child support to previous children <i>Sample size</i>	4.07 2,149	4.02 2,063	0.05	.202	0.047
<b>Contact with children (additional domain)</b>					
Days with any contact during 30 days prior to follow-up survey, averaged across all children <i>Sample size</i>	14.89 2,186	14.13 2,086	0.76**	.013	0.079
Days with any contact during 30 days prior to follow-up survey, averaged across nonresident children <i>Sample size</i>	12.77 1,912	11.80 1,807	0.96***	.007	0.097
Days with any contact during 30 days prior to follow-up survey, averaged across resident children <i>Sample size</i>	26.57 592	25.88 585	0.70	.182	0.090
Satisfied with frequency averaged across all children <i>Sample size</i>	30.11% 2,167	31.30% 2,052	-1.08	.401	-0.028
Satisfied with frequency averaged across nonresident children <i>Sample size</i>	26.45% 1,754	26.41% 1,664	0.04	.977	0.001
Satisfied with frequency averaged across resident children <i>Sample size</i>	47.99% 499	46.17% 491	1.82	.623	0.044
<b>NCP confidence in parenting skills/ability (additional domain)</b>					
Self-assessment of parenting quality, averaged across all focal children <i>Sample size</i>	4.11 2,092	4.07 2,007	0.04	.161	0.044
Self-assessment of parenting quality, averaged across focal nonresident children <i>Sample size</i>	3.94 1,819	3.89 1,715	0.05	.104	0.055

(table continues)

**Table 20. Impact of CSPED on other parenting outcomes (continued)**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
Self-assessment of parenting quality, averaged across focal resident children	4.69	4.67	0.02	.517	0.044
<i>Sample size</i>	529	516			
<b>Quality of NCP relationship with children (additional domain)</b>					
Self-assessment of quality of relationship with each child, averaged across all children	4.27	4.27	0.00	.968	0.001
<i>Sample size</i>	2,184	2,085			
Self-assessment of quality of relationship with each child, averaged across nonresident children	4.19	4.17	0.03	.425	0.029
<i>Sample size</i>	1,908	1,805			
Self-assessment of quality of relationship with each child, averaged across resident children	4.66	4.64	0.02	.586	0.038
<i>Sample size</i>	592	584			
Average days of monitoring/responsibility, during 30 days prior to follow-up survey, averaged across all focal children	3.53	3.74	-0.21	.371	-0.032
<i>Sample size</i>	2,085	1,994			
Average days of monitoring/responsibility, during 30 days prior to follow-up survey, averaged across resident focal children	9.90	9.44	0.46	.664	0.042
<i>Sample size</i>	527	508			
Average days of monitoring/responsibility, during 30 days prior to follow-up survey, averaged across nonresident focal children	2.26	2.38	-0.13	.562	-0.023
<i>Sample size</i>	1,813	1,708			
Index of parenting activities, averaged across all focal children <sup>a</sup>	8.92	8.87	0.05	.864	0.006
<i>Sample size</i>	1,961	1,891			
Index of parenting activities, averaged across all resident focal children <sup>a</sup>	19.36	20.1	-0.74	.319	-0.09
<i>Sample size</i>	474	477			
Index of parenting activities, averaged across all nonresident focal children <sup>a</sup>	7.41	7.02	0.39	.204	0.05
<i>Sample size</i>	1,665	1,581			
Index of parental warmth, averaged across all focal children <sup>a</sup>	9.55	9.46	0.08	.778	0.009
<i>Sample size</i>	1,941	1,865			
Index of parental warmth, averaged across all resident focal children <sup>a</sup>	20.14	20.31	-0.17	.834	-0.018
<i>Sample size</i>	447	459			

(table continues)



**Table 20. Impact of CSPED on other parenting outcomes (continued)**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
Index of parental warmth, averaged across all nonresident focal children <sup>a</sup>	7.41	7.02	0.39	.204	0.05
<i>Sample size</i>	1,665	1,581			
Index of harsh discipline strategies, averaged across all focal children <sup>a</sup>	0.52	0.64	-0.12*	.055	-0.062
<i>Sample size</i>	1,940	1,867			
Index of harsh discipline strategies, averaged across all resident focal children <sup>a</sup>	2.43	2.84	-0.41	.250	-0.093
<i>Sample size</i>	438	448			
Index of harsh discipline strategies, averaged across all nonresident focal children <sup>a</sup>	0.53	0.58	-0.06	.350	-0.037
<i>Sample size</i>	1,660	1,576			
<b>Quality of NCP/CP co-parenting relationship(s) (additional domain)</b>					
Self-assessment of NCP and CP as a parenting team, averaged across all CPs	3.30	3.31	-0.01	.812	-0.008
<i>Sample size</i>	2,173	2,069			

Source: CSPED survey data.

Notes: Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Impact estimates are calculated using a weighted average of grantee-level impacts in which all grantees are weighted equally. Residency status of children is determined by the NCP report at baseline of the number of overnights in the last 30 days.

<sup>a</sup>Asked only to respondents that had spent time, in person, with the child in the past 30 days.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

The level of contact with nonresident children is an important domain, though it is not a confirmatory outcome. In the follow-up survey, noncustodial parents reported the number of days of contact out of the last 30; we measured this for all children, and separately for children who were co-resident or nonresident at the time of random assignment. CSPED increased the days of contact between noncustodial parents across all children (14.9 days versus 14.1 days) (Table 20). Considering impacts on contact with resident and nonresident children, separately, CSPED increased contact with children who were not residing with the noncustodial parent at random assignment and (12.8 days versus 11.8 days) but not among those co-resident at random assignment (26.6 days versus 25.9 days).

Another dimension related to contact was whether the noncustodial parent was satisfied with the amount of contact. We based this on study participants' reports on the 12-month follow-up survey of whether they spent as much time as they would like with each sibling group of their children over the past 30 days.<sup>42</sup> CSPED had no impact on this outcome.

Other measures of parenting, gathered through the 12-month follow-up survey, are also shown in Table 20. CSPED resulted in a decrease ( $p < .10$ ) in noncustodial parent use of harsh discipline strategies (0.52 days using harsh discipline in the last month for the extra services group and 0.64 days for the regular services group), but had no impact on days of monitoring/responsibility, parenting activities, parental warmth, or confidence in parenting skills and ability, whether considering all children, those resident at random assignment, or those nonresident at random assignment. CSPED had no impact, neither on the noncustodial parent's self-assessment of the quality of their relationships with their children, nor the co-parenting relationship with the custodial parents.

## Other Impacts on Noncustodial Parents

In addition to examining confirmatory measures in child support, the labor market, and parenting, we also examined other potential impacts on noncustodial parents. We consider four domains, none of which have confirmatory measures: criminal justice involvement; emotional well-being (including measures of locus of control and depression); economic well-being (including measures of economic hardship, housing instability, having a bank account, and estimated total personal income); and use of public benefits (SNAP; Temporary Assistance for Needy Families, TANF; UI; and Medicaid).<sup>43</sup>

- **CSPED had no impact on criminal justice involvement.**

CSPED programs might reduce the likelihood of noncustodial parents' criminal justice involvement by reducing the risk of involvement related to child support enforcement or by helping them attain economic stability. Measures of criminal justice involvement come from

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<sup>42</sup>These questions are drawn from the Fragile Families and Child Wellbeing Study.

<sup>43</sup>We measured annual SNAP, TANF, and UI benefit amounts, as well as months of Medicaid participation, in all grantees that provided administrative data. (See technical supplement [Cancian et al., 2019] for further details on data sources and availability and variation on measures across grantees.)

self-reports in the follow-up survey and from administrative records in some grantees.<sup>44</sup> In the survey, we find no significant difference in whether noncustodial parents were arrested, convicted, or incarcerated (Table 21). Using administrative data, there are no differences in the number of times arrested or convicted in either the first or second year. Finally, in administrative data, we are able to measure the length of state prison spells in six grantees, and the length of local jail spells only in Wisconsin. None of these measures show impacts of CSPED.

- **CSPED had no impact on noncustodial parents' emotional well-being.**

Struggling to maintain employment and meet financial obligations, including child support obligations, can negatively affect an individual's emotional well-being and introduce strain in family relationships. CSPED programs may have improved emotional well-being by relieving some of the economic stressors, as well as through improved family relationships due to parenting services. In terms of emotional well-being, we examine both depression (measured with the eight-item Patient Health Questionnaire depression scale, PHQ-8) and five questions that measure the amount of control noncustodial parents feel they have in their own life, using 12-month follow up survey data (see the technical supplement [Cancian et al., 2019] for details). CSPED had no impact on either measure (see Table 22).

- **CSPED improved three of the five measures of noncustodial parents' economic well-being.**

To measure economic well-being, we consider five outcomes derived from the 12-month follow-up survey and administrative data: (1) noncustodial parent economic hardship scale; (2) noncustodial parent housing instability; (3) whether a noncustodial parent had a bank account; and (4 and 5) noncustodial parent income in the first year and the second year after enrollment (Table 22).

Our economic hardship scale contains six items; for example, noncustodial parents report whether they cut the size of meals or skipped meals because they could not afford enough food. CSPED had no effect on this scale.

In contrast, CSPED participants were more likely to have a bank account (37.4 percent versus 31.9 percent); and less likely to experience housing instability (1.1 moves in the last year versus 1.2,  $p < .10$ ). Moreover, those in the extra services group had more personal income (the sum of earnings and public benefits) in the first year (\$10,741 versus \$10,312,  $p < .10$ ). We did not find an effect of CSPED on personal income in the second year.

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<sup>44</sup>Administrative data measures of criminal justice involvement were not available from all grantees. Data on arrests were available for five grantees (California, Ohio, South Carolina, Texas, and Wisconsin); data on convictions were available for five grantees (California, Colorado, Iowa, Texas, and Wisconsin); data on incarceration in state prisons were available for six grantees (all except California and Colorado); and data on incarceration in local jails were available only from Wisconsin. Data on arrests in Wisconsin include only those recorded in court records. Further detail is available in the technical supplement (Cancian et al., 2019).

**Table 21. Impact of CSPED on criminal justice involvement**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>Criminal justice (additional domain)</b>					
Number of times arrested for a crime during first year after random assignment <sup>a</sup>	0.32	0.33	-0.01	.558	-0.015
<i>Sample size</i>	2,940	2,935			
Number of times arrested for a crime during second year after random assignment <sup>a</sup>	0.63	0.64	-0.02	.668	-0.012
<i>Sample size</i>	1,982	1,983			
Number of times convicted of a crime during first year after random assignment <sup>b</sup>	0.17	0.18	0.00	.827	-0.005
<i>Sample size</i>	3,299	3,303			
Number of times convicted of a crime during second year after random assignment <sup>b</sup>	0.35	0.37	-0.02	.289	-0.027
<i>Sample size</i>	2,258	2,260			
Amount of days spent incarcerated in state prisons during first year after random assignment <sup>c</sup>	5.59	5.63	-0.04	.968	-0.001
<i>Sample size</i>	3,417	3,400			
Amount of days spent incarcerated in state prisons during second year after random assignment <sup>c</sup>	13.71	12.96	0.76	.763	0.01
<i>Sample size</i>	2,213	2,197			
Amount of days spent incarcerated in a county jail during first year after random assignment <sup>d</sup>	31.77	34.54	-2.76	.636	-0.029
<i>Sample size</i>	543	552			
Amount of days spent incarcerated in a county jail during first two years after random assignment <sup>d</sup>	52.07	50.62	1.45	.896	0.01
<i>Sample size</i>	369	377			
Ever arrested for a crime during first year after random assignment (survey)	23.22%	24.87%	-1.65	.281	-0.055
<i>Sample size</i>	2,148	2,057			
Ever convicted of a crime during first year after random assignment (survey)	9.70%	10.27%	-0.56	.601	-0.038
<i>Sample size</i>	2,147	2,056			
Ever incarcerated for a crime during first year after random assignment (survey)	8.19%	9.23%	-1.04	.307	-0.079
<i>Sample size</i>	2,147	2,056			

**Source:** Administrative data from CSPED grantees; national administrative data on employment and earnings from National Directory of New Hires; and Unemployment Insurance (UI) benefit data (except as noted).

**Notes:** Impacts are adjusted using a pooled regression controlling for participant's baseline characteristics. Impact estimates are calculated using a weighted average of grantee-level impacts in which all grantees are weighted equally. Outcomes from administrative data on earnings and UI benefits use calendar quarters.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

<sup>a</sup>Data not available for Colorado, Iowa, and Tennessee.

<sup>b</sup>Data not available for Ohio, South Carolina, and Tennessee.

<sup>c</sup>Data not available for California and Colorado.

<sup>d</sup>Data not available for California, Colorado, Iowa, Ohio, South Carolina, Tennessee, and Texas.

**Table 22. Impact of CSPED on emotional and economic well-being**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>NCP emotional well-being (additional domain)</b>					
Depressive symptoms scale (survey)	21.00	21.97	-0.96	.480	-0.035
<i>Sample size</i>	2,005	1,941			
Locus of control scale (survey)	3.67	3.62	0.04	.142	0.050
<i>Sample size</i>	2,157	2,061			
<b>NCP economic well-being (additional domain)</b>					
Economic hardship scale (survey)	0.49	0.50	0.00	.844	-0.007
<i>Sample size</i>	2,158	2,067			
Number of times moved in the last 12 months (survey)	1.11	1.23	-0.12*	.053	-0.065
<i>Sample size</i>	2,147	2,049			
Has a bank account (survey)	37.28%	31.88%	5.40***	.001	0.145
<i>Sample size</i>	2,142	2,048			
Estimated NCP gross personal income (earnings, TANF, SNAP, UI) during first year after random assignment <sup>a</sup>	\$10,740.77	\$10,311.83	428.94*	.051	0.035
<i>Sample size</i>	4,419	4,403			
Estimated NCP gross personal income (earnings, TANF, SNAP, UI) during second year after random assignment <sup>a</sup>	\$12,178.28	\$12,026.55	151.73	.647	0.011
<i>Sample size</i>	2,966	2,956			

**Source:** Administrative data from CSPED grantees; national administrative data on employment and earnings; and UI benefit data (except as noted).

**Notes:** Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Impact estimates are calculated using a weighted average of grantee-level impacts in which all grantees are weighted equally. Outcomes from administrative data on earnings and UI benefits use calendar quarters.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

<sup>a</sup>Data not available for California.

- **CSPED increased the amount of noncustodial parents’ SNAP and months of Medicaid participation in the second year after random assignment, but did not affect these outcomes in the first year or other measures of public benefit receipt.**

All grantees provided some administrative records of TANF benefits for noncustodial parents.<sup>45</sup> Records for SNAP and Medicaid were not available for all grantees.<sup>46</sup> UI benefit data were provided through the National Directory of New Hires and were available for all grantees.

<sup>45</sup>TANF benefits data were available only for California participants in the main county, Stanislaus. (See the technical supplement [Cancian et al., 2019] for further details.)

<sup>46</sup>SNAP benefits data were not available for California. Medicaid data were not available for California, Ohio, South Carolina, and Tennessee. (See technical supplement [Cancian et al., 2019] for further details.)

Noncustodial parents in the extra services group received more SNAP in the second year (Table 23). The average monthly benefits were \$99 for participants in the extra services group versus \$91 for participants in the regular services group ( $p < .10$ ). Participants in the extra services group also had more months of Medicaid participation in the second year. They averaged 4.8 months of Medicaid participation versus 4.5 months among those in the regular services group ( $p < .10$ ). These outcomes were not significant in the first year. Moreover, there were no impacts on TANF use or UI benefits. The increased SNAP benefits and Medicaid use in the second year are consistent with those in the extra services group being more engaged with service providers and becoming more knowledgeable about the benefits for which they were eligible over time.

**Table 23. Impact of CSPED on noncustodial parent use of public benefits**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>Noncustodial parent use of public benefits (additional domain)</b>					
Average monthly SNAP benefits during first year after random assignment <sup>a</sup>	\$112.32	\$108.04	4.28	.154	0.026
<i>Sample size</i>	4,422	4,409			
Average monthly SNAP benefits during second year after random assignment <sup>a</sup>	\$98.75	\$91.20	7.55*	.056	0.049
<i>Sample size</i>	2,966	2,957			
Average monthly TANF benefits during first year after random assignment <sup>b</sup>	\$9.78	\$10.26	-0.48	.599	-0.009
<i>Sample size</i>	5,086	5,075			
Average monthly TANF benefits during second year after random assignment <sup>b</sup>	\$7.93	\$7.52	0.41	.679	0.008
<i>Sample size</i>	3,460	3,452			
Average monthly UI benefits during first year after random assignment	\$16.79	\$16.28	0.50	.741	0.006
<i>Sample size</i>	5,085	5,071			
Average monthly UI benefits during second year after random assignment	\$10.41	\$9.49	0.91	.521	0.015
<i>Sample size</i>	3,460	3,452			
Total months of Medicaid participation during first year after random assignment <sup>c</sup>	5.06	4.91	0.15	.223	0.028
<i>Sample size</i>	2,680	2,678			
Total months of Medicaid participation during second year after random assignment <sup>c</sup>	4.78	4.49	0.28*	.064	0.055
<i>Sample size</i>	1,793	1,791			

**Source:** Administrative data from CSPED grantees; national administrative data on employment and earnings from National Directory of New Hires; and Unemployment Insurance (UI) benefit data (except as noted).

**Notes:** Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Impact estimates are calculated using a weighted average of grantee-level impacts in which all grantees are weighted equally. Outcomes from administrative data on earnings and UI benefits use calendar quarters.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

<sup>a</sup>Data not available for California.

<sup>b</sup>Data not available for California participants outside Stanislaus County.

<sup>c</sup>Data not available for California, Ohio, South Carolina, and Tennessee.

## Impacts on Custodial Parents

- **CSPED did not have impacts on measures of custodial parent outcomes.**

CSPED programs were targeted to noncustodial parents. However, if the behavior of noncustodial parents changes, this could affect custodial parents. Therefore, we examined potential effects on their child support received,<sup>47</sup> public benefits, and earnings using administrative data (Table 24). Across grantees for which data are available, we did not find an effect of CSPED on child support received, public benefits received, or earnings for custodial parents.<sup>48</sup>

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<sup>47</sup>The amount of child support received by the custodial parent was generally equal to the payment amount by the noncustodial parent except for amounts that were retained by the government, either to offset welfare expenditures or as fees. As of 2016, Iowa and Ohio retained all child support payments on behalf of TANF recipients. California passed through the first \$50 per month of current support to TANF recipients and retained the remainder; the policy in South Carolina and Texas was similar except the amount passed through was the first \$75 per month. Tennessee had a benefit schedule in TANF that was lower than its standard of need; child support amounts that “fill the gap” up to the standard of need were passed through to TANF families. Wisconsin passed through 75 percent of current support payments to TANF families, and Colorado passed through all current support payments as of January 2017 (National Conference of State Legislatures, <http://www.ncsl.org/research/human-services/state-policy-pass-through-disregard-child-support.aspx>). Child support collections on behalf of former TANF recipients are generally retained by the states.

<sup>48</sup>The impact on payments and receipts should be similar. CSPED showed a small negative impact on child support payments but no impact on child support receipts. This is primarily because Ohio, which showed the largest decline in payments, did not provide data on receipts.



**Table 24. Impact of CSPED on custodial parent child support received, public benefit use, and earnings**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>Child support received (additional domain)</b>					
Average monthly total child support received during first year after random assignment, totaled over all CPs associated with an NCP <sup>a</sup>	\$181.91	\$184.06	-2.14	.590	-0.010
<i>Sample size</i>	4,096	4,091			
Average monthly total child support received during second year after random assignment, totaled over all CPs associated with an NCP <sup>a</sup>	\$184.20	\$187.72	-3.52	.528	-0.015
<i>Sample size</i>	2,822	2,814			
<b>CP use of public benefits (additional domain)</b>					
Average monthly SNAP benefits during first year after random assignment, totaled over all CPs associated with an NCP <sup>b</sup>	\$356.37	\$347.73	8.64	.217	0.022
<i>Sample size</i>	4,422	4,409			
Average monthly SNAP benefits during second year after random assignment, totaled over all CPs associated with an NCP <sup>b</sup>	\$340.02	\$338.37	1.64	.853	0.004
<i>Sample size</i>	2,966	2,957			
Average monthly TANF benefits during first year after random assignment, totaled over all CPs associated with an NCP	\$49.43	\$48.56	0.87	.578	0.006
<i>Sample size</i>	5,086	5,075			
Average monthly TANF benefits during second year after random assignment, totaled over all CPs associated with an NCP	\$42.46	\$41.13	1.34	.527	0.010
<i>Sample size</i>	3,460	3,452			
Average monthly UI benefits during first year after random assignment, totaled over all CPs associated with an NCP	\$16.42	\$16.23	0.19	.905	0.002
<i>Sample size</i>	5,085	5,071			
Average monthly UI benefits during second year after random assignment, totaled over all CPs associated with an NCP	\$13.95	\$16.07	-2.12	.275	-0.024
<i>Sample size</i>	3,459	3,448			
Total months of Medicaid participation during first year after random assignment, totaled over all CPs associated with an NCP <sup>c</sup>	9.47	9.27	0.20	.350	0.020
<i>Sample size</i>	2,680	2,678			
Total months of Medicaid participation during second year after random assignment, totaled over all CPs associated with an NCP <sup>c</sup>	9.28	9.13	0.15	.579	0.014
<i>Sample size</i>	1,793	1,791			
<b>CP earnings (additional domain)</b>					
Total earnings during first year after random assignment, totaled over all CPs associated with an NCP	\$22,348.20	\$22,365.43	-17.23	0.973	-0.001
<i>Sample size</i>	5,085	5,074			
Total earnings during second year after random assignment, totaled over all CPs associated with an NCP	\$23,603.62	\$23,349.95	253.67	0.695	0.009
<i>Sample size</i>	3,460	3,452			

**Source:** Administrative data from CSPED grantees; administrative data on employment and earnings from National Directory of New Hires.

**Notes:** Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Impact estimates are calculated using a weighted average of grantee-level impacts in which all grantees are weighted equally. Outcomes from administrative data on earnings use calendar quarters. UI = Unemployment Insurance.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

<sup>a</sup>Data not available for Ohio and South Carolina.

<sup>b</sup>Data not available for California.

<sup>c</sup>Data not available for California, Ohio, South Carolina, and Tennessee.

## Separate Impacts for Grantees and Subgroups

### Grantees

The analyses presented thus far were generally based on data for all grantees. However, there were differences across grantees in context, population served, and program implementation (Noyes et al., 2018). We conducted grantee-level analyses for our 14 confirmatory outcomes to evaluate whether the program was successful in some locations and not others. To minimize the risk of highlighting impacts that could have occurred by chance given the number of tests we were conducting, before conducting the analyses, we determined that we would highlight only grantees that had a pattern of significant impacts, defined as impacts (at the  $p < .05$  level) in at least two domains, one of which was either compliance or payments.<sup>49</sup>

The impact of CSPED extra services on primary outcomes in key domains, by grantee, is summarized in Table 25. Only California and Ohio met the threshold for highlighting grantee-specific results. In California, CSPED reduced child support payments in the second year. Participants had higher satisfaction with child support services, and a stronger sense of responsibility for children. There was no impact on the other confirmatory outcomes. In Ohio, CSPED reduced child support orders and payments and participants reported higher satisfaction with child support services. There was no impact on the other confirmatory outcomes in Ohio.

### Subgroups

The CSPED program may have been effective for some subgroups and not others. We estimated the impact of CSPED on the 14 confirmatory outcomes for eight pre-determined subgroup categories,<sup>50</sup> to evaluate whether the program was successful for some subgroups and not others. To minimize the risk of highlighting impacts that could have occurred by chance given the number of tests we were conducting, before conducting the analyses, we determined that we would highlight only subgroups that had a pattern of significant impacts, defined as impacts (at the  $p < .05$  level) in at least two domains, one of which was either child support compliance or payments.

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<sup>49</sup>One complication created by grantee-level analyses is that there are smaller sample sizes, making it less likely to detect small effects. As detailed in the technical supplement (Cancian et al., 2019), we show only analyses on samples large enough to detect an effect of 0.25 standard errors, that is, 399 observations for most outcomes. This limits the results that can be shown for South Carolina (Appendix Table A.5). In addition, we examined whether the number of noncustodial parents who responded to the follow-up survey within each grantee meets standard criteria for response rates and differential response between the extra services and the regular services group. Those grantees that did not were subject to additional tests to ensure that the extra services group and regular service group were equivalent in earnings before study enrollment, number of children, and child support paid. These tests show that survey data from all grantees (except South Carolina) can be reported; however, the outcomes in Colorado and Tennessee have a moderate risk of attrition bias and should be treated with more caution.

<sup>50</sup>All subgroups had sufficient sample sizes to detect an effect of 0.25 standard errors.

**Table 25. Impact of CSPED on key domains, by grantee**

Outcome	CA	CO	IA	OH	SC	TN	TX	WI
<b>Child support compliance</b>								
Total current child support payments divided by total current child support orders during first year after random assignment	1.07	-1.28	-0.81	-1.88	1.11	-0.91	2.93	1.09
Total current child support payments divided by total current child support orders during second year after random assignment	-2.67	2.28	3.72	-2.9	4.13	-2.37	1.09	2.62
<b>Child support orders</b>								
Average monthly current child support orders during first year after random assignment	-4.85	-17.08*	-13.82*	-50.89***	-16.47*	-7.12	-7.34	0.56
Average monthly current child support orders during second year after random assignment	-7.07	-22.03*	-12.87	-71.73***	-3.79	2.94	-15.56	2.98
<b>Child support payments</b>								
Average monthly current child support payments during first year after random assignment	-5.54	-7.6	-4.9	-13.21***	-4.64	-6.72	1.37	5.91
Average monthly current child support payments during second year after random assignment	-21.16**	-8.81	2.58	-24.62***	-6.11	-6.03	7.66	6.87
<b>NCP satisfaction with child support services</b>								
Satisfaction with child support services (survey)	26.12***	23.84***	13.89***	25.17***	NA	33.39***	10.23*	17.75***
<b>NCP employment</b>								
Total hours worked during first year after random assignment (survey)	82.54	-80.05	-115.15	-13.37	NA	133.34	61.57	-103.69
Months employed during first year after random assignment (survey)	0.36	-0.46	0.17	-0.19	NA	0.70*	0.38	-0.14
Quarters employed during first two years after random assignment	0.09	0.09	0.52***	0.15	-0.03	0.08	-0.04	0.10
<b>NCP earnings</b>								
Total earnings during first year after random assignment (survey)	\$1,987.16	\$885.90	-2,531.78*	-552.10	NA	3,125.79**	1,116.07	-636.13
Total earnings during first year after random assignment	251.89	472.83	528.37	365.38	-144.32	478.94	178.84	736.03
Total earnings during second year after random assignment	-605.14	977.36	533.66	-880.22	-443.62	-449.52	-20.6	696.61
<b>Sense of responsibility for children</b>								
Index of attitudes toward importance of parental support and involvement with their children (survey)	0.10**	0.04	0.04	0.05	NA	0.08	0.01	-0.01

**Source:** Administrative data from CSPED grantees; administrative data on employment and earnings from National Directory of New Hires (except as noted).

**Notes:** Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Survey results for South Carolina are not shown because the sample size was not large enough to detect grantee-specific effects. There is a moderate risk of attrition bias in survey impacts for Tennessee and Colorado, and results for these grantees should be interpreted carefully. Outcomes from administrative data use calendar quarters.

\*\*\*/\*\*/\* Statistically significant positive impact at the .01/.05/.10 level, two-tailed test.

Of the eight categories considered—based on history of incarceration, employment, child support payments, and age of youngest child—none of the subgroups showed a distinct pattern of significant impacts. That is, none showed statistically significant (at  $p < .05$ ) effects in more than two domains, including either child support compliance or payments. Results are shown in Appendix Table D.1.

## Discussion

Many noncustodial parents face challenges getting and keeping jobs that pay wages high enough to support themselves and their children. These economic difficulties contribute to nonpayment of child support, which can trigger a variety of enforcement actions, including the suspension of driver's licenses and warrants for arrest. There is growing concern that these enforcement actions may be counterproductive: the lack of a license or interactions with the criminal justice system may make it even more difficult for a noncustodial parent to get or keep employment, leading to further difficulties with child support payments, creating a vicious cycle. Moreover, these enforcement actions contribute to some noncustodial parents' belief that the child support program is not "on their side," leading to lower levels of cooperation. Finally, the complex responsibilities of those who have had children in multiple families but do not have enough resources to provide for them all may lead to discouragement and further nonpayment.

With these issues in mind, CSPED was designed to provide an innovative approach to serving noncustodial parents who were behind in their payments. The Office of Child Support Enforcement aimed to test whether offering CSPED's unique package of child support-led services and a new approach to child support would improve child support, employment, and parenting outcomes. A rigorous evaluation using random assignment provides a strong test of the effects of the intervention.

Based on this evaluation, we find that CSPED programs implemented models generally consistent with the program's goals. CSPED intended to offer child support, employment, and parenting services to participants in the extras services group, which it did (Noyes et al., 2018). CSPED also reduced the use of punitive enforcement measures, such as license suspension, and increased order modification and income withholding, all intended features of the CSPED model.

The evaluation found that CSPED had some important successes with regard to child support outcomes. Based on our confirmatory outcomes, CSPED modestly reduced child support orders, which is consistent with efforts to right-size orders for these low-earning noncustodial parents. The reduction in orders coincided with an even smaller (and less robust) reduction in child support payments. On the other hand, CSPED did not improve child support compliance, the outcome used to operationalize CSPED's central goal of increasing reliable child support.

Based on other outcomes examined, CSPED reduced the proportion of noncustodial parents who had current child support orders that exceeded 50 percent of their earnings in the first year. It also reduced the amount of child support arrears by the end of the two-year follow-up period. CSPED also substantially improved noncustodial parents' level of satisfaction with child support services. Less than half of the parents who received regular services expressed satisfaction with the child support services they received, but nearly 70 percent of parents who received extra

services indicated they were satisfied. This is an important achievement and suggests that there are steps that child support programs can take to reduce the dissatisfaction among low-income noncustodial parents with their child support services.

In addition, there is some evidence that CSPED modestly improved noncustodial parents' earnings. Our confirmatory outcomes showed that CSPED increased formal earnings during the first year. Other (non-confirmatory) outcomes showed that CSPED increased formal employment during each of the first three quarters of the first year after random assignment and increased the percentage who were employed formally at any time during the first two years. Relatively few employment interventions have been shown to increase employment or earnings of low-income adults and particularly low-income men (Avellar et al., 2018; Mastri and Hartog, 2016; Sama-Miller et al., 2016). In this context, the modest CSPED results are encouraging, though they underscore the continuing challenge of finding successful approaches to substantially improve the labor market outcomes of disadvantaged adults.

CSPED also had positive impacts on parenting. Our confirmatory outcome showed that CSPED increased noncustodial parents' sense of responsibility for children. Other outcomes showed that CSPED increased the amount of contact between participants and their nonresident children and decreased the amount of harsh parenting, though it did not have impacts on other parenting measures. These findings are consistent with recent results from the Parents and Children Together (PACT) evaluation, which examined the effects of four responsible fatherhood programs that served primarily nonresident fathers and offered them a mix of employment, parenting, and relationship services (Avellar et al., 2018). The PACT study found that the programs improved several aspects of participants' parenting behavior. These two sets of results suggest the potential to improve the parenting outcomes of noncustodial parents through these types of interventions.

We also find that CSPED had important impacts on the economic well-being of participants. It increased the likelihood that they had a bank account, reduced the likelihood of experiencing housing instability, and increased their income in the first year.

Several factors may have contributed to CSPED's overall modest impacts. First, CSPED represented a new approach to working with noncustodial parents, offering them employment and other services through a program led by child support agencies. Therefore, the programs included in the evaluation were typically new; and program staff were using these approaches for the first time and in many cases working with new partner agencies to deliver them. If program staff had had more time to develop and strengthen these new practices and partnerships, the programs may have become more effective. Second, CSPED targeted very disadvantaged noncustodial parents, and the services provided through CSPED might not have been sufficiently intensive or comprehensive to overcome their barriers to the labor market. Most participants had low levels of education. Many had little recent work experience; most (65 percent) had been incarcerated. These barriers to employment may have limited CSPED's ability to improve their employment outcomes. CSPED represented a fairly light touch intervention (Noyes et al., 2018), with the program delivering, on average, an additional 22 hours of services to participants. Given the substantial barriers to employment many participants faced, a more intensive set of services may be required to substantially improve their labor market outcomes and, ultimately, their ability to meet their child support obligations. Third, while a random assignment design

guarantees that the comparison group is equivalent to the services group (except by chance), an intervention like CSPED can be difficult to evaluate since it aims to foster a broad-based change in the relationship with participants and the culture of the serving agencies. For example, changes in staff attitudes toward punitive enforcement tools may have affected both those in the regular services group and the extra services group. Finally, we tested impacts over only two years. Nonetheless, we find two important attitudinal changes: CSPED increased noncustodial parents' satisfaction with child support services, and their sense of responsibility for nonresident children. These attitudinal changes may have effects that unfold over time and eventually lead to improvements in child support. In drawing conclusions, it is also important to note that CSPED was implemented in selected counties during a particular period. For example, because the economy was expanding throughout the covered by the CSPED evaluation, more noncustodial parents in the regular services group may have been able to garner employment on their own, which could dampen the difference in employment between the extra services and the regular services groups.

The child support program continues to evolve in an effort to address longstanding and emerging challenges. The Flexibility, Efficiency, and Modernization in Child Support Enforcement Programs Final Rule<sup>51</sup> aims to address a range of issues highlighted by the experiences of CSPED participants and grantees. For example, the new federal regulations call for additional efforts to assure that orders are consistent with noncustodial parents' ability to pay, and address some of the challenges facing incarcerated noncustodial parents. The CSPED results suggest that progress in improving the regular payment of child support will be challenging, but that noncustodial parents are open to reassessing their relationship with the child support program. These findings point to the potential for creating a more collaborative and productive approach to securing financial support for children from noncustodial parents who are unable to pay their child support, changes consistent with the new regulations.

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<sup>51</sup>The final rule was published on December 20, 2016 (<https://www.gpo.gov/fdsys/pkg/FR-2016-12-20/pdf/2016-29598.pdf>).

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## Appendix A: Impact of CSPED on Primary Outcomes in Key Domains, by Grantee

**Appendix Table A.1. Impact of CSPED on primary outcomes in key domains, California**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>Child support compliance</b>					
Total current child support payments divided by total current child support orders during first year after random assignment	31.46%	30.39%	1.07	.501	0.034
<i>Sample size</i>	666	664			
Total current child support payments divided by total current child support orders during second year after random assignment	46.83%	49.50%	-2.67	.281	-0.071
<i>Sample size</i>	495	494			
<b>Child support orders</b>					
Average monthly current orders during first year after random assignment	\$328.40	\$333.24	-4.85	.572	-0.02
<i>Sample size</i>	666	664			
Average monthly current orders during second year after random assignment	\$273.04	\$280.11	-7.07	.546	-0.029
<i>Sample size</i>	495	494			
<b>Child support payments</b>					
Average monthly current payments during first year after random assignment	\$98.37	\$103.91	-5.54	.374	-0.039
<i>Sample size</i>	666	664			
Average monthly current payments during second year after random assignment	\$103.54	\$124.7	-21.16**	.016	-0.13
<i>Sample size</i>	495	494			
<b>NCP satisfaction with child support services</b>					
Agrees or strongly agrees: <i>Satisfied with child support services</i> (survey)	71.59%	45.47%	26.12***	.000	0.670
<i>Sample size</i>	352	333			
<b>NCP employment</b>					
Total hours worked during first year after random assignment (survey)	969.54	887.00	82.54	.316	0.085
<i>Sample size</i>	352	333			
Months employed during first year after random assignment (survey)	6.29	5.93	0.36	.391	0.074
<i>Sample size</i>	352	333			

(table continues)

**Appendix Table A.1. Impact of CSPED on primary outcomes in key domains, California (continued)**

Outcome	Extra services group	Regular services group	Estimated impact	<i>p</i> -value	Effect
Quarters employed during first two years after random assignment (%)	4.11	3.98	0.13	.450	0.043
<i>Sample size</i>	494	495			
<b>NCP earnings</b>					
Total earnings during first year after random assignment (survey)	\$13,767.16	\$11,780.00	1,987.16	.189	0.132
<i>Sample size</i>	352	333			
Total earnings during first year after random assignment	\$9,878.72	\$9,626.83	251.89	.702	0.02
<i>Sample size</i>	664	664			
Total earnings during second year after random assignment	\$12,853.47	\$13,458.61	-605.14	.513	-0.041
<i>Sample size</i>	494	495			
<b>Sense of responsibility for children</b>					
Index of attitudes toward importance of parental support and involvement with their children (survey)	4.30	4.20	0.10**	.036	0.164
<i>Sample size</i>	352	333			

**Source:** Administrative data from CSPED grantees; administrative data on employment and earnings from National Directory of New Hires (except as noted).

**Notes:** Impacts are adjusted using a pooled regression controlling for participant's baseline characteristics. Outcomes from national administrative data on employment and earnings use calendar quarters.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

**Appendix Table A.2. Impact of CSPED on primary outcomes in key domains, Colorado**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>Child support compliance</b>					
Total current child support payments divided by total current child support orders during first year after random assignment	39.61%	40.89%	-1.28	.373	-0.041
<i>Sample size</i>	746	747			
Total current child support payments divided by total current child support orders during second year after random assignment	52.15%	49.88%	2.28	.295	0.060
<i>Sample size</i>	503	500			
<b>Child support orders</b>					
Average monthly current orders during first year after random assignment	\$404.53	\$421.61	-17.08*	.062	-0.070
<i>Sample size</i>	746	747			
Average monthly current orders during second year after random assignment	\$360.77	\$382.80	-22.03*	.097	-0.090
<i>Sample size</i>	503	500			
<b>Child support payments</b>					
Average monthly current payments during first year after random assignment	\$160.06	\$167.66	-7.6	.270	-0.054
<i>Sample size</i>	746	747			
Average monthly current payments during second year after random assignment	\$174.40	\$183.21	-8.81	.406	-0.054
<i>Sample size</i>	503	500			
<b>NCP satisfaction with child support services</b>					
Agrees or strongly agrees: <i>Satisfied with child support services</i> (survey)	64.93%	41.10%	23.84***	.000	0.592
<i>Sample size</i>	319	295			
<b>NCP employment</b>					
Total hours worked during first year after random assignment (survey)	1,106.86	1,186.90	-80.05	.392	-0.082
<i>Sample size</i>	319	295			
Months employed during first year after random assignment (survey)	7.06	7.52	-0.46	.295	-0.093
<i>Sample size</i>	319	295			
Quarters employed during first two years after random assignment	5.03	4.94	0.09	.608	0.028
<i>Sample size</i>	500	496			

(table continues)

**Appendix Table A.2. Impact of CSPED on primary outcomes in key domains, Colorado (continued)**

Outcome	Extra services group	Regular services group	Estimated impact	<i>p</i> -value	Effect
<b>NCP earnings</b>					
Total earnings during first year after random assignment (survey)	\$16,579.39	\$15,693.49	885.90	.635	0.059
<i>Sample size</i>	319	295			
Total earnings during first year after random assignment	\$11,919.16	\$11,446.32	472.83	.429	0.038
<i>Sample size</i>	746	746			
Total earnings during second year after random assignment	\$15,092.55	\$14,115.19	977.36	.296	0.067
<i>Sample size</i>	503	500			
<b>Sense of responsibility for children</b>					
Index of attitudes toward importance of parental support and involvement with their children (survey)	4.31	4.28	0.03	.564	0.053
<i>Sample size</i>	319	294			

**Source:** Administrative data from CSPED grantees; administrative data on employment and earnings from National Directory of New Hires (except as noted).

**Notes:** Impacts are adjusted using a pooled regression controlling for participant's baseline characteristics. There is a moderate risk of attrition bias in survey impacts for Colorado, and results for this grantee should be interpreted carefully. Outcomes from administrative data on employment and earnings use calendar quarters.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

**Appendix Table A.3. Impact of CSPED on primary outcomes in key domains, Iowa**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>Child support compliance</b>					
Total current child support payments divided by total current child support orders during first year after random assignment	43.00%	43.81%	-0.81	.629	-0.026
<i>Sample size</i>	637	636			
Total current child support payments divided by total current child support orders during second year after random assignment	55.04%	51.32%	3.72	.105	0.099
<i>Sample size</i>	454	453			
<b>Child support orders</b>					
Average monthly current orders during first year after random assignment	\$250.25	\$264.06	-13.82*	.059	-0.056
<i>Sample size</i>	637	636			
Average monthly current orders during second year after random assignment	\$198.14	\$211.01	-12.87	.248	-0.053
<i>Sample size</i>	454	453			
<b>Child support payments</b>					
Average monthly current payments during first year after random assignment	\$111.19	\$116.09	-4.90	.424	-0.035
<i>Sample size</i>	637	636			
Average monthly current payments during second year after random assignment	\$109.70	\$107.12	2.58	.768	0.016
<i>Sample size</i>	454	453			
<b>NCP satisfaction with child support services</b>					
Agrees or strongly agrees: <i>Satisfied with child support services</i> (survey)	65.13%	51.24%	13.89***	.003	0.349
<i>Sample size</i>	280	266			
<b>NCP employment</b>					
Total hours worked during first year after random assignment (survey)	1,042.46	1,157.61	-115.15	.235	-0.118
<i>Sample size</i>	280	266			
Months employed during first year after random assignment (survey)	6.79	7.20	-0.41	.388	-0.083
<i>Sample size</i>	280	266			
Quarters employed during first two years after random assignment	4.44	3.93	0.52***	.005	0.169
<i>Sample size</i>	454	453			

(table continues)

**Appendix Table A.3. Impact of CSPED on primary outcomes in key domains, Iowa (continued)**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>NCP earnings</b>					
Total earnings during first year after random assignment (survey)	\$13,213.56	\$15,745.33	-2531.78*	.088	-0.168
<i>Sample size</i>	280	266			
Total earnings during first year after random assignment	\$10,020.72	\$9,492.34	528.37	.401	0.043
<i>Sample size</i>	637	636			
Total earnings during second year after random assignment	\$11,645.62	\$11,111.96	533.66	.558	0.036
<i>Sample size</i>	454	453			
<b>Sense of responsibility for children</b>					
Index of attitudes toward importance of parental support and involvement with their children (survey)	4.27	4.24	0.04	.494	0.058
<i>Sample size</i>	278	266			

**Source:** Administrative data from CSPED grantees; administrative data on employment and earnings National Directory of New Hires (except as noted).

**Notes:** Impacts are adjusted using a pooled regression controlling for participant's baseline characteristics. Outcomes from national administrative data on employment and earnings use calendar quarters.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

**Appendix Table A.4. Impact of CSPED on primary outcomes in key domains, Ohio**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>Child support compliance</b>					
Total current child support payments divided by total current child support orders during first year after random assignment	23.06%	24.94%	-1.88	.234	-0.060
<i>Sample size</i>	511	508			
Total current child support payments divided by total current child support orders during second year after random assignment	32.57%	35.47%	-2.90	.261	-0.077
<i>Sample size</i>	362	361			
<b>Child support orders</b>					
Average monthly current orders during first year after random assignment	\$184.50	\$235.39	-50.89***	.000	-0.208
<i>Sample size</i>	511	508			
Average monthly current orders during second year after random assignment	\$151.19	\$222.91	-71.73***	.000	-0.294
<i>Sample size</i>	362	361			
<b>Child support payments</b>					
Average monthly current payments during first year after random assignment	\$44.82	\$58.03	-13.21***	.002	-0.093
<i>Sample size</i>	511	508			
Average monthly current payments during second year after random assignment	\$52.57	\$77.19	-24.62***	.001	-0.151
<i>Sample size</i>	362	361			
<b>NCP satisfaction with child support services</b>					
Agrees or strongly agrees: <i>Satisfied with child support services</i> (survey)	74.10%	48.92%	25.17***	.000	0.663
<i>Sample size</i>	253	249			
<b>NCP employment</b>					
Total hours worked during first year after random assignment (survey)	818.79	832.16	-13.37	.882	-0.014
<i>Sample size</i>	253	249			
Months employed during first year after random assignment (survey)	5.37	5.56	-0.19	.693	-0.038
<i>Sample size</i>	253	249			
Quarters employed during first two years after random assignment	3.3	3.49	-0.15	.487	-0.047
<i>Sample size</i>	362	361			

(table continues)



**Appendix Table A.4. Impact of CSPED on primary outcomes in key domains, Ohio (continued)**

Outcome	Extra services group	Regular services group	Estimated impact	<i>p</i> -value	Effect
<b>NCP earnings</b>					
Total earnings during first year after random assignment (survey)	\$8,644.77	\$9,196.87	-552.10	.696	-0.037
<i>Sample size</i>	253	249			
Total earnings during first year after random assignment	\$5,689.56	\$5,324.18	365.38	.474	0.030
<i>Sample size</i>	511	508			
Total earnings during second year after random assignment	\$6,632.14	\$7,512.36	-880.22	.237	-0.060
<i>Sample size</i>	362	361			
<b>Sense of responsibility for children</b>					
Index of attitudes toward importance of parental support and involvement with their children (survey)	4.25	4.20	0.05	.435	0.076
<i>Sample size</i>	253	249			

**Source:** Administrative data from CSPED grantees; administrative data on employment and earnings from National Directory of New Hires (except as noted).

**Notes:** Impacts are adjusted using a pooled regression controlling for participant's baseline characteristics. Outcomes from national administrative data on employment and earnings use calendar quarters.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

**Appendix Table A.5. Impact of CSPED on primary outcomes in key domains, South Carolina**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>Child support compliance</b>					
Total current child support payments divided by total current child support orders during first year after random assignment	40.45%	39.34%	1.11	.687	0.035
<i>Sample size</i>	253	244			
Total current child support payments divided by total current child support orders during second year after random assignment	NA	NA	NA	NA	NA
<i>Sample size</i>					
<b>Child support orders</b>					
Average monthly current orders during first year after random assignment	\$267.42	\$283.89	-16.47*	.067	-0.067
<i>Sample size</i>	253	244			
Average monthly current orders during second year after random assignment	NA	NA	NA	NA	NA
<i>Sample size</i>					
<b>Child support payments</b>					
Average monthly current payments during first year after random assignment	\$96.32	\$100.96	-4.64	.590	-0.033
<i>Sample size</i>	253	244			
Average monthly current payments during second year after random assignment	NA	NA	NA	NA	NA
<i>Sample size</i>					
<b>NCP satisfaction with child support services</b>					
Agrees or strongly agrees: <i>Satisfied with child support services</i> (survey)	NA	NA	NA	NA	NA
<i>Sample size</i>					
<b>NCP employment</b>					
Total hours worked during first year after random assignment (survey)	NA	NA	NA	NA	NA
<i>Sample size</i>					
Months employed during first year after random assignment (survey)	NA	NA	NA	NA	NA
<i>Sample size</i>					
Quarters employed during first two years after random assignment	4.56	4.59	-0.03	.899	-0.009
<i>Sample size</i>	276	276			

(table continues)

**Appendix Table A.5. Impact of CSPED on primary outcomes in key domains, South Carolina (continued)**

Outcome	Extra services group	Regular services group	Estimated impact	<i>p</i> -value	Effect
<b>NCP earnings</b>					
Total earnings during first year after random assignment (survey)	NA	NA	NA	NA	NA
<i>Sample size</i>					
Total earnings during first year after random assignment	\$8,481.54	\$8,625.86	-144.32	.800	-0.012
<i>Sample size</i>	476	472			
Total earnings during second year after random assignment	\$10,294.40	\$10,738.02	-443.62	.629	-0.030
<i>Sample size</i>	276	276			
<b>Sense of responsibility for children</b>					
Index of attitudes toward importance of parental support and involvement with their children (survey)	NA	NA	NA	NA	NA
<i>Sample size</i>					

**Source:** Administrative data from CSPED grantees; administrative data on employment and earnings from National Directory of New Hires (except as noted).

**Notes:** Impacts are adjusted using a pooled regression controlling for participant's baseline characteristics. Survey results are not shown for South Carolina because the sample size was not large enough to detect grantee-specific effects. Outcomes from administrative data on employment and earnings use calendar quarters.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

**Appendix Table A.6. Impact of CSPED on primary outcomes in key domains, Tennessee**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>Child support compliance</b>					
Total current child support payments divided by total current child support orders during first year after random assignment	34.34%	35.25%	-0.91	.526	-0.029
<i>Sample size</i>	755	750			
Total current child support payments divided by total current child support orders during second year after random assignment	42.83%	45.20%	-2.37	.263	-0.063
<i>Sample size</i>	535	528			
<b>Child support orders</b>					
Average monthly current orders during first year after random assignment	\$428.53	\$435.65	-7.12	.303	-0.029
<i>Sample size</i>	755	750			
Average monthly current orders during second year after random assignment	\$405.38	\$402.44	2.94	.774	0.012
<i>Sample size</i>	535	528			
<b>Child support payments</b>					
Average monthly current payments during first year after random assignment	\$131.36	\$138.08	-6.72	.288	-0.047
<i>Sample size</i>	755	750			
Average monthly current payments during second year after random assignment	\$148.83	\$154.86	-6.03	.508	-0.037
<i>Sample size</i>	535	528			
<b>NCP satisfaction with child support services</b>					
Agrees or strongly agrees: <i>Satisfied with child support services</i> (survey)	67.35%	33.96%	33.39***	.000	0.842
<i>Sample size</i>	347	313			
<b>NCP employment</b>					
Total hours worked during first year after random assignment (survey)	1,131.45	998.11	133.34	.105	0.137
<i>Sample size</i>	347	313			
Months employed during first year after random assignment (survey)	7.41	6.71	0.70*	.096	0.141
<i>Sample size</i>	347	313			
Quarters employed during first two years after random assignment	5.03	4.95	0.08	.632	0.025
<i>Sample size</i>	535	527			

(table continues)

**Appendix Table A.6. Impact of CSPED on primary outcomes in key domains, Tennessee (continued)**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>NCP earnings</b>					
Total earnings during first year after random assignment (survey)	\$13,638.94	\$10,513.15	3,125.79**	.011	0.207
<i>Sample size</i>	347	313			
Total earnings during first year after random assignment	\$11,065.37	\$10,586.43	478.94	.393	0.039
<i>Sample size</i>	755	749			
Total earnings during second year after random assignment	\$13,324.23	\$13,773.75	-449.52	.594	-0.031
<i>Sample size</i>	535	528			
<b>Sense of responsibility for children</b>					
Index of attitudes toward importance of parental support and involvement with their children (survey)	4.35	4.28	0.08*	.088	0.135
<i>Sample size</i>	347	313			

**Source:** Administrative data from CSPED grantees; administrative data on employment and earnings from National Directory of New Hires (except as noted).

**Notes:** Impacts are adjusted using a pooled regression controlling for participant's baseline characteristics. There is a moderate risk of attrition bias in survey impacts for Tennessee, and results for this grantee should be interpreted carefully. Outcomes from administrative data on employment and earnings use calendar quarters.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

**Appendix Table A.7. Impact of CSPED on primary outcomes in key domains, Texas**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>Child support compliance</b>					
Total current child support payments divided by total current child support orders during first year after random assignment	44.02%	41.09%	2.93	.129	0.093
<i>Sample size</i>	579	579			
Total current child support payments divided by total current child support orders during second year after random assignment	40.65%	39.56%	1.09	.715	0.029
<i>Sample size</i>	333	333			
<b>Child support orders</b>					
Average monthly current orders during first year after random assignment	\$320.67	\$328.01	-7.34	.355	-0.030
<i>Sample size</i>	579	579			
Average monthly current orders during second year after random assignment	\$309.80	\$325.36	-15.56	.195	-0.064
<i>Sample size</i>	333	333			
<b>Child support payments</b>					
Average monthly current payments during first year after random assignment	\$127.13	\$125.76	1.37	.846	0.010
<i>Sample size</i>	579	579			
Average monthly current payments during second year after random assignment	\$110.87	\$103.21	7.66	.463	0.047
<i>Sample size</i>	333	333			
<b>NCP satisfaction with child support services</b>					
Agrees or strongly agrees: <i>Satisfied with child support services</i> (survey)	60.06%	49.83%	10.23*	.075	0.251
<i>Sample size</i>	200	199			
<b>NCP employment</b>					
Total hours worked during first year after random assignment (survey)	1,172.33	1,110.75	61.57	.594	0.063
<i>Sample size</i>	199	200			
Months employed during first year after random assignment (survey)	7.16	6.78	0.38	.501	0.077
<i>Sample size</i>	199	200			
Quarters employed during first two years after random assignment	3.45	3.50	-0.04	.852	-0.014
<i>Sample size</i>	333	333			

(table continues)

**Appendix Table A.7. Impact of CSPED on primary outcomes in key domains, Texas (continued)**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>NCP earnings</b>					
Total earnings during first year after random assignment (survey)	\$12,801.80	\$11,685.73	1,116.07	.520	0.074
<i>Sample size</i>	200	199			
Total earnings during first year after random assignment	\$8,416.79	\$8,237.96	178.84	.787	0.015
<i>Sample size</i>	579	579			
Total earnings during second year after random assignment	\$8,231.89	\$8,252.48	-20.60	.984	-0.001
<i>Sample size</i>	333	333			
<b>Sense of responsibility for children</b>					
Index of attitudes toward importance of parental support and involvement with their children (survey)	4.18	4.17	0.01	.897	0.016
<i>Sample size</i>	200	199			

**Source:** Administrative data from CSPED grantees; administrative data on employment and earnings from National Directory of New Hires (except as noted).

**Notes:** Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Outcomes from administrative data on employment and earnings use calendar quarters.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

**Appendix Table A.8. Impact of CSPED on primary outcomes in key domains, Wisconsin**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>Child support compliance</b>					
Total current child support payments divided by total current child support orders during first year after random assignment	39.37%	38.28%	1.09	.474	0.035
<i>Sample size</i>	715	713			
Total current child support payments divided by total current child support orders during second year after random assignment	49.46%	46.84%	2.62	.252	0.070
<i>Sample size</i>	503	505			
<b>Child support orders</b>					
Average monthly current orders during first year after random assignment	\$283.37	\$282.81	0.56	.920	0.002
<i>Sample size</i>	715	713			
Average monthly current orders during second year after random assignment	\$260.56	\$257.57	2.98	.718	0.012
<i>Sample size</i>	503	505			
<b>Child support payments</b>					
Average monthly current payments during first year after random assignment	\$114.77	\$108.86	5.91	.255	0.042
<i>Sample size</i>	715	713			
Average monthly current payments during second year after random assignment	\$122.39	\$115.51	6.87	.365	0.042
<i>Sample size</i>	503	505			
<b>NCP satisfaction with child support services</b>					
Agrees or strongly agrees: <i>Satisfied with child support services</i> (survey)	70.33%	52.58%	17.75***	.000	0.461
<i>Sample size</i>	321	309			
<b>NCP employment</b>					
Total hours worked during first year after random assignment (survey)	936.97	1,040.66	-103.69	.219	-0.106
<i>Sample size</i>	321	309			
Months employed during first year after random assignment (survey)	6.35	6.49	-0.02	.753	-0.028
<i>Sample size</i>	321	309			
Quarters employed during first two years after random assignment	4.77	4.67	0.10	.546	0.033
<i>Sample size</i>	503	505			

(table continues)



**Appendix Table A.8. Impact of CSPED on primary outcomes in key domains, Wisconsin (continued)**

Outcome	Extra services group	Regular services group	Estimated impact	<i>p</i> -value	Effect
<b>NCP earnings</b>					
Total earnings during first year after random assignment (survey)	\$12,064.68	\$12,700.81	-636.13	.601	-0.042
<i>Sample size</i>	321	309			
Total earnings during first year after random assignment	\$9,281.98	\$8,545.94	736.03	.132	0.060
<i>Sample size</i>	715	713			
Total earnings during second year after random assignment	\$10,978.56	\$10,281.95	696.61	.337	0.047
<i>Sample size</i>	503	505			
<b>Sense of responsibility for children</b>					
Index of attitudes toward importance of parental support and involvement with their children (survey)	4.25	4.26	-0.01	.866	-0.014
<i>Sample size</i>	321	309			

**Source:** Administrative data from CSPED grantees; administrative data on employment and earnings from National Directory of New Hires (except as noted).

**Notes:** Impacts are adjusted using a pooled regression controlling for participant's baseline characteristics. Outcomes from administrative data on employment and earnings use calendar quarters.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

## Appendix B: Impact of CSPED on Child Support Outcomes, without Colorado

**Appendix Table B1. Impact of CSPED on child support outcomes, without Colorado**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>Primary outcomes in child support orders</b>					
Average monthly current orders during first year after random assignment	\$294.73	\$309.01	-14.27***	.000	-0.061
<i>Sample size</i>	4,114	4,096			
Average monthly current orders during second year after random assignment	\$263.85	\$278.87	-15.01***	.001	-0.063
<i>Sample size</i>	2,771	2,764			
<b>Secondary outcomes in child support orders</b>					
Average monthly amounts of current child support orders during each quarter of first year after random assignment					
1	\$311.28	\$317.90	-6.62**	.015	-0.027
2	292.49	310.64	-18.15***	.000	-0.075
3	283.09	302.09	-18.99***	.000	-0.079
4	277.90	295.62	-17.72***	.000	-0.073
<i>Sample size</i>	4,114	4,096			
Average monthly amounts of current child support orders during each quarter of second year after random assignment					
5	\$268.63	\$285.84	-17.21***	.000	-0.071
6	265.60	281.14	-15.53***	.001	-0.064
7	260.70	274.55	-13.85***	.003	-0.057
8	258.56	268.30	-9.74**	.048	-0.040
<i>Sample size</i>	2,771	2,764			
Whether current child support orders are burdensome (orders greater than 50 percent of earnings) during first year after random assignment	53.55%	57.47%	-3.92***	.000	-0.096
<i>Sample size</i>	4,114	4,096			
Whether current child support orders are burdensome (orders greater than 50 percent of earnings) during second year after random assignment	48.19%	48.13%	0.06	.969	0.001
<i>Sample size</i>	2,771	2,763			

(table continues)

**Appendix Table B1. Impact of CSPED on child support outcomes, without Colorado (continued)**

Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
<b>Primary outcomes in child support payments</b>					
Average monthly current payments during first year after random assignment	\$103.42	\$107.38	-3.96	.102	-0.029
<i>Sample size</i>	4,114	4,096			
Average monthly current payments during second year after random assignment	\$108.19	\$114.02	-5.83	.129	-0.038
<i>Sample size</i>	2,771	2,764			
<b>Secondary outcomes in child support payments</b>					
Average monthly amounts of current child support payments during each quarter of first year after random assignment					
1	\$96.12	\$100.23	-4.11	.131	-0.029
2	109.19	111.76	-2.57	.406	-0.016
3	107.62	112.09	-4.46	.153	-0.027
4	110.04	114.18	-4.14	.199	-0.024
<i>Sample size</i>	4,114	4,096			
Average monthly amounts of current child support payments during each quarter of second year after random assignment					
5	\$110.11	\$115.32	-5.21	.234	-0.030
6	111.29	115.21	-3.92	.391	-0.023
7	106.02	114.80	-8.79**	.047	-0.051
8	105.46	108.82	-3.36	.441	-0.020
<i>Sample size</i>	2,771	2,764			
Whether any current support payments during first year after random assignment	82.32%	82.32%	0.00	.999	-0.000
<i>Sample size</i>	4,114	4,096			
Whether any current support payments during second year after random assignment	75.00%	75.55%	-0.54	.684	-.018
<i>Sample size</i>	2,771	2,764			
Average monthly total child support payments (current and arrears), during first year after random assignment	\$170.77	\$175.58	-4.82	.226	-0.023
<i>Sample size</i>	4,114	4,096			
Average monthly total child support payments (current and arrears), during second year after random assignment	\$190.94	\$203.38	-12.33*	.050	-0.047
<i>Sample size</i>	2,771	2,764			

(table continues)

**Appendix Table B1. Impact of CSPED on child support outcomes, without Colorado (continued)**

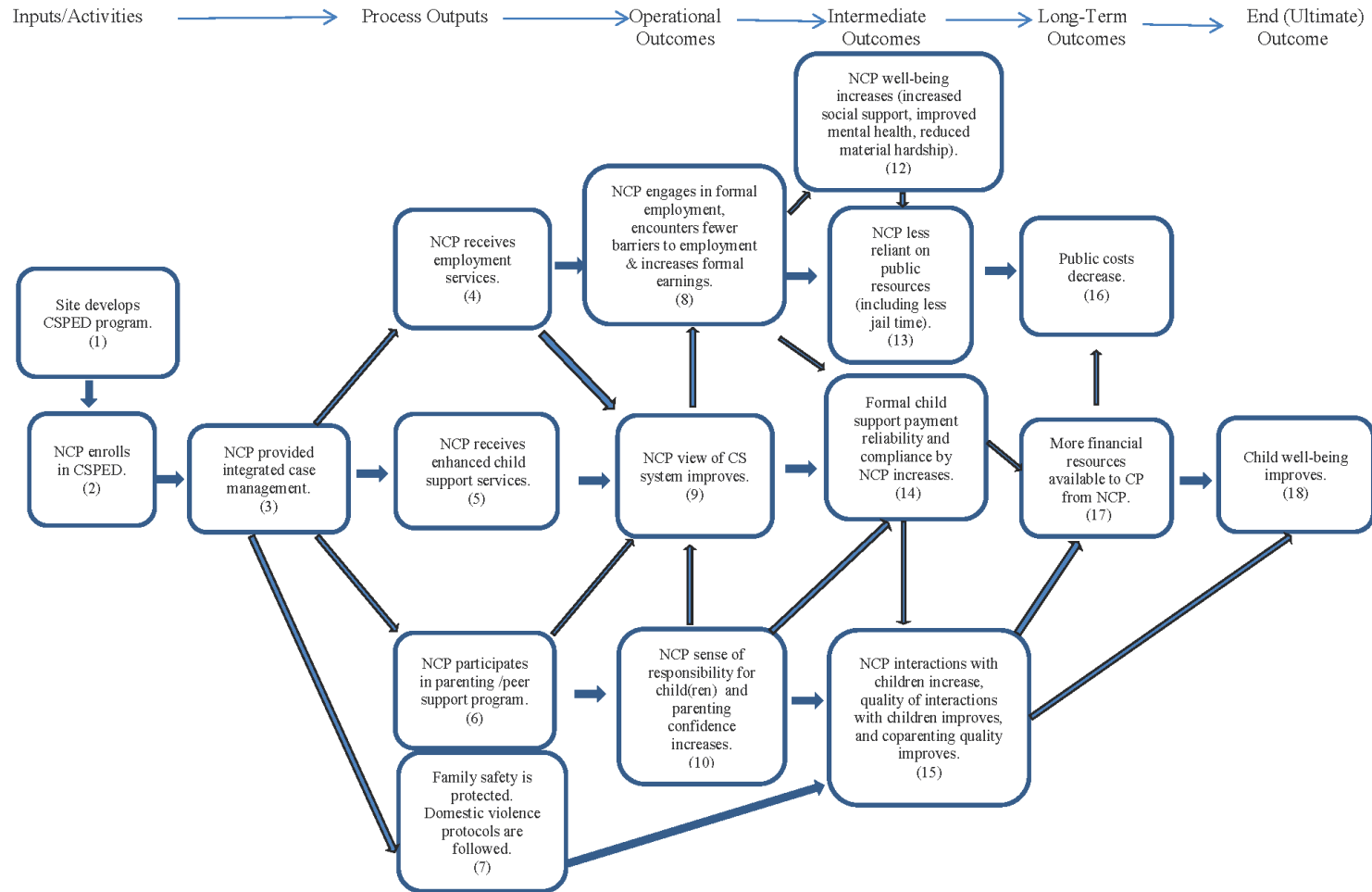
Outcome	Extra services group	Regular services group	Estimated impact	p-value	Effect
Average monthly current child support payments made through wage withholding during first year after random assignment	\$71.48	\$69.13	2.35	.341	0.020
<i>Sample size</i>	3,106	3,102			
Average monthly current child support payments made through wage withholding during second year after random assignment	\$76.25	\$81.09	-4.84	.186	-0.036
<i>Sample size</i>	2,146	2,147			
<b>Child support frequency (additional domain)</b>					
Number of months out of first year after random assignment in which there is any payment for current support	5.28	5.23	0.05	.580	0.012
<i>Sample size</i>	4,114	4,096			
Number of months out of second year after random assignment in which there is any payment for current support	5.37	5.31	0.06	.645	0.014
<i>Sample size</i>	2,771	2,764			
<b>Primary outcomes in child support compliance</b>					
Total child support payments divided by total current child support orders during first year after random assignment	36.53%	36.16%	0.37	0.591	0.012
<i>Sample size</i>	4,114	4,096			
Total current child support payments divided by total current child support orders during second year after random assignment	45.96%	45.44%	0.52	.652	0.014
<i>Sample size</i>	2,771	2,764			
<b>Secondary outcomes in child support compliance</b>					
Total current payments divided by current orders during each quarter of first year after random assignment					
1	34.19%	34.63%	-0.44	.588	-0.012
2	41.00	39.41	1.58*	.079	0.040
3	42.67	41.48	1.19	.198	0.029
4	44.80	43.29	1.51	.109	0.036
<i>Sample size</i>	4,114	4,096			
Total current payments divided by current orders during each quarter of second year after random assignment					
5	46.42%	46.05%	0.37	.780	0.009
6	47.82	47.31	0.51	.701	0.012
7	48.68	48.99	-0.31	.813	-0.007
8	49.48	49.79	-0.31	.814	-0.007
<i>Sample size</i>	2,771	2,764			

**Source:** Administrative data from CSPED grantees (except as noted).

**Notes:** Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Outcomes based on quarters use calendar quarters. Table includes only measures based on child support owed and paid using administrative data. Survey-based measures (satisfaction with child support services; total reported contributions) and measures of arrears are not shown.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.

### Appendix C: Outcomes Sequence Chart



**Appendix D: Impact of CSPED on Primary Outcomes, by Subgroup**

**Appendix Table D.1. Impact of CSPED on primary outcomes, by subgroup**

Outcome	Ever incarcerated		Formally employed in the year before random assignment		Any child support payments in 6 months before random assignment		Age of oldest child	
	No	Yes	No	Yes	No	Yes	Under age 5	Age 5 or older
<i>Sample size (administrative records)</i>	3,523	6,638	3,209	6,952	3,734	6,427	1,396	8,765
<i>Sample size (survey)</i>	1,534	2,744	1,388	2,890	1,486	2,792	536	3,742
<b>Compliance with current child support orders</b>								
Total current child support payments divided by total current child support orders during first year after random assignment <sup>a</sup>	-0.38	0.72	-0.67	0.82	1.06	-0.26	1.06	0.16
Total current child support payments divided by total current child support orders during second year after random assignment <sup>a</sup>	-1.59	1.43	2.35	0.29	1.69	-0.13	1.14	0.44
<b>Current child support orders</b>								
Average monthly current orders during first year after random assignment	\$-16.09***	\$-11.24***	\$-7.07	\$-15.42***	\$-9.44*	\$-13.55***	\$-18.15**	\$-12.11***
Average monthly current orders during second year after random assignment	\$-14.09*	\$-11.70**	\$-10.12	\$-14.93***	\$-8.39	\$-12.56**	\$-17.47*	\$-11.9**
<b>Current child support payments</b>								
Average monthly current payments during first year after random assignment	\$-7.18	\$-1.09	\$-2.98	\$-3.91	\$-0.45	\$-5.29	\$-3.48	\$-3.86
Average monthly current payments during second year after random assignment	\$-10.56	\$-2.09	\$-0.08	\$-7.07	\$-2.83	\$-5.64	\$-5.26	\$-4.97
<b>NCP satisfaction with child support services</b>								
Agrees or strongly agrees: <i>Satisfied with child support services</i> <sup>a</sup> (survey)	20.04***	22.33***	15.53***	24.5***	17.58***	23.55***	19.38***	21.34***
<b>NCP employment</b>								
Total hours worked during first year after random assignment (survey)	-75.73	35.38	69.99	-37.69	14.19	-5.68	-246.16**	33.49
Months employed during first year after random assignment (survey)	-0.43	0.10	0.13	-0.16	0.15	-0.14	-0.90*	0.07
Quarters employed during first two years after random assignment	-0.05	0.20**	0.03	0.13	0.14	0.12	0.02	0.13*

(table continues)

**Appendix Table D.1. Impact of CSPED on primary outcomes, by subgroup (continued)**

Outcome	Ever incarcerated		Formally employed in the year before random assignment		Any child support payments in 6 months before random assignment		Age of oldest child	
	No	Yes	No	Yes	No	Yes	Under age 5	Age 5 or older
<b>NCP earnings</b>								
Total earnings during first year after random assignment (survey)	\$528.45	\$280.62	\$324.86	\$410.11	\$-158.91	\$730.85	\$-2,493.99*	\$800.98
Total earnings during first year after random assignment	\$384.13	\$383.80	\$251.60	\$432.91	\$368.00	\$372.50	\$564.87	\$285.46
Total earnings during second year after random assignment	\$-257.74	\$359.13	\$109.88	\$203.60	\$-36.69	\$180.19	\$-504.54	\$194.16
<b>Sense of responsibility for children</b>								
Index of attitudes toward importance of parental support and involvement with their children (survey)	0.04	0.04*	0.02	0.07***	0.01	0.06**	0.01	0.04**

<sup>a</sup>These impacts are percentage point differences.

**Source:** Administrative data from CSPED grantees; administrative data on employment and earnings from National Directory of New Hires (except as noted).

**Notes:** Impacts are adjusted using a pooled regression controlling for participant’s baseline characteristics. Impact estimates are calculated using a weighted average of grantee-level impacts in which all grantees are weighted equally. Outcomes from administrative data on employment and earnings use calendar quarters.

\*\*\*/\*\*/\* Impact estimates are statistically significant at the .01/.05/.10 level, two-tailed test.