Review and Update of Florida's Child Support Guidelines

Final Report to the Florida Legislature
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Executive Summary

The Family Support Act of 1988 mandated that every state adopt a set of child support guidelines to be used as a "rebuttable presumption" in child support cases. The guidelines were to be based on economic data. The 1988 act also required the states to periodically review and update their schedules of child support obligations.

The Florida schedule of obligations was reviewed in 1992 and updated in 1993 to reflect changes in the Consumer Price Index. The guidelines were reviewed again in 1997[1], in 2004[2], and in 2008.[3] Each of these reviews made recommendations for significant changes in both the schedule and the underlying methodology. None of the updated schedules was ever adopted by the Florida Legislature, nor were any of the recommendations for changes in the methodology. Although specific provisions of the guidelines have been modified, the dollar amount of child support obligation for each income level has remained unchanged since 1993.

In July 2011, the Florida Legislature through its Office of Economic and Demographic Research contracted with the Department of Economics at Florida State University to undertake the present review. The review included seven tasks:

1. For the income shares model of child support, update of Florida's existing schedule amounts based on the latest available economic data to incorporate more recent data on family income shares allocated to children to the extent such data is publicly available.

2. Update and test the robustness of the income shares model.

3. Develop a percent of obligor model based on the latest available economic data.

4. Estimate child support obligations using current methodology applied to the Consumer Expenditure Survey and Consumer Price Index data used to develop Florida's existing guidelines, and explain differences between existing guideline amounts and guideline amounts using current methodology but based on more recent data.

5. Update recent practices in other states regarding the treatment of the apportionment of child support to accommodate visitation arrangements and cases of joint or shared custody.

6. Update recent practices in other states regarding the mitigation or avoidance of anomalies created by the "self-support reserve" in the income shares model.

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[1] Robert G. Williams, David J. Price, and Jane C. Venohr, *Economic Basis for Updated Child Support Schedule, State of Florida,* Policy Studies, Inc., January 30, 1997.
[2] Thomas S. McCaleb, David Macpherson, and Stefan Norrbin, *Review and Update of Florida's Child Support Guidelines, Report to the Florida Legislature*, Department of Economics, Florida State University, March 5, 2004.
[3] Thomas S. McCaleb, David Macpherson, and Stefan Norrbin, *Review and Update of Florida's Child Support Guidelines, Report to the Florida Legislature*, Department of Economics, Florida State University, November 17, 2008.

7. Provide continuing consulting services through the 2012 Legislative Session to the end of the contract period.

The current schedule of obligations was based on a study of average family expenditures on children. The study was from 1984, based on Consumer Expenditure Survey data for 1972-73.[4] The process of developing the current Florida schedule of child support obligations from this study was not rigorous, but depended on a large number of assumptions and *ad hoc* statistical procedures. As a result, the links between the original data and the final schedule are many and weak.

Nevertheless, the updated schedules in Chapter 2 of this report were developed adhering as closely as possible to the original procedure. The alternative schedules in Chapter 6 depart from the original procedure by using a smoothing regression methodology to convert child expenditures as a share of consumption to child expenditures as a share of net income. The updated estimates of expenditures on children are based on data from the 2006-2009 U.S. Consumer Expenditure Survey (the most recent available). The proposed updated schedules are contained in the appendixes to Chapter 2 and the appendixes to Chapter 6.

The updated child support obligations for one child are uniformly higher than the obligations in the current schedule. The three-child obligations are uniformly lower. The two-child obligations, which are the only set derived from actual data on expenditures by families in the current schedule, are mixed.[5]

- *Recommendation:* Replace the current schedule of child support obligations with either (1) the updated schedule in Appendix 2-1 or Appendix 6-1 including a revised self-support reserve and phase-in range based on the most recent available federal poverty guideline or (2) the updated schedule in Appendix 2-2 or Appendix 6-2 with a revised self-support reserve but no phase-in range along with a new low income adjustment incorporated into a modified child support worksheet as recommended elsewhere in this report.

- *Recommendation:* If either one of the updated schedules is adopted in accordance with the previous recommendation, limit its applicability to newly-issued child support orders by including a provision that the new schedule cannot be a basis for modification of an existing order.

In the event that neither of the updated schedules is adopted, the Florida Legislature should nevertheless revise the self-support reserve and phase-in range in the current schedule as shown in Appendix 2-3 to reflect increases in the federal single-person poverty guideline since 1992.

Florida's current schedule and the proposed updated schedule are based on the income shares model of child support. The income shares model is the most common model in the United States, in use by 37 states and the District of Columbia. In the income shares model, a child support obligation is calculated as a percent of the combined incomes of both parents. This obligation is then prorated between the parents in proportion to their respective shares of the

[4] Thomas J. Espenshade, *Investing in Children*, The Urban Institute Press, Washington, DC, 1984.
[5] The obligations for one-child and three-child families in the current schedule were derived by a simple calculation from the data on two-child families. The four-, five-, and six-child obligations in the current schedule are simple linear extensions of the obligations for three children.

combined income. The obligor parent's share of the obligation becomes the legally mandated child support payment.

The next most common model is the percent of obligor income model used in ten states and described in detail in Chapter 3. In this model, the child support payment is calculated as a percent of the obligor parent's income alone. The percent varies with the number of children and in three states with the obligor parent's income as well. The differences between the income shares model and the percent of obligor income model are easily and often exaggerated. In fact, as Appendix 3-1 shows, the income shares model is really just a small variation of the percent of obligor income model. There is no systematic difference in the amount of child support payments in income shares states and in percent of obligor income states.

Two alternative percent of obligor income models are developed for Florida and presented in Chapter 3. Despite the simplicity and transparency of the percent of obligor income model, its adoption by Florida is not recommended. The national trend clearly favors the income shares model. However, should Florida decide to adopt a percent of obligor income model, the easiest and least disruptive approach is to apply the proposed updated schedule or the current schedule to obligor income only rather than to combined income.

To account for the costs of shared parenting incurred by the obligor parent, child support payments in Florida may be reduced whenever the obligor parent's parenting time equals or exceeds a threshold. This creates a "cliff" effect where a very small change in parenting time may cause a large change in the child support payment.

The threshold in 2008 was 40 percent of the overnights. Imposing such a high threshold before allowing any adjustment discourages parents from adopting any alternative custody arrangement less than 40 percent. It is also likely to be a source of excessive disputes and litigation among the parents. Therefore, in the 2008 review of Florida's guidelines, it was recommended that a visitation and shared parenting adjustment applying to all levels of shared parenting be adopted. Although this recommendation was not implemented as proposed, the threshold was reduced to its current level of 20%.

An appropriate shared parenting credit recognizes the duplicate expenses of maintaining two separate living accommodations (fixed cost) and the cost shifting that occurs when the child spends time with the obligor parent (variable cost). Florida's fixed multiplier of 1.5 is tantamount to assuming that all expenses are lumpy and not dependent on the amount of parenting time. A more reasonable assumption is that the amount of the variable cost depends on the extent of shared parenting.

In the absence of empirical evidence on either the fixed cost or the variable cost, it is impossible to design a variable multiplier that more accurately reflects these costs.

- *Recommendation:* Study the variable and fixed costs incurred by parents as a result of shared parenting to determine the design of a variable multiplier that best reflects these costs. Adopt this variable multiplier with a 0% threshold to replace Florida's current fixed multiplier with 20% threshold.

Florida's schedule of child support obligations, like those in other income shares states, includes a "self-support reserve" and a range of incomes over which the full child support

obligation is phased in. The purpose of these provisions is to ensure that the payment of child support does not push an obligor parent into poverty. The analysis in the 2008 review showed that these provisions are not effective because they apply to very few parents.

The effectiveness of the provisions is unintentionally limited by certain features of the child support guidelines:

- applicability is determined by comparing the parents' *combined* income to the *single-person* poverty guideline.
- the amount of the self-support reserve is not indexed to the federal poverty guideline and is now substantially out of date.
- the provisions are applied only to the basic child support obligation and not to the total obligation including childcare and children's health expenses.

Applying a self-support reserve based on the single-person poverty guideline to the combined income of both parents is an inconsistency that results in most low income parents being pushed into poverty by the payment of child support. The first problem can be corrected either in the updated schedule or in the current schedule by applying the self-support reserve and phase-in to obligor income only, not to combined income.

- *Recommendation:* Apply the self-support reserve and the phase-in range to the obligor parent's income alone.

The second problem can be corrected either by adopting one of the updated schedules in this report or by revising the self-support reserve and the phase-in range in the current schedule to reflect the 2011 federal single-person poverty guideline. To prevent the problem from arising again, the self-support reserve and phase-in needs to be revised on a regular basis.

- *Recommendation:* Adopt procedures for annual or biannual updating of the schedule of basic child support obligations to reflect changes in the federal single-person poverty guideline.

Even if the self-support reserve and phase-in were effective in preventing the basic support obligation from pushing an obligor parent into poverty, the parent might still be impoverished by the payment of child support. This results because actual expenses for childcare and extraordinary medical expenses are added on to the basic support obligation to yield a child support payment.

- *Recommendation:* Apply the self-support reserve to the total child support payment rather than to the basic support obligation only.

All three low income recommendations can be resolved by taking the adjustment for low income parents out of the schedule and incorporating an adjustment to the total child support obligation, not just the basic obligation, in the child support worksheet as shown in Appendix 5-2.

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Chapter 1
Introduction and Background

Federal law requires that each state periodically review and update its child support guidelines based on the most recently available economic data. In July 2011, the Florida Legislature, through its Office of Economic and Demographic Research, contracted with the Department of Economics at Florida State University to undertake this review. The members of the team conducting the review were:

Stefan C. Norrbin, Ph.D.	Professor of Economics, Florida State University
David A. Macpherson, Ph.D.	E. M. Stevens Professor of Economics, Trinity University, San Antonio, Texas (formerly Rod and Hope Brim Eminent Scholar and Abba P. Lerner Professor of Economics, Florida State University)
Thomas S. McCaleb, Ph.D.	Associate Professor of Economics, Florida State University
Erich Cromwell	Graduate Research Assistant and Ph.D. Student in Economics, Florida State University
Pamela Cohen	Graduate Research Assistant and Masters Student in Economics, Florida State University

The project team was assigned the following tasks:

1. For the income shares model of child support, update Florida's existing schedule amounts based on the latest available economic data to incorporate more recent data on family income shares allocated to children to the extent such data is publicly available.

2. Update and test the robustness of the income shares model.

3. Develop a percent of obligor income model based on the latest available economic data.

4. Estimate child support obligations using current methodology applied to the Consumer Expenditure Survey and Consumer Price Index data used to develop Florida's existing guidelines, and explain differences between existing guideline amounts and guideline amounts using current methodology but based on more recent data.

5. Update recent practices in other states regarding the treatment of the apportionment of child support to accommodate visitation arrangements and cases of joint or shared custody.

6. Update recent practices in other states regarding the mitigation or avoidance of anomalies created by the "self-support reserve" in the income shares model.

7. Provide continuing consulting services through the 2012 Legislative Session to the end of the contract period.

The procedure used to update Florida's schedule of child support obligations is described and the updated schedules are presented in Chapter 2. Alternative updated schedules using a regression smoothing methodology to convert from consumption to net income are presented in

Chapter 6. Chapter 3 describes the alternative percent of obligor income model of child support and provides a percent of obligor income model for Florida based on the same economic data used to update Florida's current income shares schedule. Chapters 4 and 5 update recent practices in other states with respect to alternative custody arrangements and low income obligors. Tests of the robustness of the methodology will be presented in a separate technical report.

The rest of this chapter describes the history of child support guidelines, alternative child support models, alternative approaches to estimating expenditures on children on which the child support schedules are based, and the methodology used to develop Florida's current schedule of child support obligations.

History and Current Status of Child Support Guidelines

Before the mid-1970's, child support was almost exclusively governed by the states. Significant involvement by the federal government began with the passage of Title IV-D of the Social Security Act.[6] The federal involvement initially focused primarily on child support enforcement, with an emphasis on families eligible for the Aid to Families with Dependent Children (AFDC) program. Title IV-D mandated that the states establish a variety of offices and programs as well as adopt techniques to aid in child support collection.

Although formal child support guidelines first appeared in 1975 in Illinois and Maine, the Federal Child Support Enforcement Amendments of 1984 required all states to adopt advisory child support guidelines. Between 1984 and 1988, federal interest in child support significantly increased with the appointment of the Federal Advisory Panel on Child Support Guidelines. The panel released its recommendations in 1987 along with a report by Robert G. Williams, which developed a model for determining child support obligations including a proposed schedule of child support payments.

One year later, the Family Support Act of 1988 mandated that every state adopt a set of child support guidelines to be used as a "rebuttable presumption" in child support cases. The guidelines were to be based on the most current economic data. The 1988 act also required the states to periodically review and update their schedules of child support obligations. With little time to consider the issues involved, states tended to adopt one of two existing models for guidelines. The two choices were either the percent of obligor income model developed earlier in Wisconsin or Robert Williams' income shares model.

Florida adopted the income shares model, including Williams' model schedule of child support obligations. The Florida schedule was subsequently reviewed in 1992 and updated in 1993 to reflect changes in the Consumer Price Index. The guidelines were reviewed again in 1997[7], in 2004[8], and in 2008.[9] Each of these reviews made recommendations for significant

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[6] This discussion draws heavily from Andrea H. Beller and John W. Graham, *Small Change: The Economics of Child Support*, New Haven and London: Yale University Press (1993), p. 162-69.
[7] Robert G. Williams, David J. Price, and Jane C. Venohr, *Economic Basis for Updated Child Support Schedule, State of Florida,* Policy Studies, Inc., January 30, 1997.
[8] Thomas S. McCaleb, David Macpherson, and Stefan Norrbin, *Review and Update of Florida's Child Support Guidelines, Report to the Florida Legislature*, Department of Economics, Florida State University, March 5, 2004.

changes in both the schedule and the underlying methodology. None of the updated schedules was ever adopted by the Florida Legislature, nor were any of the recommendations for changes in the methodology. Although specific provisions of the guidelines have been modified, the dollar amount of child support obligation for each income level has remained unchanged since 1993.

Alternative Models of Child Support

State child support guidelines follow one of three models: the percent of obligor income model developed and implemented in the early 1980's in Wisconsin, the income shares model developed in 1987 by Williams, and the Melson formula, named after Judge Elwood F. Melson of the Delaware Family Court and explained and first adopted in Delaware in 1989.

Percent of Obligor Income: The percent of obligor income model is used in ten states. It is the simplest and most transparent of the existing approaches to child support. It calculates the child support payment as a percentage of the obligor parent's income alone. Therefore, the payment is not affected by the obligee parent's income. The premise of the percent of obligor income model is stated in the Wisconsin guidelines: "a child's standard of living should, to the degree possible, not be adversely affected because his or her parents are not living together."[10]

Child support guidelines in the ten states that use the percent of obligor income model exhibit considerable variation. The major differences among the states arise from the definition of income and the percentages applied to that income. Some states apply the percentage to gross income, as in Nevada and New York, while others like Illinois and Mississippi use net income.[11] The percentages in all states increase with the number of children, but only in Arkansas and North Dakota does the percentage vary with the obligor parent's income.[12] Table 1-1 compares the percentages applied to obligor parent income in selected states.

Table 1-1: Percentages Utilized by Selected Percent of Obligor Income States

Number of Children	Percentage of Income			
	Gross Income		Net Income	
	New York	***Nevada***	***Mississippi***	***Illinois***
1	17%	18%	14%	20%
2	25%	25%	20%	28%
3	29%	29%	22%	32%
4	31%	31%	24%	40%
5	35%	33%	26%	45%
6	35%	35%	26%	50%

[9] Thomas S. McCaleb, David Macpherson, and Stefan Norrbin, *Review and Update of Florida's Child Support Guidelines, Report to the Florida Legislature*, Department of Economics, Florida State University, November 17, 2008.

[10] Wisconsin Child Support Guidelines, Chapter DWD 40.

[11] Note that Mississippi's guidelines claim to use "adjusted gross income" but then proceed to define "adjusted gross income" as gross income less taxes and other payments.

[12] North Dakota's percentages decrease with income. For example, the percentage for one child is 25% for $1000 per month income but 16.8% for $12,500 per month income.

Since 2004, three states (Tennessee, Georgia, and Minnesota) that previously used the percent of obligor income model have converted to the income shares model.

Income Shares: The income shares model is the basis for state child support guidelines in 37 states and the District of Columbia.[13] The premise of the income shares model is essentially the same as that of Wisconsin's percent of obligor income model: a child should receive the same amount of expenditure as if the family were intact, even if the child is not the product of an intact family. The child support obligation is determined as a percentage of the combined income of both parents. In Robert Williams' original formulation of the model, the percentage was derived from estimates of average expenditures on children as a function of the income of intact two-parent households.

In this approach, the incomes of the two parents are combined. The basic child support obligation equals the average amount that an intact family with this level of income spends on the child(ren), not including expenditures on childcare or children's extraordinary medical expenses.[14] This basic support obligation is apportioned to the parents in proportion to their respective shares of the combined income. The obligee parent is simply assumed to spend the apportioned amount on the child(ren). The guidelines create at most a "moral obligation" but not a legal obligation for the obligee parent. The obligor parent's share of the basic obligation becomes a court-ordered, legally mandated and enforced child support payment from the obligor parent to the obligee parent.

Expenditures on childcare and on children's health care (primarily health insurance) are excluded from the expenditure estimates from which the basic child support obligations are derived. After determining the basic obligation, the actual amounts expended by the parents for these items are added to the basic obligation and apportioned between the parents. The obligor parent's share of these expenses is then added to the court-ordered child support payment.[15]

Williams' original formulation of the income shares model relied on estimates of expenditures on children by Thomas Espenshade using what is known as the Engel approach to determining family equivalence.[16] More recently, alternative estimates of expenditures on children have been developed by David Betson using a Rothbarth approach to determining family equivalence.[17] Both approaches are more fully described below.

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[13] Since our 2004 review, four states and the District of Columbia have adopted the income shares model. Three of these previously utilized the percent of obligor income model, described below and in Chapter 3, and Massachusetts and the District of Columbia utilized a hybrid model. Ten states continue to use the percent of obligor income model, and three states use the Melson formula, also described below.

[14] The basic obligation is supposed to include a minimal amount for routine health care. In most states, this amount is in the range of $200-$300 annually.

[15] In practice, the additional amount for children's health care is usually the premium cost of health insurance coverage for the child.

[16] Thomas J. Espenshade, *Investing in Children*, The Urban Institute Press, Washington, DC, 1984.

[17] David Betson, "Alternative Estimates of the Cost of Children from the 1980-1986 Consumer Expenditure Survey," U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation, September (1990). Betson subsequently updated his estimates using data from the 1996-1998 Consumer Expenditure Survey in "Chapter 5: Parental Expenditures on Children." in Judicial Council of California, *Review of Statewide Uniform Child Support Guideline,* San Francisco, California (2001). His most recent estimates are in "Appendix A: Parental Expenditures on Children: Rothbarth Estimates", Judicial Council of California, Administrative Office of the Courts, *Review of Statewide Uniform Child Support Guidelines: A Report to the California Legislature*, November 2010.

Many states that have revised their child support guidelines since 1990 have converted from estimates derived using the Espenshade-Engel approach to estimates derived using the Betson-Rothbarth approach. The 1997 review of Florida's guidelines recommended a revised schedule based on the Rothbarth approach, but because Florida continues to use a slightly updated version of Williams' original model, the current schedule is still based on the Espenshade-Engel approach.[18]

Melson Formula: The Melson formula model is used in three states (Delaware, Hawaii, and Montana) and, is a more complicated version of the income shares model.[19] Delaware's Melson formula consists of two parts. First, a primary support allowance, based solely on the number of children, is determined. The primary support allowance is designed to meet the minimum basic needs of the children while also allowing the obligor to maintain a minimum standard of living. Second, if the obligor still has income available above the amount needed to maintain a minimum standard of living, a standard-of-living adjustment (SOLA) is applied. The standard-of-living adjustment lets the child share in the portion of the parent's income that exceeds the amount needed to maintain a minimum standard of living. Table 1-2 shows Delaware's primary support allowances and SOLA percentages.

Table 1-2: **Delaware's Primary Support Allowance and SOLA Percentage**[20]

Number of Children	Primary Support Allowance	SOLA Percentage
1	$530	17%
2	$710	24%
3	$970	29%
Each additional	+$220	+4%

Alternative Approaches to Estimating Expenditures on Children

Whichever child support model is used, most states claim to base their child support payments on estimates of actual average family expenditures on children. Direct estimates of family expenditures on children are not possible because a majority of a family's expenditures are for shared goods (housing, for example) rather than for goods that are consumed by a specific individual within the family. This has led to the use of indirect estimates.

The indirect approach attempts to compare families with children to equivalent families without children. Equivalence means the families have the same standard of living. The difference between total consumption expenditures of a family with one child and an equivalent family with no children is assumed to be the marginal cost of the first child. Similarly, the

[18] About seven states including Florida continue to use schedules derived using the Espenshade-Engel approach. Jane Venohr, Ph.D., *Economic Basis of an Updated Child Support Schedule for Georgia*, Center for Policy Research, December 14, 2010, page 10.

[19] See Laura Wish Morgan, *Child Support Guidelines: Interpretation and Application*, Aspen Publishers, 1996, or http://library.findlaw.com/1999/Jan/1/241469.html for a more complete description of the Melson formula.

[20] The Family Court of the State of Delaware, *Delaware Child Support Formula Evaluation and Update*, November 1, 2010. These are estimates of the monthly primary support allowances and SOLA percentages applicable to the years 2011 and 2012.

difference between the total consumption expenditures of a family with two children and an equivalent family with one child is assumed to be the marginal cost of a second child.

Crucial to this methodology is the definition of equivalence. The approaches most commonly used to determine when two families are equivalent or have the same standard of living are the Engel approach and the Rothbarth approach. The Engel approach was used by Espenshade and therefore forms the basis for Florida's child support schedule. More recently, most states using the income shares model have adopted schedules of child support obligations based on the Rothbarth approach adopted by David Betson and promoted by Policy Studies, Inc., and more recently, the Center for Policy Analysis, the largest private players in the child support enforcement industry.

Engel Approach: The Engel approach assumes that families that spend the same proportion of their incomes on food are equally well off.[21] In the Engel approach, as total spending increases, the budget share or percent devoted to food should decrease, freeing up expenditures for other goods, and as family size increases, the food share of the budget should also increase.

Rothbarth Approach: The Rothbarth approach measures family equivalence using the level of "excess income" available to the household after all necessary expenditures have been made.[22] Rothbarth postulated that this excess income would be used for savings and luxuries, which he considered to be alcohol, tobacco, entertainment, and sweets. Subsequent implementation of the Rothbarth approach to develop child support guidelines has used expenditures on adult consumption goods (specifically, adult clothing, tobacco, and alcohol) as the measure of excess income.

In the Rothbarth approach, expenditure on adult goods increases as total consumption expenditure increases, but expenditure on adult goods decreases as household size increases. Betson tested several different measures of adult consumption goods but found that the results were only minimally affected by the choice of expenditure items to include. Once a variable for adult consumption goods has been chosen, the Rothbarth approach proceeds in the same way as the Engel approach.

Development of Florida's Current Schedule of Child Support Payments

As noted earlier, Florida initially adopted Robert Williams' model guidelines schedule of child support obligations developed for the Office of Child Support Enforcement, U.S. Department of Health and Human Services. The starting point for Williams' schedule was a set of percentages of household consumption spent on children derived by Espenshade using the Engel approach. Espenshade's analysis is described first, and then Williams' procedure to convert these percentages into a detailed schedule of support obligations follows.

Espenshade's Analysis: To implement the Engel approach, Espenshade used data from the 1972-73 Consumer Expenditure Survey conducted by the U.S. Bureau of Labor Statistics. He selected food consumed at home as a percentage of total consumption spending as his dependent variable.

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[21] Ernst Engel, 1857, "Die Productions und Consumtionsverhaltnisse des Konigsreichs Sachsen,: *Zeitschrift des Statiscshen Bureaus des Koniglich Sachishen Ministeriums des Innern*.

[22] Erwin Rothbarth, "Note on a Method of Determining Equivalent Income for Families of Different Composition," in *War-Time Pattern of Saving and Spending* (ed. C. Madge). Cambridge: Cambridge University Press, (1943).

He then examined the relationship between this dependent variable and total consumption expenditures. Estimating expenditures on children using this approach proceeded in two steps.

First, expenditures on a single child were computed as the difference between total consumption expenditures for a one-child family and total consumption expenditures for an equivalent childless couple. Again equivalence means that each family spends the same share of their budget on food consumed at home. Second, expenditures on additional children are estimated by examining how expenditure patterns vary between families with different numbers of children.[23]

Espenshade estimated average total expenditures on children in dollars from birth to age eighteen. He also created three synthetic families defined by socioeconomic status. The families were differentiated by the educational attainment and the type of occupation of the head of household. The three families were:

Low SES Family	Elementary school education, blue-collar occupation
Medium SES Family	High school education, blue-collar occupation
High SES Family	College education, white-collar occupation

For these three families, he simulated the proportion of total family expenditure devoted to raising children from birth to age 18. His estimates for a family with two children were 40.4% for the low SES family, 40.7% for the medium SES family, and 41.3% for the high SES family.[24] These are the percentages that formed the starting point for Williams' model guidelines schedule.

Williams' Schedule of Child Support Obligations: Child support guidelines following the income shares model require estimates of the average amount spent on children as a proportion of family *income* rather than family *expenditures*. They also require the estimates for families at different income levels rather than families classified by different socioeconomic status variables. To develop the national model guidelines schedule, therefore, additional steps were necessary to transform the Espenshade percentages.

Williams used the income data in the 1972-73 CES to convert Espenshade's percentages of family expenditure devoted to children into percentages of family income devoted to children. The CES reports summary data for families grouped into twelve income categories or ranges based on their gross incomes. Williams converted the gross income ranges into net income ranges by subtracting from gross income the average amount of federal, state, and local taxes paid, an estimate of the average amount of federal insurance (Social Security) contributions[25], and the average amount of union dues.

Although Espenshade's study was published in 1984, the data on which the percentages were based was at that time more than ten years old, and Williams was developing his model schedule in 1986. He first updated the income ranges to their 1984 equivalents. To do so, he plotted the cumulative relative frequency of households in each of the 1972-73 gross income

[23] Lewin/ICF, "Estimates of Expenditures on Children and Child Support Guidelines," submitted to Office of the Assistant Secretary for Planning and Evaluation, U.S. Department of Health and Human Services, October (1990).
[24] Espenshade, Table 20, p. 66.
[25] Federal insurance contributions were estimated as 5.525% (the average of the FICA rates for 1972 and 1973) of wages and salaries up to $9,902.

categories. He then plotted the same relative frequency using 1984 data[26]. He assumed that the distribution of income had remained stable between 1972-73 and 1984 even as the actual incomes increased. By assuming unchanged relative frequencies, he established boundaries for income categories in 1984 that he deemed equivalent to the boundaries of the 1972-73 income categories.

For example, suppose one of the boundaries separating gross income categories in 1972-73 had been $5,000, and suppose 30 percent of families in 1972-73 had gross incomes below $5,000. If 30 percent of families in 1984 had gross incomes below $10,000, then Williams assumed that $10,000 in 1984 was equivalent to $5,000 in 1972-73. This procedure resulted in twelve gross income categories in 1984 dollars that were assumed equivalent to the twelve categories in 1972-73.

When the model guidelines schedule was developed, the 1984 data were the most recent available so it was necessary to further update the gross income categories from 1984 dollars to 1986 dollars. This was accomplished by a simple transformation of the data using the May 1986 Consumer Price Index. This method assumed that gross incomes between 1984 and 1986 increased at the same rate as the average prices of goods and services. Corresponding to the twelve gross income categories, twelve net income categories were derived by assuming that the ratio of gross income to net income in 1986 was identical to the ratio in 1972-73.

The ratio of consumption to net income in the five lowest net income categories exceeded one. Therefore, the ratios in these five categories were capped at one[27] and they were regrouped into two categories. The consumption-to-income ratios in the next two categories were identical so they were combined into a single category, as were the next two for the same reason. These adjustments reduced the number of categories from twelve to seven.

The child support obligation in the income shares model consists of a basic obligation based on the guidelines schedule plus actual amounts for childcare and extraordinary medical expenses. The amounts for childcare and extraordinary medical expenses are added to the basic obligation shown in the guidelines schedule. The Espenshade percentages, however, included average family expenditures on these items so they needed to be backed out of the consumption-to-net income ratios.

The 1972-73 CES included an expenditure variable for "cost of care", but this variable included both children and the elderly. To develop the guidelines schedule, the amount expended for children alone was estimated by apportioning the cost of care reported in the CES between children and the elderly on a per capita basis.

Extraordinary medical expenses were defined as all medical costs not covered by insurance less a $200 deductible (equivalent to $79.16 in 1972-73). Medical costs not covered by insurance are included in the CES. These two items, estimated childcare expenses and extraordinary medical expenses, were added together and calculated as a percentage of net income. The consumption-to-net income ratio in each income category was then reduced by the ratio of childcare plus extraordinary medical expenses to net income.

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[26] *Money Income of Households, Families, and Persons in the U.S.: 1984*, Series P-60, No. 151, U.S. Department of Commerce, Bureau of Census, April 1986.

[27] The rationale for this is that "…families should not be required to spend more than their income." Venohr, p. 30.

The results of all these calculations and adjustments are shown in Table 1-3 below. The first column shows the net income categories adjusted to 1986 dollars. The second column assigns the three Espenshade percentages to these income categories.[28] Espenshade's percentage for low socioeconomic status families is assigned to the lowest three income categories. Espenshade's percentage for medium socioeconomic status families is assigned to the middle-income category. The percentage for high socioeconomic status families is assigned to the highest three income categories.

Table 1-3: Converting Expenditures on Children from a Percent of Consumption to a Percent of Net Income (Two Children)

Net Income Category	Child Expenditure/Total Expenditure	Total Expenditure/Net Income	(Childcare + Medical)/Net Income	Child Expenditure/Net Income
$0-5,600	40.4	1.000	3.40	37.0
$5,601-$10,650	40.4	1.000	3.69	36.7
$10,651-$16,725	40.4	0.985	3.66	36.1
$16,726-$28,200	40.7	0.907	3.40	33.5
$28,201-$39.975	41.3	0.860	2.86	32.7
$39,976-$51,875	41.3	0.815	2.49	31.2
$51,876 or more	41.3	0.718	1.97	27.7

Espenshade estimated the percentage of family expenditures devoted to children only for families with two children. Therefore, Williams had to construct estimates for one-child families and three-child families using other data in Espenshade's analysis. Elsewhere in the study, Espenshade computes total dollar amounts spent on children from birth to age 18. These estimates are disaggregated by socioeconomic status, children's birth order, children's ages, and wife's employment status, and they are computed separately for families with one, two, and three children.[29] For example, a one-child, medium socioeconomic status family with a wife working part-time is estimated to spend $106,200 (in 1981 dollars). A two-child family with the same characteristics spends $164,800, and a three-child family spends $206,400.

To derive expenditures on children as a percent of net income for one-child families, Williams divided Espenshade's total dollar expenditure on children for the one-child family by total dollar expenditure for the two-child-family. The ratio is 0.6444. He then multiplied the percentages in the last column of Table 1-3 by this ratio to yield corresponding percentages for families with one child.

Similarly, Williams derived percentages of net income spent on children in three-child families by first dividing Espenshade's total dollar expenditure in three-child families by the total dollar expenditure in two-child families to get a ratio of 1.2524. He then multiplied the percentages in the last column of Table 1-3 by this ratio to yield the corresponding percentages for three-child families.

[28] Williams does not explain the basis for these assignments. They apparently were done simply by assumption, although the Espenshade percentages are sufficiently alike that this makes little difference to the results.

[29] Espenshade, Table 3, p. 26-28.

However, this procedure leads to erroneous results for one-child and three-child families because Williams appears to have misinterpreted Espenshade's analysis. The percentages of net income spent on two children, to which Williams applied these ratios, are annual amounts; that is, the percentages in the last column of Table 1-3 represent the average expenditure on two children each year to average net income for that year. But Espenshade's estimate of the amount of expenditure on one child is the total over 18 years while his estimate of the amount for two children is the total over 20 years. These need to be converted to annual amounts before multiplying the percentages in Table 1-3 by their ratio.

Because the amount for one child would be divided by 18 while the amount for two children would be divided by 20, the ratio of the annual amounts would be larger than the ratio of the total amounts. Instead of Williams' 0.6444, the true ratio of the annual amounts would be 0.7160. Thus, Williams' estimates of expenditures on one child as a percent of net income were too low by an average of about ten percent, or about 2.5 percentage points.

Similarly, the amount for three children should be divided by 22. Therefore, the ratio of the annual amount for three children and the annual amount for two children should be smaller than the ratio of the total amounts. Instead of Williams' 1.2524, the true ratio of the annual amounts would be 1.1386. Thus, Williams' estimates of expenditures on three children as a percent of net income were too high by an average of about ten percent, or almost four percentage points.

Espenshade also provided no estimates of family expenditures on children for families with more than three children. To extend the proportions to four-child families, Williams used a set of Revised Equivalence Scales developed by the Bureau of Labor Statistics based on 1968 data. These equivalence scales show how much more proportionately a family with four children needs to spend than a three-child family.

The BLS equivalence scales only extended to families with four children, but Williams wanted to include five-child and six-child families in his schedule. He assumed the equivalence scale would increase at a constant but decreasing rate (presumably reflecting economies of scale in family size). This allowed him to calculate equivalence values for five and six children. He then increased his estimated percentage of net income spent on four children by these equivalence values to derive estimated percentages for five and six children.

The final result was a set of forty-two child support percentages corresponding to seven net income categories each for families with one through six children. The next and last step to derive the model guidelines schedule was to convert the seven annual net income categories into a table of child support obligations expressed in dollars corresponding to monthly net incomes in increments of $50.

The percentage of net income devoted to children in each of the seven net income categories was assigned to the mid-point net income for that category. For example, the third income category was $888-$1,394 per month with a mid-point of $1,141. The percent of income devoted to children in this category is estimated to be 36.1. So the child support obligation for parents with two children and a combined net income of $1,141 is $412 (36.1% of $1,141). The mid-point of the next income category is $1,873, and child expenditure as a percentage of net income in this category is 33.5. Therefore, the child support obligation for parents with two children and a combined net income of $1,873 is $627 (33.5% of $1,873).

Between adjacent midpoints, child support amounts at each net income were interpolated. The marginal percentage separating net incomes within each net income range was calculated. Then, support obligations corresponding to each net income were calculated so that the marginal percentage separating each support obligation was the same as the marginal percentage separating each net income.

For example, the difference between a net income of $1,500 and the next lower mid-point income, $1,141, is $359. This is 49% of the difference between the two adjacent midpoints, $1,141 and $1,873. Therefore, the difference in the support obligation for a net income of $1,500 and the next lower mid-point support obligation, $412, is also 49% of the difference between the two adjacent mid-point support obligations, $412 and $627.

In this way, the entire model schedule of child support obligations was created. While the basis for the schedule is economic data on household spending from the Consumer Expenditure Survey, many assumptions must be made in transforming the basic CES data into the final schedule. Many of the assumptions are purely arbitrary and have no particular economic or statistical justification. Estimates of expenditures on children are sensitive to the specification of the estimating equation, the choice of variables to include in the equation, and the data series used in the estimation.

It is important not to place excessive reliance on the precision of these estimates. They are the result of a process that originates with economic data (the Consumer Expenditure Survey), but with a large amount of human intervention between the data and the result. Despite the appearance that the schedule of child support obligations following the income shares model is somehow firmly grounded in economic data, the linkages between the underlying data and the final schedule are many and weak. Development of a usable schedule from the basic Consumer Expenditure Survey data requires so many assumptions and so many *ad hoc* statistical procedures that it is not possible to say for certain that any resulting schedule accurately reflects average expenditures on children by intact families.

For this reason, the schedules of obligations adopted by different states vary widely even when they purport to use the same methodology. As we previously noted, differences in the underlying data are most unlikely to account for the wide variation in schedules of obligations across states. While the choice of a particular schedule of obligations matters greatly to parents who receive and pay child support, economically, statistically, and methodologically, there are no strong grounds for preferring any one schedule to any other.

Chapter 2
Updating Florida's Schedule of Child Support Payments

The process of updating Florida's schedule of child support payments begins with re-estimating expenditures on children, following the original Espenshade analysis on which the current Florida schedule is based, using 2006-2009 Consumer Expenditure Survey Data (the most recent available). For analysis purposes, a more restricted sample than the full CES sample of consumer units is used. The full sample consists of 43,850 consumer units. Using the same restrictions on filtering the data as were used by Espenshade, our usable sample is 2,380. The restrictions imposed on the sample, and the number of units deleted from the full sample by each restriction, are shown in Table 2-1.

Table 2-1: Sample Restrictions

	Deletions	Remaining Sample Size
Total Number of Consumer Units		43,850
Sample Restriction		
Full Year	28,721	15,129
Income Not Imputed	6,977	8,152
Family Income Greater Than 0	30	8,122
Married	4,027	4,095
Under Age 55 If No Children	1,314	2,781
All Children Age 24 or Younger	199	2,582
No Non-Family Members living with Family	193	2,389
Not missing Data on Location	9	2,380

Only consumer units for which a full year (five quarters) of data was available were included. This restriction alone resulted in the largest number of deletions, eliminating more than half the full sample. Another 6,977 consumer units were deleted because only imputed incomes, not actual incomes, were reported. The usable sample was also restricted to consumer units where the parents are married, where the head of household is either under age 55 or over age 55 with children, where all children in the household are age 24 or younger, and where the household includes no non-family members. These restrictions eliminated an additional 5,733 consumer units from the full sample. Finally, only units with incomes greater than zero and with data on location were included, although these restrictions eliminated only 39 units from the full sample.

Creating Cost of Children Estimates for Synthetic Lifecycle Families

The Espenshade approach relies on estimating expenditures on children for specific synthetically created families. Following Espenshade, we create similar synthetic families, each with a specified number of children, and compare these families to an identical family without children.

The three synthetic families are defined by the education level and type of occupation of the head of household:

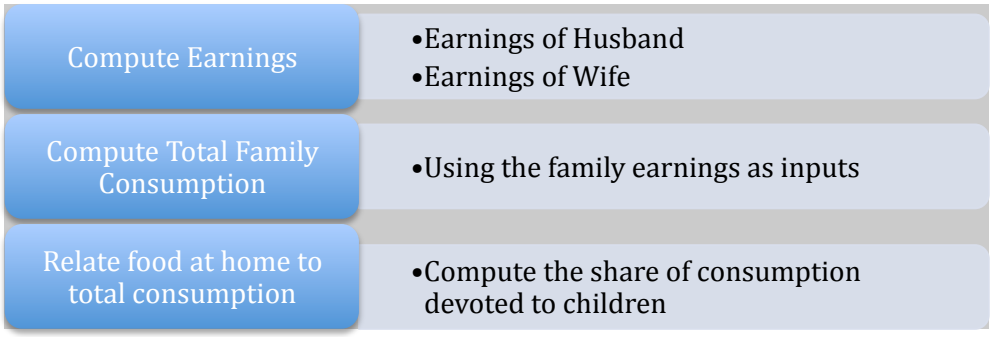
Low SES Family	Elementary school education, blue-collar occupation
Medium SES Family	High school education, blue-collar occupation
High SES Family	College education, white-collar occupation

Each synthetic lifecycle family has the following characteristics:[30]

- Mother is 25 years old when she has the first child
- Mother has the same education as her husband
- Mother works part-time for the full year
- Father is 27 years old when the first child is born
- Children are spaced two years apart

The general approach to computing the cost of children in Espenshade (1984) is shown in Figure 2-1. It is a three-step process. First, the earnings of the husband and wife are computed. Using these earnings, a family's total consumption is calculated. In the final step, the family consumption is related to the food consumed at home. In this last step the synthetic family with children is compared to an identical synthetic family without children. Specifically, we compute the amount of total expenditure required for the family without children to have the same level of food consumed at home as the family with children. This ensures that the two families are on the same Engel curve.

Figure 2-1: The Espenshade Process of Computing the Cost of Children



Before the two synthetic families can be compared, one needs to estimate the statistical relationships for earnings and consumption. Multiple regression techniques were used to estimate the husband's earnings for the restricted sample and the wife's earnings using the CES data for 2006-2009. Using the estimated earnings for husbands and wives as inputs, a third regression was computed to estimate the total household current consumption. Finally, a regression was used to estimate each household's standard of living, based on the relationship between food at home and total family consumption. This is the regression used to measure the consumption needed to make a family without children have a standard of living equivalent to a family with children.

[30] These synthetic families follow the definition in Espenshade (1984, p. 21). Note that in his appendix, he defines slightly different synthetic families. We follow the families created in the main text.

The Espenshade method takes each synthetic family through a lifecycle, and computes the cost of the child during each year that the child resides with the parents. The earnings are estimated for the husband and wife in the synthetic family for each of the years between the birth of the first child and its eighteenth birthday. These estimated earnings vary by age, so for a single child, there are eighteen values for husband's earnings and eighteen for wife's earnings. Together, they provide an estimate of family income for each year. The estimated family incomes are then used to estimate the family's current consumption for each year. The final step takes the current consumption for each year, and uses that as the input into the final standard of living equation for each year that a family has a child in the household. Thus, the cost of a child is computed for each year, and reported as the average of the time the child or children reside with the parents.

Table 2-2 displays the estimated percentage of current family consumption devoted to children for each SES family and each number of children. The first column shows the updated percentages using the 2006-2009 data. For comparison, the second column has Espenshade's percentages using 1972-73 data.[31] Note that Espenshade only provides percentages for a family with two children, but Table 2-2 also shows estimates of what the percentages for one-child and three-child families would have been based on 1972-73 data.[32] The 2006-09 percentages are two to three percentage points lower than the 1972-73 percentages for all SES family types and for all family sizes.

Table 2-2: Expenditure on Children as Percent of Total Family Consumption

	FSU (2006-09 CES)	Espenshade (1972-73 CES)
One Child		
Low SES	27.82%	
Medium SES	27.97%	30%
High SES	28.73%	
Two Children		
Low SES	37.97%	40.4%
Medium SES	38.15%	40.7%
High SES	39.20%	41.3%
Three Children		
Low SES	42.58%	
Medium SES	42.77%	45%
High SES	43.99%	

[31] Espenshade, Table 20, p. 66.

[32] The one-child and three-child estimated percentages are extracted from Espenshade's Table 3, p. 28, which reports parental expenditures on children in dollars for each child from birth to age 18 for each synthetic family.

Converting Child Expenditure as a Percent of Consumption to Child Expenditure as a Percent of Net Income

The Espenshade results show child expenditure as a percentage of total consumption for families defined by education and type of occupation. In the Florida child support schedule, support obligations are determined by net income, not current consumption. Therefore, it is necessary to transform expenditures on children as a percent of family consumption into expenditures as a percent of net income.[33]

The procedure for doing so generally follows Williams' approach described in the previous chapter. There are five steps:

1. Find suitable net income ranges
2. Assign the computed child expenditure result to each income range
3. Compute current consumption as a fraction of net income for each range
4. Compute the extraordinary medical and childcare expenditures for each range
5. Calculate a child support obligation for each net income in the schedule.

The first step was accomplished by examining the frequency distribution of the selected 2006-2009 CES data. This data set comprises all married couples with and without children that met the selection criteria discussed in the first part of this chapter. Based on the distribution of net income, we selected net income categories such that observations would be as evenly spaced as possible. This approach covers the represented observations well, and also provides enough sample data in each category to compute reliable estimates. The selected net income ranges are reported in the first column of Table 2-3.[34]

The second column of Table 2-3 shows expenditures on children as a percent of total family consumption estimated using the Espenshade approach. The Espenshade approach provides only three data points for the ratio of total consumption to net income, one for each synthetic family. A linear extrapolation is used to extend this relationship throughout the full range of net incomes.[35]

The third column in the table shows the ratio of consumption to net income computed using the linear extrapolation from the three Espenshade data points. As others have found, consumption exceeds net income in the lowest income range. The consumption-income ratio in this income range is 1.38, implying that on average a family in the lowest income category consumes 38% more than its reported net income. Following Williams, we set the ratio to 1.0 in our calculations. The remaining values are computed using our sample of data from the 2006-2009 CES. As expected, consumption declines as a fraction of net income so that marginal expenditure on a child also declines as a fraction of net income.

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[33] An alternative methodology using regression techniques to convert from total family consumption to net income is used in Chapter 6.

[34] All values are updated to August 2011 values using the Consumer Price Index-All Items except for medical expenses, which are updated using the medical services component of the Consumer Price Index.

[35] Because the child costs as a fraction of current consumption vary positively with income, a linear extrapolation is the best alternative to providing estimates for each income category without changing the Espenshade framework.

The CES data on total family consumption includes expenditures on medical services and childcare. In all income shares states including Florida, these expenditures are added to the basic child support obligation. Therefore, they must be subtracted from expenditures on children in deriving the schedule of basic obligations. Childcare and extraordinary medical expenses may differ by net income level, so we estimate the amount for each income category.

Childcare expenses are computed by family size to take into account the possibility that these expenses increase with the number of children. To estimate extraordinary medical expenses, we compute all medical costs that exceed a deductible amount. In 1986, Williams assumed a deductible of $200. Based on the medical services component of the Consumer Price Index, we calculate that to be $636 in 2011 dollars. Extraordinary medical expenses are also weighted by family size. The fourth column in Table 2-3 shows our estimate of the average extraordinary medical and childcare expenses as a percent of net income for each net income range.

The final step is to compute the ratio of expenditures on children without childcare and extraordinary medical expenses to net income. This is done using the following equation:

Child Expenditure/Net Income=Child Expenditure/Consumption*Consumption/Net Income–
[(Childcare+Medical Expenses)/Net Income]

The ratio of child expenditure to net income is the marginal expenditure on children for each net income range. The same approach is used for the two-child and the three-child families in Tables 2-4 and 2-5.

Table 2-3: Converting Expenditures on Children from a Percent of Consumption to a Percent of Net Income (One Child)

Net Income	Child Expenditure/ Consumption (%)	Consumption/ Net Income	(Childcare+Medical)/ Net Income (%)	Child Expenditure/ Net Income (%)
10,000-35,000	27.66	1.0 (1.38)	1.73	25.9
35,001-50,000	27.92	0.97	2.11	25.0
50,001-65,000	28.12	0.83	2.66	20.7
65,001-80,000	28.32	0.73	2.95	17.7
80,001-95,000	28.52	0.67	2.20	16.9
95,001-115,000	28.76	0.65	2.15	16.6
115,001-140,000	29.07	0.62	2.06	16.0

Table 2-4: Converting Expenditures on Children from a Percent of Consumption to a Percent of Net Income (Two Children)				
Net Income	**Child Expenditure/ Consumption (%)**	**Consumption/ Net Income**	**(Childcare+Medical)/ Net Income (%)**	**Child Expenditure/ Net Income (%)**
10,000-35,000	37.73	1.0 (1.38)	2.63	35.1
35,001-50,000	38.08	0.97	3.66	33.3
50,001-65,000	38.35	0.83	3.96	27.9
65,001-80,000	38.62	0.73	3.33	24.9
80,001-95,000	38.89	0.67	3.11	22.9
95,001-115,000	39.20	0.65	3.25	22.2
115,001-140,000	39.60	0.62	2.72	21.8

Table 2-5: Converting Expenditures on Children from a Percent of Consumption to a Percent of Net Income (Three Children)				
Net Income	**Child Expenditure/ Consumption (%)**	**Consumption/ Net Income**	**(Childcare+Medical)/ Net Income (%)**	**Child Expenditure/ Net Income (%)**
10,000-35,000	42.30	1.0 (1.38)	2.47	39.8
35,001-50,000	42.70	0.97	2.98	38.4
50,001-65,000	43.00	0.83	4.05	31.6
65,001-80,000	43.30	0.73	4.64	27.0
80,001-95,000	43.59	0.67	3.69	25.5
95,001-115,000	43.94	0.65	3.64	24.9
115,001-140,000	44.39	0.62	3.66	23.9

Updated Schedule of Child Support Obligations for Florida

Tables 2-3 through 2-5 show the final estimates of expenditures on children as a percent of net annual income for one, two, and three children for seven different net income ranges. The first step in translating these into a detailed schedule of child support obligations is to convert from annual net income to monthly net income. Then, the child support percentage in each range was assigned to the midpoint income of that range. Applying the support percentage to the midpoint income generates a child support obligation in dollars corresponding to the midpoint income.

The actual schedule of obligations is divided into increments of $50 to smooth the data and avoid the large gaps that would exist using the broad income ranges in the tables. Using the same procedure followed by Williams as described in Chapter 1, child support obligations in dollars at each net income between adjacent midpoints were interpolated. The method is best explained by an example.

The lowest net income range is $833-$2,917 with a median of $1,875. The child support obligation for a net income of $1,875 is $486 (25.9% of $1,875). The next range is $2,917-$4,167 with a median of $3,542. The support obligation for $3,542 is $885 (25.0% of $3,542). The difference between the midpoint incomes is $1,667. The difference between the associated support obligations is $399.

Now, consider a net income of $2,500. The difference between $2,500 and the next lower midpoint income ($1,875) is $625. This is 37.5% of the $1,667 difference between the midpoint incomes. Therefore, the difference between the child support obligation for $2,500 and the next lower midpoint obligation, $486, is also 37.5% of the difference between the adjacent support obligations. The result is a support obligation for parents with a combined net income equal to $2,500 of $636.

The procedure just described is not applicable to incomes below the lowest median or above the highest medians. Lower and higher median incomes between which support obligations can be interpolated for these income ranges are not supported by the data. At low incomes, the data become suspect with many consumer units reporting consumption expenditures that exceed net incomes, often by implausibly large amounts. At high incomes, the number of consumer units in the sample is so small as to make results statistically unreliable. Also, the practice of topcoding at the highest income levels further reduces the reliability of the CES data at the high end.

Therefore, a different procedure was used at the bottom and top of the updated schedule. To extend the schedule down to $950, we applied the marginal percentage at the lowest median to all net incomes below it. Similarly, to extend the schedule up to $12,500, the marginal percentage at the highest median was applied to all incomes above it. Especially at the top, there is little loss in this approach because expenditures on children as a percent of net income tend to flatten out in the highest three net income ranges.

Two versions of the updated schedule are presented. Both versions replace the current $650 self-support reserve with a $950 self-support reserve, reflecting the 2011 federal single-person poverty guideline of $907. The schedule in Appendix 2-1 includes a phase-in range where the support obligation is a percent of the difference between the obligor's net income and $907. The percentages range from 90 percent for one child up to 95% for six children. The alternate

schedule in Appendix 2-2 does not include a phase-in range, as explained in the recommendation below. Both schedules have been extended to $12,500 monthly net income, where the current schedule only reaches $10,000.

Comparisons of the Updated Schedule and the Current Schedule

Figures 2-2 through 2-7 compare the obligations in the updated schedule including the phase-in range in Appendix 2-1 with those in the current schedule. Figures 2-8 through 2-13 compare the updated schedule without phase-in in Appendix 2-2 to the current schedule. Of course, the two sets of comparisons differ only over the phase-in range.

For one child, the support obligations in the updated schedule are higher by as much as 20% at incomes less than $5,100 and by as much as 12% at incomes greater than $7,300. Between $5,100 and $7,300, the obligations in the updated schedule are less than those in the current schedule, but within five percent. The average difference is about seven percent; that is, on average, the updated obligations are seven percent higher than the current obligations.

For two children, the updated support obligations are higher than the current obligations by as much as 6% at incomes less than $3,650. The updated obligations are less than the current obligations for higher incomes by as much as 14%. The average difference for two children is about negative seven percent; that is, on average, the updated obligations for two children are about seven percent lower than the current obligations.

For three children, the updated obligations are uniformly lower by as much as 25%. The average difference for three children is almost 17 percent; the updated obligations for three children are on average 17 percent lower than the current obligations. Because the obligations for four, five, and six children are all derived from the obligations for three children, the patterns for the higher numbers of children are the same as for three.[36]

There are several possible explanations for the differences between the updated schedule and the current schedule. First, the underlying CES data from which the proportion of total family consumption spent on children is derived may have changed between 1972-73 and 2006-09. That is, families may be spending more or less of their total family consumption on children today than they did forty years ago.[37]

A second possible explanation is that the updated schedule is derived from a set of net income categories that extend up to $11,667, less than $1,000 below the top of the schedule. The current schedule was derived from a set of net income categories that extended only up to $4,320

[36] Although the patterns are the same for four, five, and six as for three, the actual obligations are different because the most recent equivalence scales that we used are different from the 1968 equivalences that Williams used. We used 1.11 for four children, 1.10 for five, and 1.087 for six. The equivalences in the current schedule appear to be approximately 1.12, 1.08, and 1.06.

[37] Robustness tests of the methodology will be reported in a subsequent technical report and will include some tests of this proposition. A comparison of our synthetic family percentages for two children with Espenshade's suggests that expenditures on children as a percent of total family expenditure have decreased by two to three percentage points. This, of course, does not mean that families are spending less on children. It could mean that they are spending more in total as their incomes have risen, but that spending on children has not increased as much as total spending.

monthly, but the schedule was then extrapolated all the way up to $10,500 even though estimated support percentages were not available for those higher incomes.

Figure 2-2: Basic Support Obligations for One Child with SSR

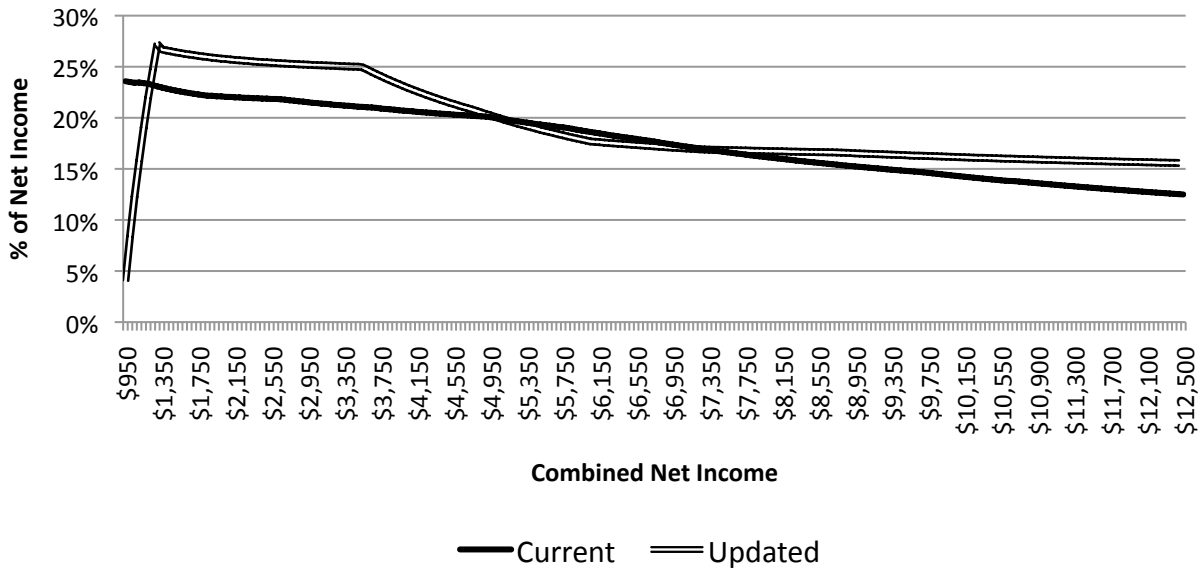


Figure 2-3: Basic Support Obligations for Two Children with SSR

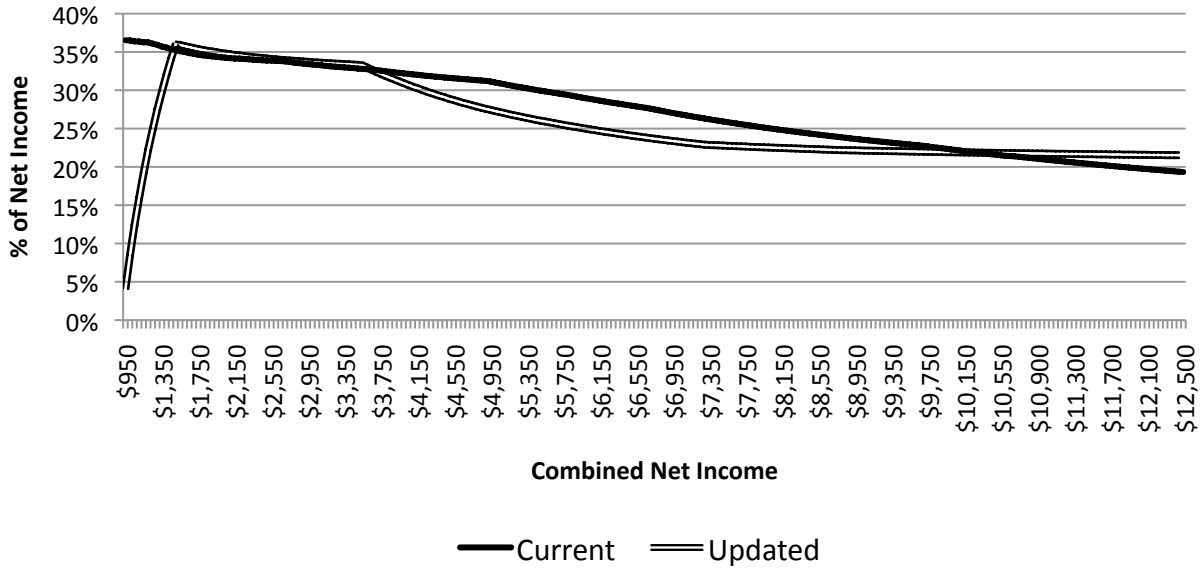


Figure 2-4: Basic Support Obligations for Three Children with SSR

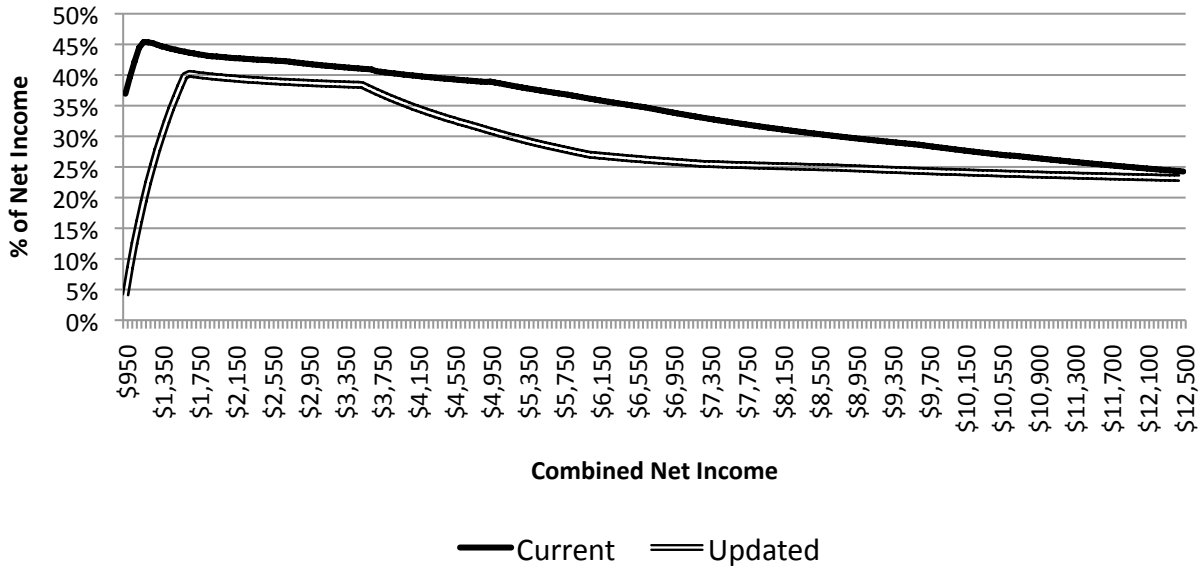


Figure 2-5: Basic Support Obligations for Four Children with SSR

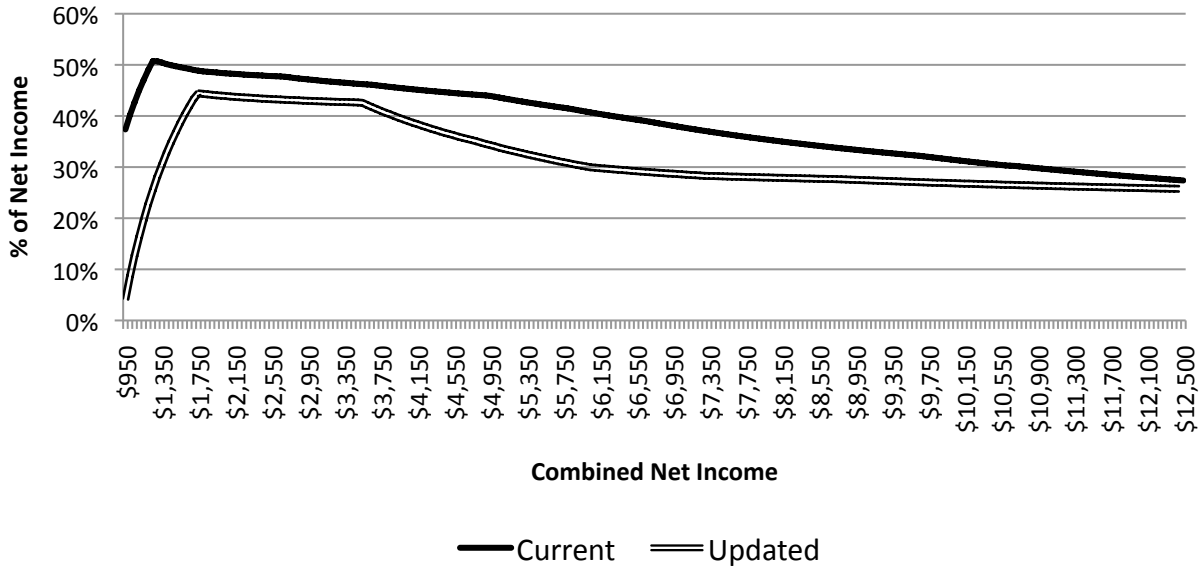


Figure 2-6: Basic Support Obligations for Five Children with SSR

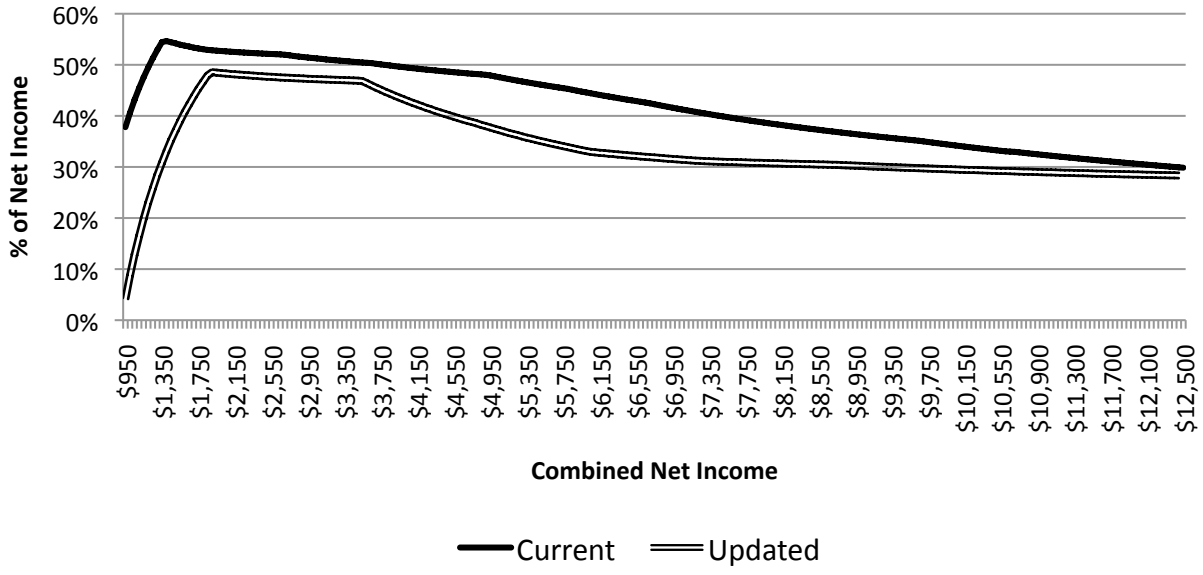
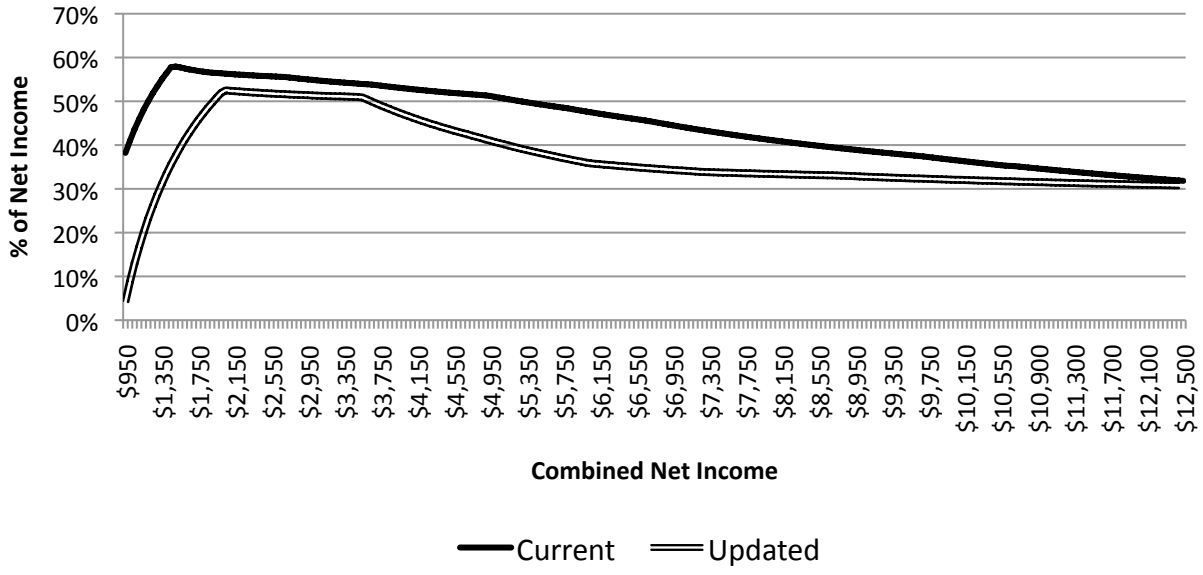


Figure 2-7: Basic Support Obligations for Six Children with SSR



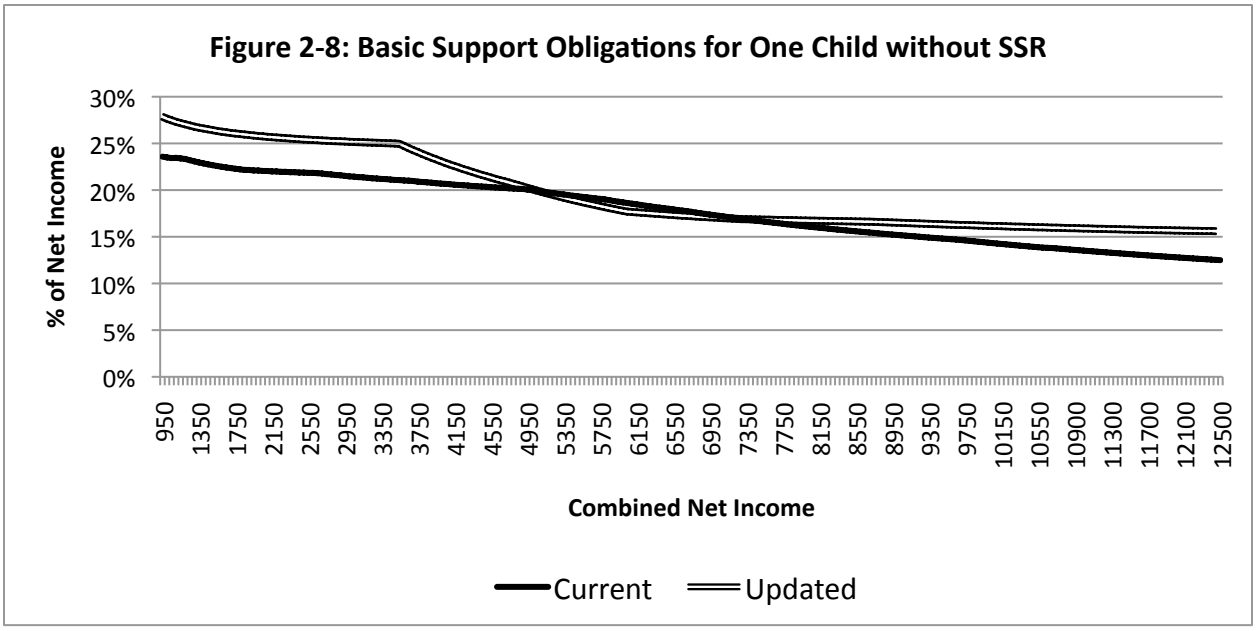


Figure 2-8: Basic Support Obligations for One Child without SSR
% of Net Income
30%
25%
20%
15%
10%
5%
0%
950
1350
1750
2150
2550
2950
3350
3750
4150
4550
4950
5350
5750
6150
6550
6950
7350
7750
8150
8550
8950
9350
9750
10150
10550
10900
11300
11700
12100
12500
Combined Net Income
Current
Updated

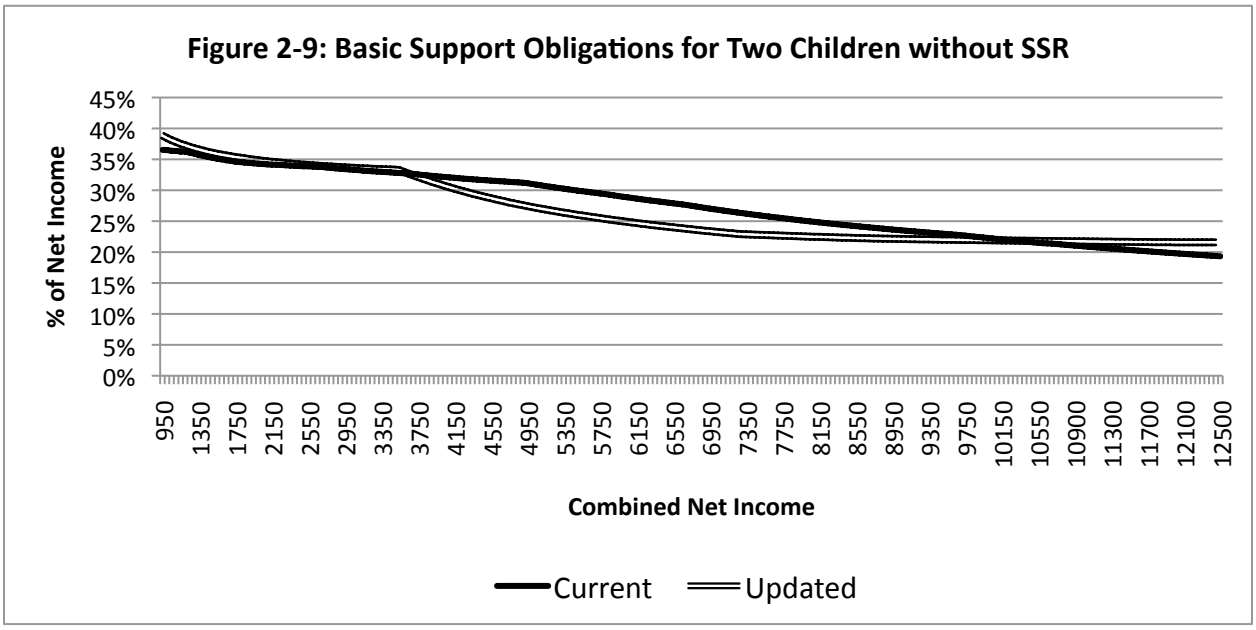


Figure 2-9: Basic Support Obligations for Two Children without SSR
% of Net Income
45%
40%
35%
30%
25%
20%
15%
10%
5%
0%
950
1350
1750
2150
2550
2950
3350
3750
4150
4550
4950
5350
5750
6150
6550
6950
7350
7750
8150
8550
8950
9350
9750
10150
10550
10900
11300
11700
12100
12500
Combined Net Income
Current
Updated

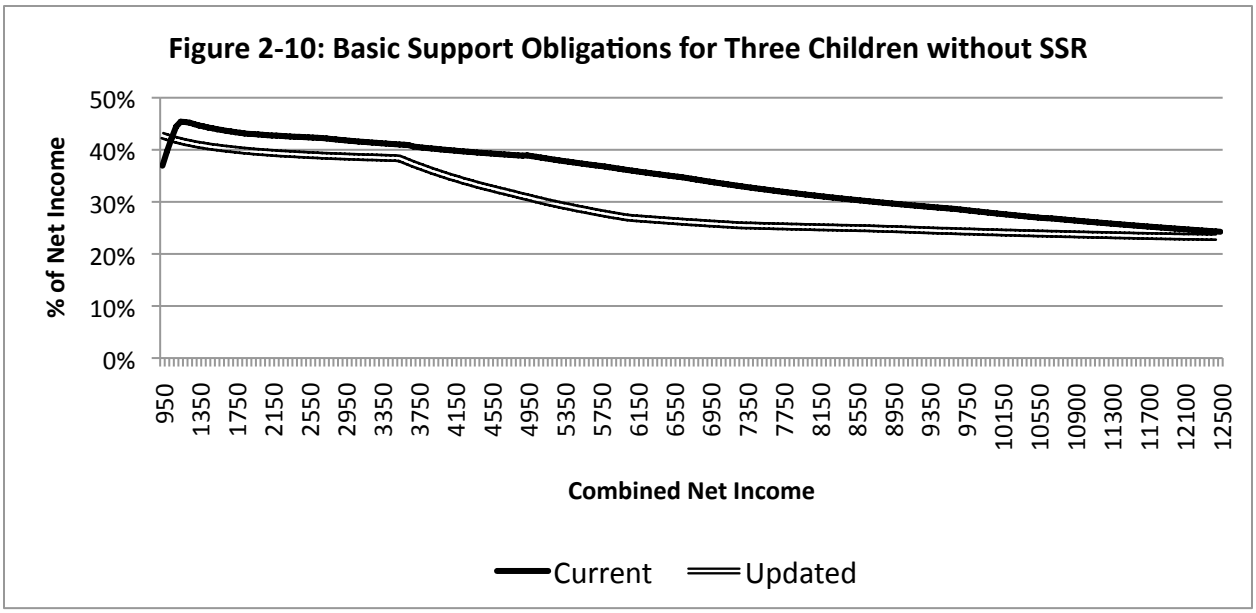


Figure 2-10: Basic Support Obligations for Three Children without SSR
% of Net Income
50%
40%
30%
20%
10%
0%
950
1350
1750
2150
2550
2950
3350
3750
4150
4550
4950
5350
5750
6150
6550
6950
7350
7750
8150
8550
8950
9350
9750
10150
10550
10900
11300
11700
12100
12500
Combined Net Income
Current
Updated

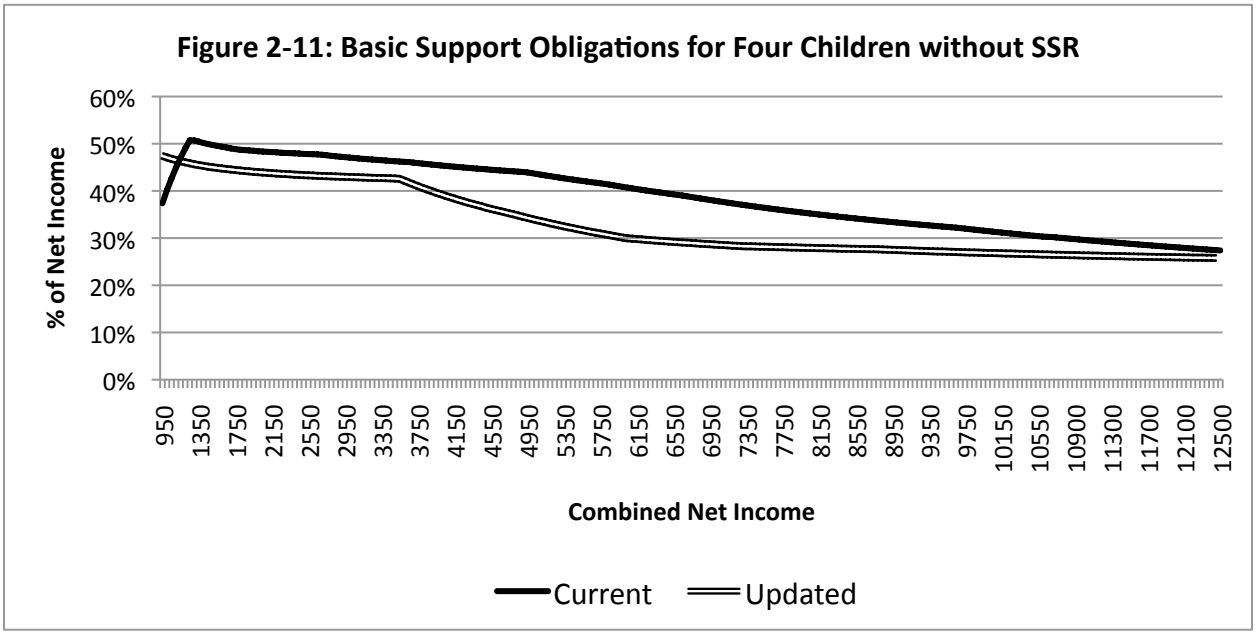


Figure 2-11: Basic Support Obligations for Four Children without SSR
% of Net Income
60%
50%
40%
30%
20%
10%
0%
950
1350
1750
2150
2550
2950
3350
3750
4150
4550
4950
5350
5750
6150
6550
6950
7350
7750
8150
8550
8950
9350
9750
10150
10550
10900
11300
11700
12100
12500
Combined Net Income
Current
Updated

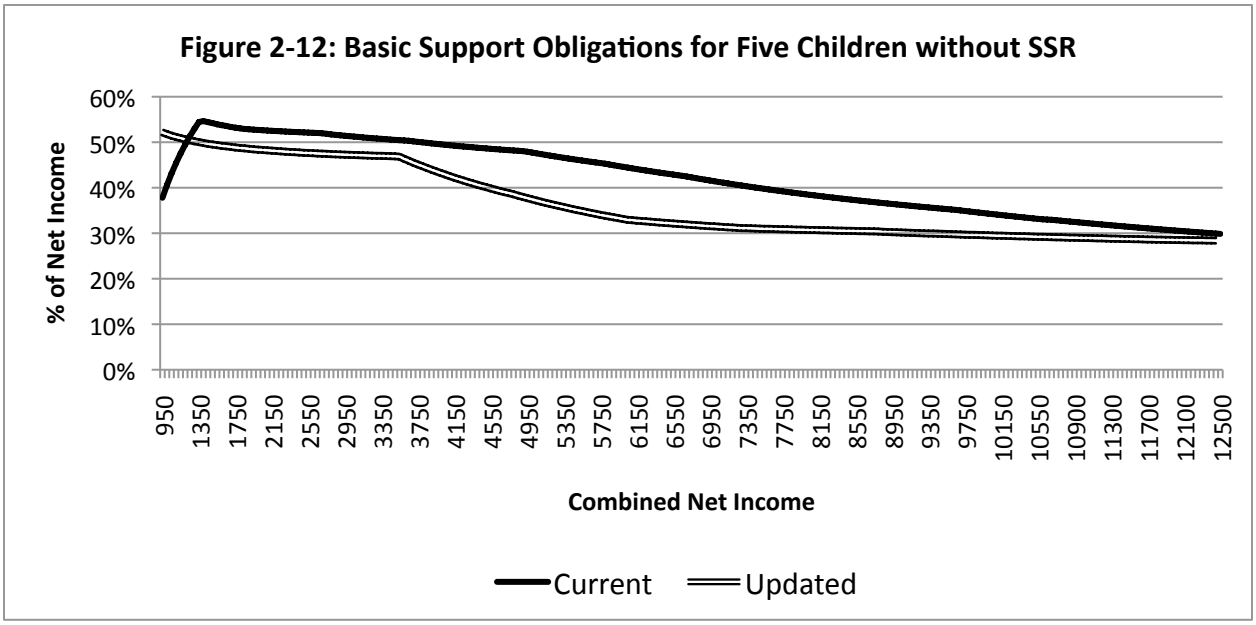


Figure 2-12: Basic Support Obligations for Five Children without SSR
% of Net Income
60%
50%
40%
30%
20%
10%
0%
950
1350
1750
2150
2550
2950
3350
3750
4150
4550
4950
5350
5750
6150
6550
6950
7350
7750
8150
8550
8950
9350
9750
10150
10550
10900
11300
11700
12100
12500
Combined Net Income
Current
Updated

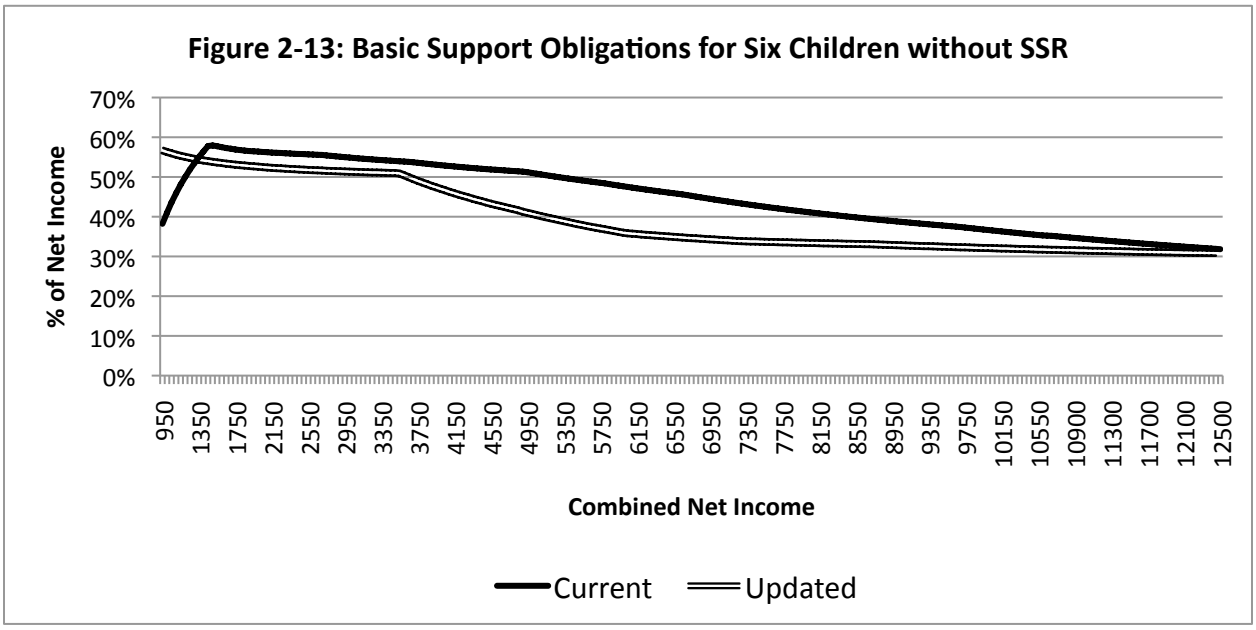


Figure 2-13: Basic Support Obligations for Six Children without SSR
% of Net Income
70%
60%
50%
40%
30%
20%
10%
0%
950
1350
1750
2150
2550
2950
3350
3750
4150
4550
4950
5350
5750
6150
6550
6950
7350
7750
8150
8550
8950
9350
9750
10150
10550
10900
11300
11700
12100
12500
Combined Net Income
Current
Updated

We do not know how obligations in the current schedule at net incomes above $4,320 were obtained. The division of the data into a limited number of net income categories is essentially arbitrary, as is the assignment of support percentages to each category. In both the updated schedule and the current schedule, this division and assignment was done mostly by inspection of the data and by assumption. There are better methods, grounded in statistics, for this procedure, but our objective again was to replicate as nearly as possible the methodology of the current schedule. The resulting schedule of support obligations is likely to be quite sensitive to whatever procedure is followed.

A third possible reason for the differences in the one-child and three-child obligations is that the updated schedule is based on an actual analysis of these cases. That is, the same methodology used to develop the two-child obligations was applied independently to develop obligations for one child and for three children. In the current schedule, only the two-child obligations were independently derived. The one-child and three-child obligations in the current schedule were calculated as a fixed proportion of the obligations for two children.

The fourth reason for the differences in the one-child and three-child obligations is Williams' error in applying Espenshade's analysis. As we noted in the previous chapter, this resulted in obligations for one child that are on average ten percent too low and obligations for three children (and for four, five, and six children because they were derived from the obligations for three children) that are on average ten percent too high. In other words, the obligations in Florida's current schedule for one child are lower and the obligations for three or more children are higher than true average expenditure on children in an intact family, as reflected in and derived from 1972-73 Consumer Expenditure Survey data.

Recommendations

Florida has not updated its schedule of child support obligations in almost twenty years despite three different reviews, each of which recommended an update. At a minimum, the schedule needs to be updated to reflect changes in the federal poverty guideline that determine the self-support reserve and the phase-in range. Our primary recommendation is to adopt one of the two schedules presented in the appendixes to this chapter.

- *Recommendation:* Replace the current schedule of child support obligations with either (1) the updated schedule in Appendix 2-1 including a revised self-support reserve and phase-in range based on the most recent available federal poverty guideline or (2) the updated schedule in Appendix 2-2 including a revised self-support reserve but no phase-in range along with a new low income adjustment incorporated into a modified child support worksheet as recommended in Chapter 5.

- *Recommendation:* If either one of the updated schedules is adopted in accordance with the previous recommendation, limit its applicability to newly-issued child support orders by including a provision that the new schedule cannot be a basis for modification of an existing order.

The last recommendation is intended to prevent excessive litigation by current obligor and obligee parents using the new schedule as a vehicle for respectively either reducing or increasing an existing the child support payment.

We noted previously that no schedule of child support obligations using the income shares methodology is likely to reflect any true measure of average expenditures on children. Even accepting the premise of the income shares methodology, there is no one valid methodology and there is no one true schedule. The most important, and the most accurate adjustment that can be made is to update the self-support reserve and the phase-in range to reflect changes in the federal single-person poverty guideline. Even if neither of the updated schedules is adopted, Florida should at least update the self-support reserve and phase-in range in the current schedule, which are now almost twenty years out of date.[38] An updated version of the current schedule is presented in Appendix 2-3.

[38] This is included by implication in our recommendation in Chapter 5 for annual or biannual updating of the schedule.

Appendix 2-1
Updated Schedule of Basic Support Obligations with Phase-in Range by Number of Children*

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$950	$39	$39	$40	$40	$40	$41
$1,000	$84	$85	$86	$86	$87	$88
$1,050	$129	$130	$132	$133	$134	$136
$1,100	$174	$176	$178	$179	$181	$183
$1,150	$219	$221	$224	$226	$228	$231
$1,200	$264	$267	$270	$272	$275	$278
$1,250	$309	$312	$316	$319	$322	$326
$1,300	$354	$358	$362	$365	$369	$373
$1,350	$360	$403	$408	$412	$416	$421
$1,400	$372	$449	$454	$458	$463	$468
$1,450	$384	$494	$500	$505	$510	$516
$1,500	$396	$540	$546	$551	$557	$563
$1,550	$408	$557	$592	$598	$604	$611
$1,600	$420	$572	$638	$644	$651	$658
$1,650	$432	$588	$663	$691	$698	$706
$1,700	$444	$603	$682	$737	$745	$753
$1,750	$456	$619	$700	$777	$792	$801
$1,800	$468	$635	$719	$798	$839	$848
$1,850	$480	$650	$737	$818	$886	$896
$1,900	$492	$666	$755	$839	$922	$943
$1,950	$504	$682	$774	$859	$945	$991
$2,000	$516	$697	$792	$879	$967	$1,038
$2,050	$528	$713	$811	$900	$990	$1,076
$2,100	$540	$728	$829	$920	$1,012	$1,100
$2,150	$552	$744	$848	$941	$1,035	$1,125
$2,200	$564	$760	$866	$961	$1,057	$1,149
$2,250	$576	$775	$884	$982	$1,080	$1,174
$2,300	$588	$791	$903	$1,002	$1,102	$1,198

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$2,350	$600	$807	$921	$1,022	$1,125	$1,223
$2,400	$612	$822	$940	$1,043	$1,147	$1,247
$2,450	$624	$838	$958	$1,063	$1,170	$1,271
$2,500	$636	$854	$976	$1,084	$1,192	$1,296
$2,550	$648	$869	$995	$1,104	$1,215	$1,320
$2,600	$660	$885	$1,013	$1,125	$1,237	$1,345
$2,650	$671	$900	$1,032	$1,145	$1,260	$1,369
$2,700	$683	$916	$1,050	$1,166	$1,282	$1,394
$2,750	$695	$932	$1,068	$1,186	$1,305	$1,418
$2,800	$707	$947	$1,087	$1,206	$1,327	$1,442
$2,850	$719	$963	$1,105	$1,227	$1,349	$1,467
$2,900	$731	$979	$1,124	$1,247	$1,372	$1,491
$2,950	$743	$994	$1,142	$1,268	$1,394	$1,516
$3,000	$755	$1,010	$1,160	$1,288	$1,417	$1,540
$3,050	$767	$1,026	$1,179	$1,309	$1,439	$1,565
$3,100	$779	$1,041	$1,197	$1,329	$1,462	$1,589
$3,150	$791	$1,057	$1,216	$1,349	$1,484	$1,613
$3,200	$803	$1,072	$1,234	$1,370	$1,507	$1,638
$3,250	$815	$1,088	$1,253	$1,390	$1,529	$1,662
$3,300	$827	$1,104	$1,271	$1,411	$1,552	$1,687
$3,350	$839	$1,119	$1,289	$1,431	$1,574	$1,711
$3,400	$851	$1,135	$1,308	$1,452	$1,597	$1,736
$3,450	$863	$1,151	$1,326	$1,472	$1,619	$1,760
$3,500	$875	$1,166	$1,345	$1,492	$1,642	$1,785
$3,550	$886	$1,180	$1,361	$1,511	$1,662	$1,806
$3,600	$890	$1,187	$1,367	$1,518	$1,669	$1,815
$3,650	$894	$1,193	$1,373	$1,524	$1,677	$1,823
$3,700	$899	$1,199	$1,380	$1,531	$1,684	$1,831
$3,750	$903	$1,206	$1,386	$1,538	$1,692	$1,839
$3,800	$907	$1,212	$1,392	$1,545	$1,699	$1,847
$3,850	$911	$1,218	$1,398	$1,552	$1,707	$1,855
$3,900	$916	$1,224	$1,404	$1,559	$1,714	$1,864

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$3,950	$920	$1,231	$1,410	$1,565	$1,722	$1,872
$4,000	$924	$1,237	$1,417	$1,572	$1,730	$1,880
$4,050	$928	$1,243	$1,423	$1,579	$1,737	$1,888
$4,100	$933	$1,250	$1,429	$1,586	$1,745	$1,896
$4,150	$937	$1,256	$1,435	$1,593	$1,752	$1,905
$4,200	$941	$1,262	$1,441	$1,600	$1,760	$1,913
$4,250	$946	$1,269	$1,447	$1,607	$1,767	$1,921
$4,300	$950	$1,275	$1,454	$1,613	$1,775	$1,929
$4,350	$954	$1,281	$1,460	$1,620	$1,782	$1,937
$4,400	$958	$1,287	$1,466	$1,627	$1,790	$1,945
$4,450	$963	$1,294	$1,472	$1,634	$1,797	$1,954
$4,500	$967	$1,300	$1,478	$1,641	$1,805	$1,962
$4,550	$971	$1,306	$1,484	$1,648	$1,812	$1,970
$4,600	$976	$1,313	$1,491	$1,654	$1,820	$1,978
$4,650	$980	$1,319	$1,497	$1,661	$1,827	$1,986
$4,700	$984	$1,325	$1,503	$1,668	$1,835	$1,995
$4,750	$988	$1,332	$1,509	$1,675	$1,842	$2,003
$4,800	$992	$1,338	$1,515	$1,682	$1,850	$2,011
$4,850	$996	$1,345	$1,520	$1,687	$1,855	$2,017
$4,900	$999	$1,351	$1,524	$1,692	$1,861	$2,023
$4,950	$1,002	$1,358	$1,529	$1,697	$1,867	$2,029
$5,000	$1,005	$1,365	$1,534	$1,702	$1,873	$2,036
$5,050	$1,008	$1,371	$1,538	$1,708	$1,878	$2,042
$5,100	$1,011	$1,378	$1,543	$1,713	$1,884	$2,048
$5,150	$1,014	$1,385	$1,548	$1,718	$1,890	$2,054
$5,200	$1,017	$1,392	$1,552	$1,723	$1,895	$2,060
$5,250	$1,020	$1,398	$1,557	$1,728	$1,901	$2,067
$5,300	$1,023	$1,405	$1,562	$1,734	$1,907	$2,073
$5,350	$1,026	$1,412	$1,566	$1,739	$1,913	$2,079
$5,400	$1,029	$1,418	$1,571	$1,744	$1,918	$2,085
$5,450	$1,033	$1,425	$1,576	$1,749	$1,924	$2,091
$5,500	$1,036	$1,432	$1,580	$1,754	$1,930	$2,098

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$5,550	$1,039	$1,438	$1,585	$1,760	$1,936	$2,104
$5,600	$1,042	$1,445	$1,590	$1,765	$1,941	$2,110
$5,650	$1,045	$1,452	$1,595	$1,770	$1,947	$2,116
$5,700	$1,048	$1,459	$1,599	$1,775	$1,953	$2,123
$5,750	$1,051	$1,465	$1,604	$1,780	$1,958	$2,129
$5,800	$1,054	$1,472	$1,609	$1,786	$1,964	$2,135
$5,850	$1,057	$1,479	$1,613	$1,791	$1,970	$2,141
$5,900	$1,060	$1,485	$1,618	$1,796	$1,976	$2,147
$5,950	$1,063	$1,492	$1,623	$1,801	$1,981	$2,154
$6,000	$1,066	$1,499	$1,627	$1,806	$1,987	$2,160
$6,050	$1,070	$1,505	$1,633	$1,812	$1,994	$2,167
$6,100	$1,077	$1,512	$1,642	$1,822	$2,005	$2,179
$6,150	$1,083	$1,519	$1,651	$1,833	$2,016	$2,191
$6,200	$1,090	$1,525	$1,660	$1,843	$2,027	$2,203
$6,250	$1,096	$1,532	$1,669	$1,853	$2,038	$2,215
$6,300	$1,103	$1,539	$1,678	$1,863	$2,049	$2,228
$6,350	$1,109	$1,545	$1,687	$1,873	$2,060	$2,240
$6,400	$1,116	$1,552	$1,697	$1,883	$2,072	$2,252
$6,450	$1,122	$1,558	$1,706	$1,893	$2,083	$2,264
$6,500	$1,129	$1,565	$1,715	$1,903	$2,094	$2,276
$6,550	$1,135	$1,572	$1,724	$1,914	$2,105	$2,288
$6,600	$1,142	$1,578	$1,733	$1,924	$2,116	$2,300
$6,650	$1,148	$1,585	$1,742	$1,934	$2,127	$2,312
$6,700	$1,155	$1,591	$1,751	$1,944	$2,138	$2,324
$6,750	$1,161	$1,598	$1,760	$1,954	$2,150	$2,337
$6,800	$1,168	$1,605	$1,770	$1,964	$2,161	$2,349
$6,850	$1,174	$1,611	$1,779	$1,974	$2,172	$2,361
$6,900	$1,181	$1,618	$1,788	$1,985	$2,183	$2,373
$6,950	$1,187	$1,625	$1,797	$1,995	$2,194	$2,385
$7,000	$1,194	$1,631	$1,806	$2,005	$2,205	$2,397
$7,050	$1,200	$1,638	$1,815	$2,015	$2,216	$2,409
$7,100	$1,207	$1,644	$1,824	$2,025	$2,228	$2,421

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$7,150	$1,213	$1,651	$1,833	$2,035	$2,239	$2,433
$7,200	$1,220	$1,658	$1,843	$2,045	$2,250	$2,446
$7,250	$1,227	$1,664	$1,852	$2,055	$2,261	$2,458
$7,300	$1,233	$1,671	$1,861	$2,066	$2,272	$2,470
$7,350	$1,241	$1,681	$1,872	$2,078	$2,286	$2,485
$7,400	$1,248	$1,690	$1,883	$2,090	$2,299	$2,499
$7,450	$1,256	$1,699	$1,894	$2,102	$2,313	$2,514
$7,500	$1,264	$1,709	$1,905	$2,114	$2,326	$2,528
$7,550	$1,271	$1,718	$1,916	$2,127	$2,339	$2,543
$7,600	$1,279	$1,727	$1,927	$2,139	$2,353	$2,557
$7,650	$1,286	$1,737	$1,938	$2,151	$2,366	$2,572
$7,700	$1,294	$1,746	$1,949	$2,163	$2,379	$2,586
$7,750	$1,301	$1,755	$1,960	$2,175	$2,393	$2,601
$7,800	$1,309	$1,765	$1,971	$2,187	$2,406	$2,616
$7,850	$1,317	$1,774	$1,982	$2,200	$2,420	$2,630
$7,900	$1,324	$1,784	$1,993	$2,212	$2,433	$2,645
$7,950	$1,332	$1,793	$2,004	$2,224	$2,446	$2,659
$8,000	$1,339	$1,802	$2,014	$2,236	$2,460	$2,674
$8,050	$1,347	$1,812	$2,025	$2,248	$2,473	$2,688
$8,100	$1,354	$1,821	$2,036	$2,260	$2,486	$2,703
$8,150	$1,362	$1,830	$2,047	$2,273	$2,500	$2,717
$8,200	$1,370	$1,840	$2,058	$2,285	$2,513	$2,732
$8,250	$1,377	$1,849	$2,069	$2,297	$2,527	$2,746
$8,300	$1,385	$1,858	$2,080	$2,309	$2,540	$2,761
$8,350	$1,392	$1,868	$2,091	$2,321	$2,553	$2,775
$8,400	$1,400	$1,877	$2,102	$2,333	$2,567	$2,790
$8,450	$1,408	$1,886	$2,113	$2,345	$2,580	$2,804
$8,500	$1,415	$1,896	$2,124	$2,358	$2,593	$2,819
$8,550	$1,423	$1,905	$2,135	$2,370	$2,607	$2,834
$8,600	$1,430	$1,914	$2,146	$2,382	$2,620	$2,848
$8,650	$1,438	$1,924	$2,157	$2,394	$2,634	$2,863
$8,700	$1,445	$1,933	$2,168	$2,406	$2,647	$2,877

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$8,750	$1,453	$1,943	$2,179	$2,418	$2,660	$2,892
$8,800	$1,460	$1,952	$2,188	$2,429	$2,672	$2,904
$8,850	$1,466	$1,962	$2,198	$2,440	$2,684	$2,917
$8,900	$1,473	$1,972	$2,208	$2,450	$2,695	$2,930
$8,950	$1,479	$1,982	$2,217	$2,461	$2,707	$2,943
$9,000	$1,486	$1,992	$2,227	$2,472	$2,719	$2,956
$9,050	$1,493	$2,002	$2,236	$2,482	$2,731	$2,968
$9,100	$1,499	$2,012	$2,246	$2,493	$2,742	$2,981
$9,150	$1,506	$2,022	$2,256	$2,504	$2,754	$2,994
$9,200	$1,512	$2,032	$2,265	$2,514	$2,766	$3,007
$9,250	$1,519	$2,042	$2,275	$2,525	$2,778	$3,019
$9,300	$1,525	$2,052	$2,285	$2,536	$2,789	$3,032
$9,350	$1,532	$2,062	$2,294	$2,547	$2,801	$3,045
$9,400	$1,539	$2,072	$2,304	$2,557	$2,813	$3,058
$9,450	$1,545	$2,082	$2,313	$2,568	$2,825	$3,070
$9,500	$1,552	$2,092	$2,323	$2,579	$2,836	$3,083
$9,550	$1,558	$2,102	$2,333	$2,589	$2,848	$3,096
$9,600	$1,565	$2,112	$2,342	$2,600	$2,860	$3,109
$9,650	$1,572	$2,122	$2,352	$2,611	$2,872	$3,121
$9,700	$1,578	$2,132	$2,361	$2,621	$2,883	$3,134
$9,750	$1,585	$2,142	$2,371	$2,632	$2,895	$3,147
$9,800	$1,591	$2,152	$2,381	$2,643	$2,907	$3,160
$9,850	$1,598	$2,162	$2,390	$2,653	$2,919	$3,173
$9,900	$1,604	$2,172	$2,400	$2,664	$2,930	$3,185
$9,950	$1,611	$2,182	$2,410	$2,675	$2,942	$3,198
$10,000	$1,618	$2,192	$2,419	$2,685	$2,954	$3,211
$10,050	$1,624	$2,202	$2,429	$2,696	$2,966	$3,224
$10,100	$1,631	$2,212	$2,438	$2,707	$2,977	$3,236
$10,150	$1,637	$2,222	$2,448	$2,717	$2,989	$3,249
$10,200	$1,644	$2,232	$2,458	$2,728	$3,001	$3,262
$10,250	$1,651	$2,242	$2,467	$2,739	$3,013	$3,275
$10,300	$1,657	$2,251	$2,477	$2,749	$3,024	$3,287

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$10,350	$1,664	$2,261	$2,486	$2,760	$3,036	$3,300
$10,400	$1,670	$2,271	$2,496	$2,771	$3,048	$3,313
$10,450	$1,677	$2,281	$2,506	$2,781	$3,059	$3,326
$10,500	$1,684	$2,291	$2,515	$2,792	$3,071	$3,338
$10,550	$1,690	$2,301	$2,525	$2,803	$3,083	$3,351
$10,600	$1,697	$2,311	$2,535	$2,813	$3,095	$3,364
$10,650	$1,703	$2,321	$2,544	$2,824	$3,106	$3,377
$10,700	$1,710	$2,331	$2,554	$2,835	$3,118	$3,389
$10,750	$1,716	$2,341	$2,563	$2,845	$3,130	$3,402
$10,800	$1,723	$2,351	$2,573	$2,856	$3,142	$3,415
$10,850	$1,730	$2,361	$2,583	$2,867	$3,153	$3,428
$10,900	$1,736	$2,371	$2,592	$2,877	$3,165	$3,441
$10,950	$1,743	$2,381	$2,602	$2,888	$3,177	$3,453
$11,000	$1,749	$2,391	$2,612	$2,899	$3,189	$3,466
$11,050	$1,756	$2,401	$2,621	$2,909	$3,200	$3,479
$11,100	$1,763	$2,411	$2,631	$2,920	$3,212	$3,492
$11,150	$1,769	$2,421	$2,640	$2,931	$3,224	$3,504
$11,200	$1,776	$2,431	$2,650	$2,941	$3,236	$3,517
$11,250	$1,782	$2,441	$2,660	$2,952	$3,247	$3,530
$11,300	$1,789	$2,451	$2,669	$2,963	$3,259	$3,543
$11,350	$1,796	$2,461	$2,679	$2,973	$3,271	$3,555
$11,400	$1,802	$2,471	$2,688	$2,984	$3,283	$3,568
$11,450	$1,809	$2,481	$2,698	$2,995	$3,294	$3,581
$11,500	$1,815	$2,491	$2,708	$3,006	$3,306	$3,594
$11,550	$1,822	$2,501	$2,717	$3,016	$3,318	$3,606
$11,600	$1,828	$2,511	$2,727	$3,027	$3,330	$3,619
$11,650	$1,835	$2,521	$2,737	$3,038	$3,341	$3,632
$11,700	$1,842	$2,531	$2,746	$3,048	$3,353	$3,645
$11,750	$1,848	$2,541	$2,756	$3,059	$3,365	$3,658
$11,800	$1,855	$2,550	$2,765	$3,070	$3,377	$3,670
$11,850	$1,861	$2,560	$2,775	$3,080	$3,388	$3,683
$11,900	$1,868	$2,570	$2,785	$3,091	$3,400	$3,696

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$11,950	$1,875	$2,580	$2,794	$3,102	$3,412	$3,709
$12,000	$1,881	$2,590	$2,804	$3,112	$3,423	$3,721
$12,050	$1,888	$2,600	$2,813	$3,123	$3,435	$3,734
$12,100	$1,894	$2,610	$2,823	$3,134	$3,447	$3,747
$12,150	$1,901	$2,620	$2,833	$3,144	$3,459	$3,760
$12,200	$1,907	$2,630	$2,842	$3,155	$3,470	$3,772
$12,250	$1,914	$2,640	$2,852	$3,166	$3,482	$3,785
$12,300	$1,921	$2,650	$2,862	$3,176	$3,494	$3,798
$12,350	$1,927	$2,660	$2,871	$3,187	$3,506	$3,811
$12,400	$1,934	$2,670	$2,881	$3,198	$3,517	$3,823
$12,450	$1,940	$2,680	$2,890	$3,208	$3,529	$3,836
$12,500	$1,947	$2,690	$2,900	$3,219	$3,541	$3,849

*Shaded area shows the range of net incomes over which the income shares child support obligation is phased in.

Appendix 2-2
Updated Schedule of Basic Support Obligations without Phase-in Range by Number of Children

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$950	$265	$369	$406	$450	$495	$538
$1,000	$277	$385	$424	$471	$518	$563
$1,050	$289	$400	$443	$491	$540	$587
$1,100	$301	$416	$461	$512	$563	$612
$1,150	$312	$431	$479	$532	$585	$636
$1,200	$324	$447	$498	$553	$608	$661
$1,250	$336	$463	$516	$573	$630	$685
$1,300	$348	$478	$535	$593	$653	$709
$1,350	$360	$494	$553	$614	$675	$734
$1,400	$372	$510	$571	$634	$698	$758
$1,450	$384	$525	$590	$655	$720	$783
$1,500	$396	$541	$608	$675	$743	$807
$1,550	$408	$557	$627	$696	$765	$832
$1,600	$420	$572	$645	$716	$788	$856
$1,650	$432	$588	$663	$736	$810	$881
$1,700	$444	$603	$682	$757	$833	$905
$1,750	$456	$619	$700	$777	$855	$929
$1,800	$468	$635	$719	$798	$877	$954
$1,850	$480	$650	$737	$818	$900	$978
$1,900	$492	$666	$755	$839	$922	$1,003
$1,950	$504	$682	$774	$859	$945	$1,027
$2,000	$516	$697	$792	$879	$967	$1,052
$2,050	$528	$713	$811	$900	$990	$1,076
$2,100	$540	$728	$829	$920	$1,012	$1,100
$2,150	$552	$744	$848	$941	$1,035	$1,125
$2,200	$564	$760	$866	$961	$1,057	$1,149
$2,250	$576	$775	$884	$982	$1,080	$1,174
$2,300	$588	$791	$903	$1,002	$1,102	$1,198

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$2,350	$600	$807	$921	$1,022	$1,125	$1,223
$2,400	$612	$822	$940	$1,043	$1,147	$1,247
$2,450	$624	$838	$958	$1,063	$1,170	$1,271
$2,500	$636	$854	$976	$1,084	$1,192	$1,296
$2,550	$648	$869	$995	$1,104	$1,215	$1,320
$2,600	$660	$885	$1,013	$1,125	$1,237	$1,345
$2,650	$671	$900	$1,032	$1,145	$1,260	$1,369
$2,700	$683	$916	$1,050	$1,166	$1,282	$1,394
$2,750	$695	$932	$1,068	$1,186	$1,305	$1,418
$2,800	$707	$947	$1,087	$1,206	$1,327	$1,442
$2,850	$719	$963	$1,105	$1,227	$1,349	$1,467
$2,900	$731	$979	$1,124	$1,247	$1,372	$1,491
$2,950	$743	$994	$1,142	$1,268	$1,394	$1,516
$3,000	$755	$1,010	$1,160	$1,288	$1,417	$1,540
$3,050	$767	$1,026	$1,179	$1,309	$1,439	$1,565
$3,100	$779	$1,041	$1,197	$1,329	$1,462	$1,589
$3,150	$791	$1,057	$1,216	$1,349	$1,484	$1,613
$3,200	$803	$1,072	$1,234	$1,370	$1,507	$1,638
$3,250	$815	$1,088	$1,253	$1,390	$1,529	$1,662
$3,300	$827	$1,104	$1,271	$1,411	$1,552	$1,687
$3,350	$839	$1,119	$1,289	$1,431	$1,574	$1,711
$3,400	$851	$1,135	$1,308	$1,452	$1,597	$1,736
$3,450	$863	$1,151	$1,326	$1,472	$1,619	$1,760
$3,500	$875	$1,166	$1,345	$1,492	$1,642	$1,785
$3,550	$886	$1,180	$1,361	$1,511	$1,662	$1,806
$3,600	$890	$1,187	$1,367	$1,518	$1,669	$1,815
$3,650	$894	$1,193	$1,373	$1,524	$1,677	$1,823
$3,700	$899	$1,199	$1,380	$1,531	$1,684	$1,831
$3,750	$903	$1,206	$1,386	$1,538	$1,692	$1,839
$3,800	$907	$1,212	$1,392	$1,545	$1,699	$1,847
$3,850	$911	$1,218	$1,398	$1,552	$1,707	$1,855
$3,900	$916	$1,224	$1,404	$1,559	$1,714	$1,864

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$3,950	$920	$1,231	$1,410	$1,565	$1,722	$1,872
$4,000	$924	$1,237	$1,417	$1,572	$1,730	$1,880
$4,050	$928	$1,243	$1,423	$1,579	$1,737	$1,888
$4,100	$933	$1,250	$1,429	$1,586	$1,745	$1,896
$4,150	$937	$1,256	$1,435	$1,593	$1,752	$1,905
$4,200	$941	$1,262	$1,441	$1,600	$1,760	$1,913
$4,250	$946	$1,269	$1,447	$1,607	$1,767	$1,921
$4,300	$950	$1,275	$1,454	$1,613	$1,775	$1,929
$4,350	$954	$1,281	$1,460	$1,620	$1,782	$1,937
$4,400	$958	$1,287	$1,466	$1,627	$1,790	$1,945
$4,450	$963	$1,294	$1,472	$1,634	$1,797	$1,954
$4,500	$967	$1,300	$1,478	$1,641	$1,805	$1,962
$4,550	$971	$1,306	$1,484	$1,648	$1,812	$1,970
$4,600	$976	$1,313	$1,491	$1,654	$1,820	$1,978
$4,650	$980	$1,319	$1,497	$1,661	$1,827	$1,986
$4,700	$984	$1,325	$1,503	$1,668	$1,835	$1,995
$4,750	$988	$1,332	$1,509	$1,675	$1,842	$2,003
$4,800	$992	$1,338	$1,515	$1,682	$1,850	$2,011
$4,850	$996	$1,345	$1,520	$1,687	$1,855	$2,017
$4,900	$999	$1,351	$1,524	$1,692	$1,861	$2,023
$4,950	$1,002	$1,358	$1,529	$1,697	$1,867	$2,029
$5,000	$1,005	$1,365	$1,534	$1,702	$1,873	$2,036
$5,050	$1,008	$1,371	$1,538	$1,708	$1,878	$2,042
$5,100	$1,011	$1,378	$1,543	$1,713	$1,884	$2,048
$5,150	$1,014	$1,385	$1,548	$1,718	$1,890	$2,054
$5,200	$1,017	$1,392	$1,552	$1,723	$1,895	$2,060
$5,250	$1,020	$1,398	$1,557	$1,728	$1,901	$2,067
$5,300	$1,023	$1,405	$1,562	$1,734	$1,907	$2,073
$5,350	$1,026	$1,412	$1,566	$1,739	$1,913	$2,079
$5,400	$1,029	$1,418	$1,571	$1,744	$1,918	$2,085
$5,450	$1,033	$1,425	$1,576	$1,749	$1,924	$2,091
$5,500	$1,036	$1,432	$1,580	$1,754	$1,930	$2,098

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$5,550	$1,039	$1,438	$1,585	$1,760	$1,936	$2,104
$5,600	$1,042	$1,445	$1,590	$1,765	$1,941	$2,110
$5,650	$1,045	$1,452	$1,595	$1,770	$1,947	$2,116
$5,700	$1,048	$1,459	$1,599	$1,775	$1,953	$2,123
$5,750	$1,051	$1,465	$1,604	$1,780	$1,958	$2,129
$5,800	$1,054	$1,472	$1,609	$1,786	$1,964	$2,135
$5,850	$1,057	$1,479	$1,613	$1,791	$1,970	$2,141
$5,900	$1,060	$1,485	$1,618	$1,796	$1,976	$2,147
$5,950	$1,063	$1,492	$1,623	$1,801	$1,981	$2,154
$6,000	$1,066	$1,499	$1,627	$1,806	$1,987	$2,160
$6,050	$1,070	$1,505	$1,633	$1,812	$1,994	$2,167
$6,100	$1,077	$1,512	$1,642	$1,822	$2,005	$2,179
$6,150	$1,083	$1,519	$1,651	$1,833	$2,016	$2,191
$6,200	$1,090	$1,525	$1,660	$1,843	$2,027	$2,203
$6,250	$1,096	$1,532	$1,669	$1,853	$2,038	$2,215
$6,300	$1,103	$1,539	$1,678	$1,863	$2,049	$2,228
$6,350	$1,109	$1,545	$1,687	$1,873	$2,060	$2,240
$6,400	$1,116	$1,552	$1,697	$1,883	$2,072	$2,252
$6,450	$1,122	$1,558	$1,706	$1,893	$2,083	$2,264
$6,500	$1,129	$1,565	$1,715	$1,903	$2,094	$2,276
$6,550	$1,135	$1,572	$1,724	$1,914	$2,105	$2,288
$6,600	$1,142	$1,578	$1,733	$1,924	$2,116	$2,300
$6,650	$1,148	$1,585	$1,742	$1,934	$2,127	$2,312
$6,700	$1,155	$1,591	$1,751	$1,944	$2,138	$2,324
$6,750	$1,161	$1,598	$1,760	$1,954	$2,150	$2,337
$6,800	$1,168	$1,605	$1,770	$1,964	$2,161	$2,349
$6,850	$1,174	$1,611	$1,779	$1,974	$2,172	$2,361
$6,900	$1,181	$1,618	$1,788	$1,985	$2,183	$2,373
$6,950	$1,187	$1,625	$1,797	$1,995	$2,194	$2,385
$7,000	$1,194	$1,631	$1,806	$2,005	$2,205	$2,397
$7,050	$1,200	$1,638	$1,815	$2,015	$2,216	$2,409
$7,100	$1,207	$1,644	$1,824	$2,025	$2,228	$2,421

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$7,150	$1,213	$1,651	$1,833	$2,035	$2,239	$2,433
$7,200	$1,220	$1,658	$1,843	$2,045	$2,250	$2,446
$7,250	$1,227	$1,664	$1,852	$2,055	$2,261	$2,458
$7,300	$1,233	$1,671	$1,861	$2,066	$2,272	$2,470
$7,350	$1,241	$1,681	$1,872	$2,078	$2,286	$2,485
$7,400	$1,248	$1,690	$1,883	$2,090	$2,299	$2,499
$7,450	$1,256	$1,699	$1,894	$2,102	$2,313	$2,514
$7,500	$1,264	$1,709	$1,905	$2,114	$2,326	$2,528
$7,550	$1,271	$1,718	$1,916	$2,127	$2,339	$2,543
$7,600	$1,279	$1,727	$1,927	$2,139	$2,353	$2,557
$7,650	$1,286	$1,737	$1,938	$2,151	$2,366	$2,572
$7,700	$1,294	$1,746	$1,949	$2,163	$2,379	$2,586
$7,750	$1,301	$1,755	$1,960	$2,175	$2,393	$2,601
$7,800	$1,309	$1,765	$1,971	$2,187	$2,406	$2,616
$7,850	$1,317	$1,774	$1,982	$2,200	$2,420	$2,630
$7,900	$1,324	$1,784	$1,993	$2,212	$2,433	$2,645
$7,950	$1,332	$1,793	$2,004	$2,224	$2,446	$2,659
$8,000	$1,339	$1,802	$2,014	$2,236	$2,460	$2,674
$8,050	$1,347	$1,812	$2,025	$2,248	$2,473	$2,688
$8,100	$1,354	$1,821	$2,036	$2,260	$2,486	$2,703
$8,150	$1,362	$1,830	$2,047	$2,273	$2,500	$2,717
$8,200	$1,370	$1,840	$2,058	$2,285	$2,513	$2,732
$8,250	$1,377	$1,849	$2,069	$2,297	$2,527	$2,746
$8,300	$1,385	$1,858	$2,080	$2,309	$2,540	$2,761
$8,350	$1,392	$1,868	$2,091	$2,321	$2,553	$2,775
$8,400	$1,400	$1,877	$2,102	$2,333	$2,567	$2,790
$8,450	$1,408	$1,886	$2,113	$2,345	$2,580	$2,804
$8,500	$1,415	$1,896	$2,124	$2,358	$2,593	$2,819
$8,550	$1,423	$1,905	$2,135	$2,370	$2,607	$2,834
$8,600	$1,430	$1,914	$2,146	$2,382	$2,620	$2,848
$8,650	$1,438	$1,924	$2,157	$2,394	$2,634	$2,863
$8,700	$1,445	$1,933	$2,168	$2,406	$2,647	$2,877

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$8,750	$1,453	$1,943	$2,179	$2,418	$2,660	$2,892
$8,800	$1,460	$1,952	$2,188	$2,429	$2,672	$2,904
$8,850	$1,466	$1,962	$2,198	$2,440	$2,684	$2,917
$8,900	$1,473	$1,972	$2,208	$2,450	$2,695	$2,930
$8,950	$1,479	$1,982	$2,217	$2,461	$2,707	$2,943
$9,000	$1,486	$1,992	$2,227	$2,472	$2,719	$2,956
$9,050	$1,493	$2,002	$2,236	$2,482	$2,731	$2,968
$9,100	$1,499	$2,012	$2,246	$2,493	$2,742	$2,981
$9,150	$1,506	$2,022	$2,256	$2,504	$2,754	$2,994
$9,200	$1,512	$2,032	$2,265	$2,514	$2,766	$3,007
$9,250	$1,519	$2,042	$2,275	$2,525	$2,778	$3,019
$9,300	$1,525	$2,052	$2,285	$2,536	$2,789	$3,032
$9,350	$1,532	$2,062	$2,294	$2,547	$2,801	$3,045
$9,400	$1,539	$2,072	$2,304	$2,557	$2,813	$3,058
$9,450	$1,545	$2,082	$2,313	$2,568	$2,825	$3,070
$9,500	$1,552	$2,092	$2,323	$2,579	$2,836	$3,083
$9,550	$1,558	$2,102	$2,333	$2,589	$2,848	$3,096
$9,600	$1,565	$2,112	$2,342	$2,600	$2,860	$3,109
$9,650	$1,572	$2,122	$2,352	$2,611	$2,872	$3,121
$9,700	$1,578	$2,132	$2,361	$2,621	$2,883	$3,134
$9,750	$1,585	$2,142	$2,371	$2,632	$2,895	$3,147
$9,800	$1,591	$2,152	$2,381	$2,643	$2,907	$3,160
$9,850	$1,598	$2,162	$2,390	$2,653	$2,919	$3,173
$9,900	$1,604	$2,172	$2,400	$2,664	$2,930	$3,185
$9,950	$1,611	$2,182	$2,410	$2,675	$2,942	$3,198
$10,000	$1,618	$2,192	$2,419	$2,685	$2,954	$3,211
$10,050	$1,624	$2,202	$2,429	$2,696	$2,966	$3,224
$10,100	$1,631	$2,212	$2,438	$2,707	$2,977	$3,236
$10,150	$1,637	$2,222	$2,448	$2,717	$2,989	$3,249
$10,200	$1,644	$2,232	$2,458	$2,728	$3,001	$3,262
$10,250	$1,651	$2,242	$2,467	$2,739	$3,013	$3,275
$10,300	$1,657	$2,251	$2,477	$2,749	$3,024	$3,287

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$10,350	$1,664	$2,261	$2,486	$2,760	$3,036	$3,300
$10,400	$1,670	$2,271	$2,496	$2,771	$3,048	$3,313
$10,450	$1,677	$2,281	$2,506	$2,781	$3,059	$3,326
$10,500	$1,684	$2,291	$2,515	$2,792	$3,071	$3,338
$10,550	$1,690	$2,301	$2,525	$2,803	$3,083	$3,351
$10,600	$1,697	$2,311	$2,535	$2,813	$3,095	$3,364
$10,650	$1,703	$2,321	$2,544	$2,824	$3,106	$3,377
$10,700	$1,710	$2,331	$2,554	$2,835	$3,118	$3,389
$10,750	$1,716	$2,341	$2,563	$2,845	$3,130	$3,402
$10,800	$1,723	$2,351	$2,573	$2,856	$3,142	$3,415
$10,850	$1,730	$2,361	$2,583	$2,867	$3,153	$3,428
$10,900	$1,736	$2,371	$2,592	$2,877	$3,165	$3,441
$10,950	$1,743	$2,381	$2,602	$2,888	$3,177	$3,453
$11,000	$1,749	$2,391	$2,612	$2,899	$3,189	$3,466
$11,050	$1,756	$2,401	$2,621	$2,909	$3,200	$3,479
$11,100	$1,763	$2,411	$2,631	$2,920	$3,212	$3,492
$11,150	$1,769	$2,421	$2,640	$2,931	$3,224	$3,504
$11,200	$1,776	$2,431	$2,650	$2,941	$3,236	$3,517
$11,250	$1,782	$2,441	$2,660	$2,952	$3,247	$3,530
$11,300	$1,789	$2,451	$2,669	$2,963	$3,259	$3,543
$11,350	$1,796	$2,461	$2,679	$2,973	$3,271	$3,555
$11,400	$1,802	$2,471	$2,688	$2,984	$3,283	$3,568
$11,450	$1,809	$2,481	$2,698	$2,995	$3,294	$3,581
$11,500	$1,815	$2,491	$2,708	$3,006	$3,306	$3,594
$11,550	$1,822	$2,501	$2,717	$3,016	$3,318	$3,606
$11,600	$1,828	$2,511	$2,727	$3,027	$3,330	$3,619
$11,650	$1,835	$2,521	$2,737	$3,038	$3,341	$3,632
$11,700	$1,842	$2,531	$2,746	$3,048	$3,353	$3,645
$11,750	$1,848	$2,541	$2,756	$3,059	$3,365	$3,658
$11,800	$1,855	$2,550	$2,765	$3,070	$3,377	$3,670
$11,850	$1,861	$2,560	$2,775	$3,080	$3,388	$3,683
$11,900	$1,868	$2,570	$2,785	$3,091	$3,400	$3,696

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$11,950	$1,875	$2,580	$2,794	$3,102	$3,412	$3,709
$12,000	$1,881	$2,590	$2,804	$3,112	$3,423	$3,721
$12,050	$1,888	$2,600	$2,813	$3,123	$3,435	$3,734
$12,100	$1,894	$2,610	$2,823	$3,134	$3,447	$3,747
$12,150	$1,901	$2,620	$2,833	$3,144	$3,459	$3,760
$12,200	$1,907	$2,630	$2,842	$3,155	$3,470	$3,772
$12,250	$1,914	$2,640	$2,852	$3,166	$3,482	$3,785
$12,300	$1,921	$2,650	$2,862	$3,176	$3,494	$3,798
$12,350	$1,927	$2,660	$2,871	$3,187	$3,506	$3,811
$12,400	$1,934	$2,670	$2,881	$3,198	$3,517	$3,823
$12,450	$1,940	$2,680	$2,890	$3,208	$3,529	$3,836
$12,500	$1,947	$2,690	$2,900	$3,219	$3,541	$3,849

Appendix 2-3
Current Florida Schedule with Updated Self-Support Reserve and Phase-in Range*

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$950	$39	$39	$40	$40	$40	$41
$1,000	$84	$85	$86	$86	$87	$88
$1,050	$129	$130	$132	$133	$134	$136
$1,100	$174	$176	$178	$179	$181	$183
$1,150	$219	$221	$224	$226	$228	$231
$1,200	$264	$267	$270	$272	$275	$278
$1,250	$290	$312	$316	$319	$322	$326
$1,300	$300	$358	$362	$365	$369	$373
$1,350	$310	$403	$408	$412	$416	$421
$1,400	$320	$449	$454	$458	$463	$468
$1,450	$330	$494	$500	$505	$510	$516
$1,500	$340	$529	$546	$551	$557	$563
$1,550	$350	$544	$592	$598	$604	$611
$1,600	$360	$560	$638	$644	$651	$658
$1,650	$370	$575	$684	$691	$698	$706
$1,700	$380	$591	$730	$737	$745	$753
$1,750	$390	$606	$759	$784	$792	$801
$1,800	$400	$622	$779	$830	$839	$848
$1,850	$410	$638	$798	$877	$886	$896
$1,900	$421	$654	$818	$923	$933	$943
$1,950	$431	$670	$839	$946	$980	$991
$2,000	$442	$686	$859	$968	$1,027	$1,038
$2,050	$452	$702	$879	$991	$1,074	$1,086
$2,100	$463	$718	$899	$1,014	$1,104	$1,133
$2,150	$473	$734	$919	$1,037	$1,129	$1,181
$2,200	$484	$751	$940	$1,060	$1,154	$1,228
$2,250	$494	$767	$960	$1,082	$1,179	$1,261
$2,300	$505	$783	$980	$1,105	$1,204	$1,287

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$2,350	$515	$799	$1,000	$1,128	$1,229	$1,314
$2,400	$526	$815	$1,020	$1,151	$1,254	$1,340
$2,450	$536	$831	$1,041	$1,174	$1,279	$1,367
$2,500	$547	$847	$1,061	$1,196	$1,304	$1,394
$2,550	$557	$864	$1,081	$1,219	$1,329	$1,420
$2,600	$568	$880	$1,101	$1,242	$1,354	$1,447
$2,650	$578	$896	$1,121	$1,265	$1,379	$1,473
$2,700	$588	$912	$1,141	$1,287	$1,403	$1,500
$2,750	$597	$927	$1,160	$1,308	$1,426	$1,524
$2,800	$607	$941	$1,178	$1,328	$1,448	$1,549
$2,850	$616	$956	$1,197	$1,349	$1,471	$1,573
$2,900	$626	$971	$1,215	$1,370	$1,494	$1,598
$2,950	$635	$986	$1,234	$1,391	$1,517	$1,622
$3,000	$644	$1,001	$1,252	$1,412	$1,540	$1,647
$3,050	$654	$1,016	$1,271	$1,433	$1,563	$1,671
$3,100	$663	$1,031	$1,289	$1,453	$1,586	$1,695
$3,150	$673	$1,045	$1,308	$1,474	$1,608	$1,720
$3,200	$682	$1,060	$1,327	$1,495	$1,631	$1,744
$3,250	$691	$1,075	$1,345	$1,516	$1,654	$1,769
$3,300	$701	$1,090	$1,364	$1,537	$1,677	$1,793
$3,350	$710	$1,105	$1,382	$1,558	$1,700	$1,818
$3,400	$720	$1,120	$1,401	$1,579	$1,723	$1,842
$3,450	$729	$1,135	$1,419	$1,599	$1,745	$1,867
$3,500	$738	$1,149	$1,438	$1,620	$1,768	$1,891
$3,550	$748	$1,164	$1,456	$1,641	$1,791	$1,915
$3,600	$757	$1,179	$1,475	$1,662	$1,814	$1,940
$3,650	$767	$1,194	$1,493	$1,683	$1,837	$1,964
$3,700	$776	$1,208	$1,503	$1,702	$1,857	$1,987
$3,750	$784	$1,221	$1,520	$1,721	$1,878	$2,009
$3,800	$793	$1,234	$1,536	$1,740	$1,899	$2,031
$3,850	$802	$1,248	$1,553	$1,759	$1,920	$2,053
$3,900	$811	$1,261	$1,570	$1,778	$1,940	$2,075

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$3,950	$819	$1,275	$1,587	$1,797	$1,961	$2,097
$4,000	$828	$1,288	$1,603	$1,816	$1,982	$2,119
$4,050	$837	$1,302	$1,620	$1,835	$2,002	$2,141
$4,100	$846	$1,315	$1,637	$1,854	$2,023	$2,163
$4,150	$854	$1,329	$1,654	$1,873	$2,044	$2,185
$4,200	$863	$1,342	$1,670	$1,892	$2,064	$2,207
$4,250	$872	$1,355	$1,687	$1,911	$2,085	$2,229
$4,300	$881	$1,369	$1,704	$1,930	$2,106	$2,251
$4,350	$889	$1,382	$1,721	$1,949	$2,127	$2,273
$4,400	$898	$1,396	$1,737	$1,968	$2,147	$2,295
$4,450	$907	$1,409	$1,754	$1,987	$2,168	$2,317
$4,500	$916	$1,423	$1,771	$2,006	$2,189	$2,339
$4,550	$924	$1,436	$1,788	$2,024	$2,209	$2,361
$4,600	$933	$1,450	$1,804	$2,043	$2,230	$2,384
$4,650	$942	$1,463	$1,821	$2,062	$2,251	$2,406
$4,700	$951	$1,477	$1,838	$2,081	$2,271	$2,428
$4,750	$959	$1,490	$1,855	$2,100	$2,292	$2,450
$4,800	$968	$1,503	$1,871	$2,119	$2,313	$2,472
$4,850	$977	$1,517	$1,888	$2,138	$2,334	$2,494
$4,900	$986	$1,530	$1,905	$2,157	$2,354	$2,516
$4,950	$993	$1,542	$1,927	$2,174	$2,372	$2,535
$5,000	$1,000	$1,551	$1,939	$2,188	$2,387	$2,551
$5,050	$1,006	$1,561	$1,952	$2,202	$2,402	$2,567
$5,100	$1,013	$1,571	$1,964	$2,215	$2,417	$2,583
$5,150	$1,019	$1,580	$1,976	$2,229	$2,432	$2,599
$5,200	$1,025	$1,590	$1,988	$2,243	$2,447	$2,615
$5,250	$1,032	$1,599	$2,000	$2,256	$2,462	$2,631
$5,300	$1,038	$1,609	$2,012	$2,270	$2,477	$2,647
$5,350	$1,045	$1,619	$2,024	$2,283	$2,492	$2,663
$5,400	$1,051	$1,628	$2,037	$2,297	$2,507	$2,679
$5,450	$1,057	$1,638	$2,049	$2,311	$2,522	$2,695
$5,500	$1,064	$1,647	$2,061	$2,324	$2,537	$2,711

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$5,550	$1,070	$1,657	$2,073	$2,338	$2,552	$2,727
$5,600	$1,077	$1,667	$2,085	$2,352	$2,567	$2,743
$5,650	$1,083	$1,676	$2,097	$2,365	$2,582	$2,759
$5,700	$1,089	$1,686	$2,109	$2,379	$2,597	$2,775
$5,750	$1,096	$1,695	$2,122	$2,393	$2,612	$2,791
$5,800	$1,102	$1,705	$2,134	$2,406	$2,627	$2,807
$5,850	$1,107	$1,713	$2,144	$2,418	$2,639	$2,820
$5,900	$1,111	$1,721	$2,155	$2,429	$2,651	$2,833
$5,950	$1,116	$1,729	$2,165	$2,440	$2,663	$2,847
$6,000	$1,121	$1,737	$2,175	$2,451	$2,676	$2,860
$6,050	$1,126	$1,746	$2,185	$2,462	$2,688	$2,874
$6,100	$1,131	$1,754	$2,196	$2,473	$2,700	$2,887
$6,150	$1,136	$1,762	$2,206	$2,484	$2,712	$2,900
$6,200	$1,141	$1,770	$2,216	$2,495	$2,724	$2,914
$6,250	$1,145	$1,778	$2,227	$2,506	$2,737	$2,927
$6,300	$1,150	$1,786	$2,237	$2,517	$2,749	$2,941
$6,350	$1,155	$1,795	$2,247	$2,529	$2,761	$2,954
$6,400	$1,160	$1,803	$2,258	$2,540	$2,773	$2,967
$6,450	$1,165	$1,811	$2,268	$2,551	$2,785	$2,981
$6,500	$1,170	$1,819	$2,278	$2,562	$2,798	$2,994
$6,550	$1,175	$1,827	$2,288	$2,573	$2,810	$3,008
$6,600	$1,179	$1,835	$2,299	$2,584	$2,822	$3,021
$6,650	$1,184	$1,843	$2,309	$2,595	$2,834	$3,034
$6,700	$1,189	$1,850	$2,317	$2,604	$2,845	$3,045
$6,750	$1,193	$1,856	$2,325	$2,613	$2,854	$3,055
$6,800	$1,196	$1,862	$2,332	$2,621	$2,863	$3,064
$6,850	$1,200	$1,868	$2,340	$2,630	$2,872	$3,074
$6,900	$1,204	$1,873	$2,347	$2,639	$2,882	$3,084
$6,950	$1,208	$1,879	$2,355	$2,647	$2,891	$3,094
$7,000	$1,212	$1,885	$2,362	$2,656	$2,900	$3,103
$7,050	$1,216	$1,891	$2,370	$2,664	$2,909	$3,113
$7,100	$1,220	$1,897	$2,378	$2,673	$2,919	$3,123

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$7,150	$1,224	$1,903	$2,385	$2,681	$2,928	$3,133
$7,200	$1,228	$1,909	$2,393	$2,690	$2,937	$3,142
$7,250	$1,232	$1,915	$2,400	$2,698	$2,946	$3,152
$7,300	$1,235	$1,921	$2,408	$2,707	$2,956	$3,162
$7,350	$1,239	$1,927	$2,415	$2,716	$2,965	$3,172
$7,400	$1,243	$1,933	$2,423	$2,724	$2,974	$3,181
$7,450	$1,247	$1,939	$2,430	$2,733	$2,983	$3,191
$7,500	$1,251	$1,945	$2,438	$2,741	$2,993	$3,201
$7,550	$1,255	$1,951	$2,446	$2,750	$3,002	$3,211
$7,600	$1,259	$1,957	$2,453	$2,758	$3,011	$3,220
$7,650	$1,263	$1,963	$2,461	$2,767	$3,020	$3,230
$7,700	$1,267	$1,969	$2,468	$2,775	$3,030	$3,240
$7,750	$1,271	$1,975	$2,476	$2,784	$3,039	$3,250
$7,800	$1,274	$1,981	$2,483	$2,792	$3,048	$3,259
$7,850	$1,278	$1,987	$2,491	$2,801	$3,057	$3,269
$7,900	$1,282	$1,992	$2,498	$2,810	$3,067	$3,279
$7,950	$1,286	$1,998	$2,506	$2,818	$3,076	$3,289
$8,000	$1,290	$2,004	$2,513	$2,827	$3,085	$3,298
$8,050	$1,294	$2,010	$2,521	$2,835	$3,094	$3,308
$8,100	$1,298	$2,016	$2,529	$2,844	$3,104	$3,318
$8,150	$1,302	$2,022	$2,536	$2,852	$3,113	$3,328
$8,200	$1,306	$2,028	$2,544	$2,861	$3,122	$3,337
$8,250	$1,310	$2,034	$2,551	$2,869	$3,131	$3,347
$8,300	$1,313	$2,040	$2,559	$2,878	$3,141	$3,357
$8,350	$1,317	$2,046	$2,566	$2,887	$3,150	$3,367
$8,400	$1,321	$2,052	$2,574	$2,895	$3,159	$3,376
$8,450	$1,325	$2,058	$2,581	$2,904	$3,168	$3,386
$8,500	$1,329	$2,064	$2,589	$2,912	$3,178	$3,396
$8,550	$1,333	$2,070	$2,597	$2,921	$3,187	$3,406
$8,600	$1,337	$2,076	$2,604	$2,929	$3,196	$3,415
$8,650	$1,341	$2,082	$2,612	$2,938	$3,205	$3,425
$8,700	$1,345	$2,088	$2,619	$2,946	$3,215	$3,435

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$8,750	$1,349	$2,094	$2,627	$2,955	$3,224	$3,445
$8,800	$1,352	$2,100	$2,634	$2,963	$3,233	$3,454
$8,850	$1,356	$2,106	$2,642	$2,972	$3,242	$3,464
$8,900	$1,360	$2,111	$2,649	$2,981	$3,252	$3,474
$8,950	$1,364	$2,117	$2,657	$2,989	$3,261	$3,484
$9,000	$1,368	$2,123	$2,664	$2,998	$3,270	$3,493
$9,050	$1,372	$2,129	$2,672	$3,006	$3,279	$3,503
$9,100	$1,376	$2,135	$2,680	$3,015	$3,289	$3,513
$9,150	$1,380	$2,141	$2,687	$3,023	$3,298	$3,523
$9,200	$1,384	$2,147	$2,695	$3,032	$3,307	$3,532
$9,250	$1,388	$2,153	$2,702	$3,040	$3,316	$3,542
$9,300	$1,391	$2,159	$2,710	$3,049	$3,326	$3,552
$9,350	$1,395	$2,165	$2,717	$3,058	$3,335	$3,562
$9,400	$1,399	$2,171	$2,725	$3,066	$3,344	$3,571
$9,450	$1,403	$2,177	$2,732	$3,075	$3,353	$3,581
$9,500	$1,407	$2,183	$2,740	$3,083	$3,363	$3,591
$9,550	$1,411	$2,189	$2,748	$3,092	$3,372	$3,601
$9,600	$1,415	$2,195	$2,755	$3,100	$3,381	$3,610
$9,650	$1,419	$2,201	$2,763	$3,109	$3,390	$3,620
$9,700	$1,422	$2,206	$2,767	$3,115	$3,396	$3,628
$9,750	$1,425	$2,210	$2,772	$3,121	$3,402	$3,634
$9,800	$1,427	$2,213	$2,776	$3,126	$3,408	$3,641
$9,850	$1,430	$2,217	$2,781	$3,132	$3,414	$3,647
$9,900	$1,432	$2,221	$2,786	$3,137	$3,420	$3,653
$9,950	$1,435	$2,225	$2,791	$3,143	$3,426	$3,659
$10,000	$1,437	$2,228	$2,795	$3,148	$3,432	$3,666

*Shaded area shows the range of net incomes over which the income shares child support obligation is phased in.

Chapter 3
Percent of Obligor Income Models of Child Support

The oldest and currently the second most widely used model for determining child support obligations is referred to as the *percent of obligor income* model, adopted in Wisconsin prior to the development of the income shares model guidelines. At the present time, ten states use some version of a percent of obligor income model. Since 2004, three states have replaced a percent of obligor income model with an income shares model.

In seven of the percent of obligor income states, the percentage applied to income is flat or constant; that is, it doesn't vary with income. In two of these seven states, the income range to which the percentage applies is limited. In a third state, there is a maximum limit to the support obligation in each of seven income ranges.

In the three remaining states, the percentage varies with obligor income. In Wisconsin, there is a base percentage applicable to all income levels, with an additional marginal percentage applied to incomes between $7,000 monthly and $12,500, and a second marginal percentage applied to incomes above $12,500. Both the basic percentage and the marginal percentages vary with the number of children. In Arkansas and North Dakota, the schedule of child support obligations is almost identical in structure to the schedule in an income shares state but applies only to obligor income, not to combined income. The Arkansas schedule is in $50 increments; the North Dakota schedule is in $100 increments. The percentages in the Arkansas schedule decrease with income, while the percentages in the North Dakota schedule follow no consistent pattern.

The differences between the income shares model and the percent of obligor income model are easily exaggerated. In fact, the income shares model is, as Appendix 3-1 shows, only a variant of a percent of obligor income model where the percentage applied to the obligor parent's income depends on the obligee parent's income as well as the number of children. Indeed, New Hampshire and New York, which are typically classified as percent of obligor income states, determine the child support obligation using the combined income of both parents, just as in the income shares model. On the other hand, when the obligor parent lacks custody or visitation rights in California, typically classified as an income shares state, the child support obligation is often a fixed percent of the obligor parent's income, just as in the percent of obligor income model.

It is often claimed that a key feature of the income shares model is that child support obligations are based on actual family expenditures on children, the so-called "cost of children". But Wisconsin's original percent of obligor income child support guidelines, which are the basis for the guidelines in about half the percent of obligor income states, says:[39]

> The percentage standard established in this chapter is based on an analysis of national studies, including a study done by Jacques Van der Gaag as part of the Child Support Project of the Institute for Research on Poverty, University of

[39] Wisconsin Administrative Code, Chapter DCF 150, "Child Support Percentage of Income Standard: Preface". See also Jacques Van der Gaag, "On Measuring the Cost of Children," Child Support: Technical Papers, Volume III, SR32C, Institute for Research on Poverty, Special Report Series, University of Wisconsin, 1982.

> Wisconsin, Madison, entitled "On Measuring the Cost of Children," which disclose the amount of income and disposable assets that parents use to raise their children. The standard is based on the principle that a child's standard of living should, to the degree possible, not be adversely affected because his or her parents are not living together. It determines the percentage of a parent's income and potential income from assets that parents should contribute toward the support of children if the family does not remain together. The standard determines the minimum amount each parent is expected to contribute to the support of the children. It expects that the obligee parent shares his or her income directly with their children.

This is exactly the premise that underlies the income shares model. Indeed, Arkansas, also a percent of obligor income state, bases its guidelines on the same Betson-Rothbarth estimates of the cost of children used by many income shares states.[40]

Advantages and Disadvantages of Percent of Obligor Income Models

The primary advantages claimed for percent of obligor income models are transparency and ease of comprehension. The child support payment is simply a designated percentage of the obligor parent's income. Calculating the child support payment is a two-step process: find the percentage corresponding to the obligor parent's income and the number of children and apply the designated percentage. In those states where the percentage does not vary with income, the calculation is particularly simple as there is only one percentage for each number of children. In Arkansas and North Dakota, which use a more detailed look-up table, similar to the schedule in an income shares state, no calculation is necessary as the dollar amount of the child support payment is given in the table.

By contrast the income shares model is more complex, less transparent, and less easily understood by parents and even by judges. First, the combined incomes of the two parents must be determined. Then, a child support obligation corresponding to the combined income is found in the child support schedule. Next, the obligor parent's income as a share of the combined income is calculated, and this percentage is applied to the child support obligation to find the obligor parent's child support payment.

In states using the income shares model, the obligor's child support payment depends not only on own income but on the obligee parent's income as well. This creates strange anomalies in child support payments that are not transparent and are not easily understood by parents.

Most states that use the income shares model, including Florida, incorporate a "self-support reserve" and a phase-in range in the schedule of child support obligations. These provisions are intended to insure that obligor parents are not pushed into poverty by the child support payment. But as we showed in our 2004 review of Florida's guidelines[41], defining the self-support reserve and the phase-in range in terms of combined income results in these provisions being almost totally ineffective; that is, they do not achieve their intended objective of preventing child support payments from pushing obligor parents into poverty.

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[40] See *Report on the Michigan Child Support Formula*, Policy Studies Inc., 2002, p. 30.
[41] Thomas S. McCaleb, et al. *Review and Update of Florida's Child Support Guidelines: Report to the Florida Legislature*, March 5, 2004, p. 40-42.

Suppose both parents have actual monthly net incomes of $400. Individually, each parent's income falls below the 1992 federal single-person poverty guideline of $567.50.[42] However, their combined income is not only above the poverty guideline but also above the Florida schedule's phase-in range for parents with one child. The basic child support obligation is $190. The obligor parent's share of the total obligation is $95 even though the parent is in poverty.

Now, suppose instead that the obligee parent has no income. Then, the obligor's income, which alone determines the basic obligation in this case, is below the self-support reserve. The determination of a child support obligation, if any, is left to the discretion of the court. Whatever obligation the court may impose, it is likely to be substantially less than $95.[43] In both situations, the obligor parent is in poverty even without paying child support, but the self-support reserve does not apply if the obligee parent also has income, even though the obligee is also in poverty.

The phase-in range also often fails to prevent parents from being pushed into poverty by the payment of child support. Suppose the obligor parent's income is $650 and the obligee parent's income is $150. The obligor parent's income is above the poverty guideline but within the phase-in range. The combined income, however, is the same as in the previous example and is once again above the phase-in range. Thus, the basic child support obligation is $190 of which the obligor parent's share is $154.38. After payment of child support, the obligor parent retains income of $495.62, which is less than the poverty guideline.

Now, if the obligee parent had no income, the obligor parent's income would fall within the phase-in range, the obligor parent's child support payment would be $74, and the obligor parent would retain $576 after payment of child support. The fact that the obligee parent has income means the phase-in range fails to keep the obligor parent out of poverty as a result of the child support payment. Common to both of these examples, *the obligor parent's support payment is larger if the obligee parent has income than if the obligee parent has no income, even though the obligor parent's income is the same*.

The problem is not limited to just a few low income parents. In our 2004 review, we found that 47 percent of Title IV-D child support cases and 19 percent of private cases involved obligor parents with income below the upper limit of the phase-in range. The potential impact is therefore substantial. Recognizing this, some income shares states[44] have redefined their self-support reserves and phase-in ranges in terms of obligor income only, while continuing to use combined income above the phase-in range. Of course, this further complicates the schedule of obligations, further reduces transparency, and introduces further complexity in the calculation of child support payments.

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[42] An additional reason for the ineffectiveness of the self-support reserve in Florida and many other income shares states is the failure to update the self-support to reflect recent increases in the federal poverty guideline. Florida's current schedule still bases the self-support reserve and phase-in range on the 1992 federal poverty guidelines. Nevertheless, the problem described in the text arises even where the self-support reserve has been updated.

[43] Although Florida's guidelines provide no guidance to courts in exercising discretion, the amount recommended as a minimum support payment for all obligors by advocates of the income shares model is $50. This minimum is incorporated into the guidelines of many other income shares states, and the Florida schedule was constructed as if there were a $50 minimum payment.

[44] Examples include North Carolina and Arizona.

Even for incomes above the self-support reserve and phase-in range, the obligor parent's child support payment is dependent on the income of the obligee parent. If, for example, a working obligee parent decides to reduce hours of work, or even to drop out of the labor force, the obligor parent's child support payment may increase even though the obligor parent's income is unchanged. In fact, it is even possible in the income shares model for a decrease in the incomes of both parents to result in an increase in the obligor parent's child support payment. It is difficult to explain to obligee parents why they should pay more in child support when their own income is unchanged, much less when their income has decreased.

None of these issues arise in states using the percent of obligor income model because the amount of the child support payment depends only on the obligor parent's own income. To protect low income obligors, some percent of obligor income states establish explicitly or implicitly a self-support reserve, much like the income shares states. In percent of obligor income states, this reserve takes the form of a range of low incomes to which the designated child support percentage does not apply.[45]

New York imposes a maximum on the amount of child support payment for parents with incomes below the federal poverty guideline after payment and limits the amount of child support payment for parents whose income after payment is greater than the poverty guideline but within a designated percentage above the guideline. Wisconsin maintains a separate table of percentages for low income obligors.[46] These provisions are effective in preventing or mitigating the poverty-creating effect of child support payments because they depend directly and only on the obligor parent's income.

What then are the claimed advantages of the income shares model over the percent of obligor income model? One advantage claimed for the income shares model is that it emphasizes the responsibility of both parents to share in the support of the child. By calculating a total child support obligation, which is then pro-rated between the two parents in proportion to their shares of the combined income, it appears to impose a child support obligation on both parents.

In reality, the obligations imposed on the two parents are quite different from one another. The obligation imposed on the obligor parent is a legal obligation, enforced by the state, with penalties for failure to make the required child support payment to the obligee parent. The obligation imposed on the obligee parent is at best a moral obligation. There is no legal obligation imposed on the obligee parent to provide any more than a minimal subsistence level of support to the child, the same legal obligation that is imposed on parents in intact families. Indeed, nothing prevents the obligee from using the child support payment received from the obligor parent for purposes unrelated to support of the child.[47]

We are aware of no evidence to show that parents receiving child support in income shares states spend their resources any differently from parents receiving child support in percent of obligor income states. In other words, even if the income shares model is viewed as imposing a moral obligation on the obligee parent, there is no evidence to support the effectiveness of this moral obligation.

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[45] See for example, Arkansas ($500 monthly), Mississippi ($5,000 annually), and New Hampshire (equals the federal poverty guideline).

[46] Utah, an income shares state, also utilizes a separate schedule of obligations for low income obligors. The Utah low income schedule applies to the obligor parent's income only, just as in Wisconsin.

[47] This is a frequently heard complaint from non-obligee parents.

Finally, nothing prevents the same moral obligation from being incorporated into a percent of obligor income model. In fact, Wisconsin's percent of obligor income model states, "Integral to the rule is the expectation that the obligee parent will contribute at least the same percentage of income to support the children. The rule operates on the principle that as the income available to both parents increases, the amount available to support the children also will increase."

A second advantage claimed for the income shares model, in the words of Laura Wish Morgan, "… is that it embodies the underlying economic assumption that as income increases, the proportion of income spent on child support decreases."[48] This pattern of a decreasing proportion of income spent on children as income increases characterizes the schedule of child support obligations in all income shares states. By contrast, in most percent of obligor income states, the percentage of the obligor parent's income required for child support does not vary with income.

As noted previously, there are exceptions, however. In Arkansas, the percentage decreases with income, exactly as in the income shares model. In Alaska and Mississippi, the percentages are constant but because there are maximum incomes to which the percentages are applied, at very high incomes the child support payment decreases as a percent of income. In Wisconsin, across the three income ranges delineated in the guidelines, child support as a percent of income increases from one income range to the next higher range.

Even if it is consistent with the underlying economic data, decreasing child support as a percent of income might not be the advantage that Morgan claims.[49] Morgan also states, "Given that the ultimate goal of child support guidelines is increased compliance through perceived fairness, the income shares model meets this goal."[50] But child support as a decreasing percentage of income might actually be perceived as quite inequitable. In effect, child support in the income shares model is regressive; it imposes a higher burden as a share of income on low income obligors than on higher income obligors. It is true that the absolute amount of child support in the income shares model does increase with income even as child support as a percent of income is decreasing. But the distinction between the absolute amount of child support and child support as a share of income may not be well understood and adds to the lack of transparency of the income shares model.

Finally, it is claimed that the income shares model

> … can more easily include adjustments for shared and split custody, health care needs, childcare expenses, serial family development and children's ages by the

[48] http://library.findlaw.com/1999/Jan/1/241469.html. From Laura Wish Morgan, *Child Support Guidelines: Interpretation and Application*, Aspen Publishers, 1996.

[49] Alaska in fact rejects the proposition that a pattern of decreasing child support percentages is consistent with underlying economic data. "Rule 90.3 employs the percentage of income approach. This approach is based on economic analyses which show the proportion of income parents devote to their children in intact families is relatively constant across income levels up to a certain upper limit. Applications of the rule should result in a non-obligee parent paying approximately what the parent would have spent on the children if the family was intact."

[50] http://library.findlaw.com/1999/Jan/1/241469.html. From Laura Wish Morgan, *Child Support Guidelines: Interpretation and Application*, Aspen Publishers, 1996.

> manipulation of income, add-ons and deductions and by then allocating these costs between the parents. Because these factors can be built into the income shares formula, there is less reason for deviation from the guideline's presumptive award.[51]

In fact, with the exception of adjustments for shared and split custody, none of these factors is built into the income shares formula. Where the income shares child support obligation is adjusted for these factors, the adjustment is made as an add-on after the basic child support payment has been calculated. Although the guidelines in most percent of obligor income states do not incorporate adjustments for any of these factors, there is no obvious reason that the same add-on approach could not be included in a percent of obligor income model.

The approach to shared and split custody varies widely among income shares states. California does include an adjustment for shared custody in the formula for calculating the basic child support obligation. Some other income shares states, notably Arizona and Florida, use a modification of the basic formula to calculate the child support obligation in cases of shared custody. But Alaska and Wisconsin, both percent of obligor income states, also include an adjustment for shared custody that is virtually identical to the shared custody adjustment in many income shares states. Arkansas also has an adjustment for shared custody in its percent of obligor income guidelines, and several other percent of obligor income states provide explicitly for an adjustment determined at the discretion of the court, just as do some income shares states.

Comparison of Child Support Obligations Across the States

We stated above that the differences between the percent of obligor income model and the income shares model are easily and often exaggerated. With respect to the actual amount of child support generated by these two models, "… not one guideline appears to produce consistently higher or lower awards."[52] This is shown by a comparison of the amount of child support that an obligor parent in each of six standardized child support cases would pay in each state.

These six standardized or "typical" cases are based on a randomly selected sample of child support case files drawn from court records by Florida's Office of Program Policy Analysis and Government Accountability (OPPAGA) in 2001.[53] The Title IV-D cases and the private cases were each sorted based on the combined net income of the parents and each sample was divided into three equal groups: low income, medium income, and high income. The median combined income in each group became the income of the typical case representing that group. Each typical case was also assigned the median of the obligor parent's share of the combined income in the group and the median number of children.

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[51] http://library.findlaw.com/1999/Jan/1/241469.html. From Laura Wish Morgan, *Child Support Guidelines: Interpretation and Application*, Aspen Publishers, 1996.

[52] N. Thoennes, P. Tjaden, & J. Pearson, "The Impact of Child Support Guidelines on Award Adequacy, Award Variability, and Case Processing Efficiency," 25 *Family Law Quarterly*, p. 344, 1991.

[53] These are the same standardized or typical cases used in our 2004 report with incomes updated to 2010 using the Consumer Price Index. Where it was necessary to convert net income to gross income, we use the same Florida Department of Revenue electronic child support worksheet that we used in the 2004 report. No attempt is made to adjust for state and local taxes where applicable. In effect, we are comparing what a Florida parent would pay in child support if the guidelines in each state were applicable to that parent.

Tables 3-1 and 3-2 display the characteristics of these typical families. For example, in the typical low income Title IV-D case, combined income is $1,941, the obligor parent's share of the combined income is 49 percent, and the parents have one child. The median number of children for the cases in each group is one except the high income private case where the median number of children is two.

Table 3-1: Typical Title IV-D Cases

Group	Combined Net Income	Obligor Parent Share	Children
Low	$1,941	49%	1
Mid	$2,369	54%	1
High	$3,444	59%	1

Table 3-2: Typical Private Cases

Group	Combined Net Income	Obligor Parent Share	Children
Low	$2,365	52%	1
Mid	$3,619	56%	1
High	$5,291	59%	2

Each set of comparisons assumes only the most basic facts: the income of each parent and the number of children. No adjustment is made for visitation or joint or shared custody. It is assumed that there are no pre-existing child support orders. The comparisons show the basic obligation only and do not include any additional amounts for childcare, extraordinary health expenses, or health insurance premiums. The comparisons are shown in Figures 3-1 through 3-6.

There are several noteworthy points illustrated by the figures. First, the variation among the states exceeds 200 percent in each case; that is, in each case, the monthly payment in the highest state is more than twice the monthly payment in the lowest state. This is a somewhat surprising result given that most of the states, and most or all of the income shares states, use Consumer Expenditure Survey data and similar methodologies to derive their schedules. There are several possible explanations for the high degree of variation.

In part, it is accounted for by the fact that some states have updated their guidelines more recently than others and therefore have used data from more recent years. However, recent estimates of the percent of family income spent on children are not twice the earlier estimates.

In part, the differences result from the adjustment of calculated guidelines in some states to reflect the fact that the state's mean or median income is below the national mean or median.[54] But, again, it is unlikely that income differences among states would result in child support payments that differ by more than 200 percent.

[54] Alabama and North Carolina, for example.

Figure 3-1: Comparison of Income Shares and Percent-of-Obligor States: IV-D Low Income

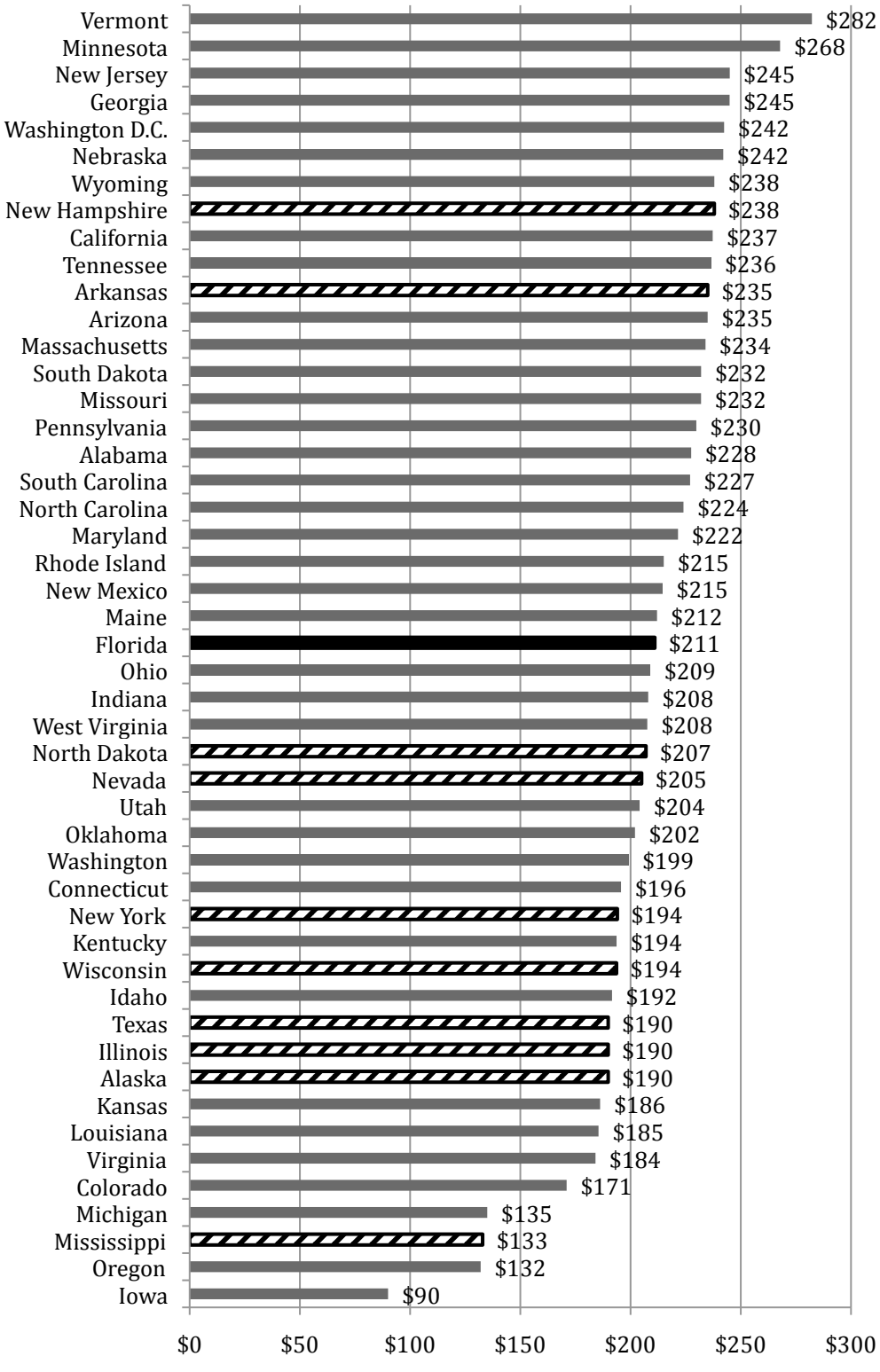


Figure 3-2: Comparison of Income Shares and Percent-of-Obligor States: IV-D Middle Income

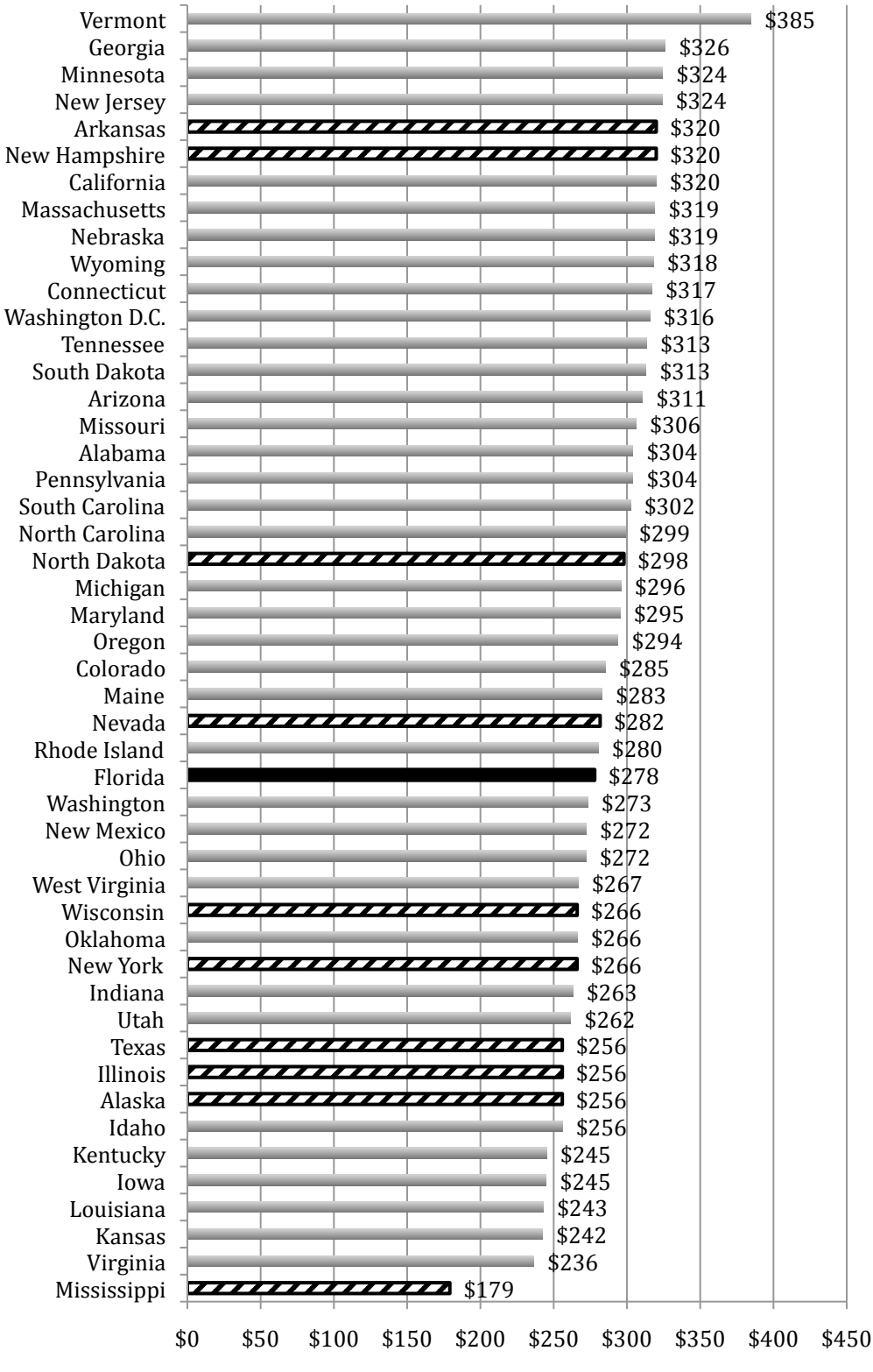


Figure 3-3: Comparison of Income Shares and Percent-of-Obligor States: IV-D High Income

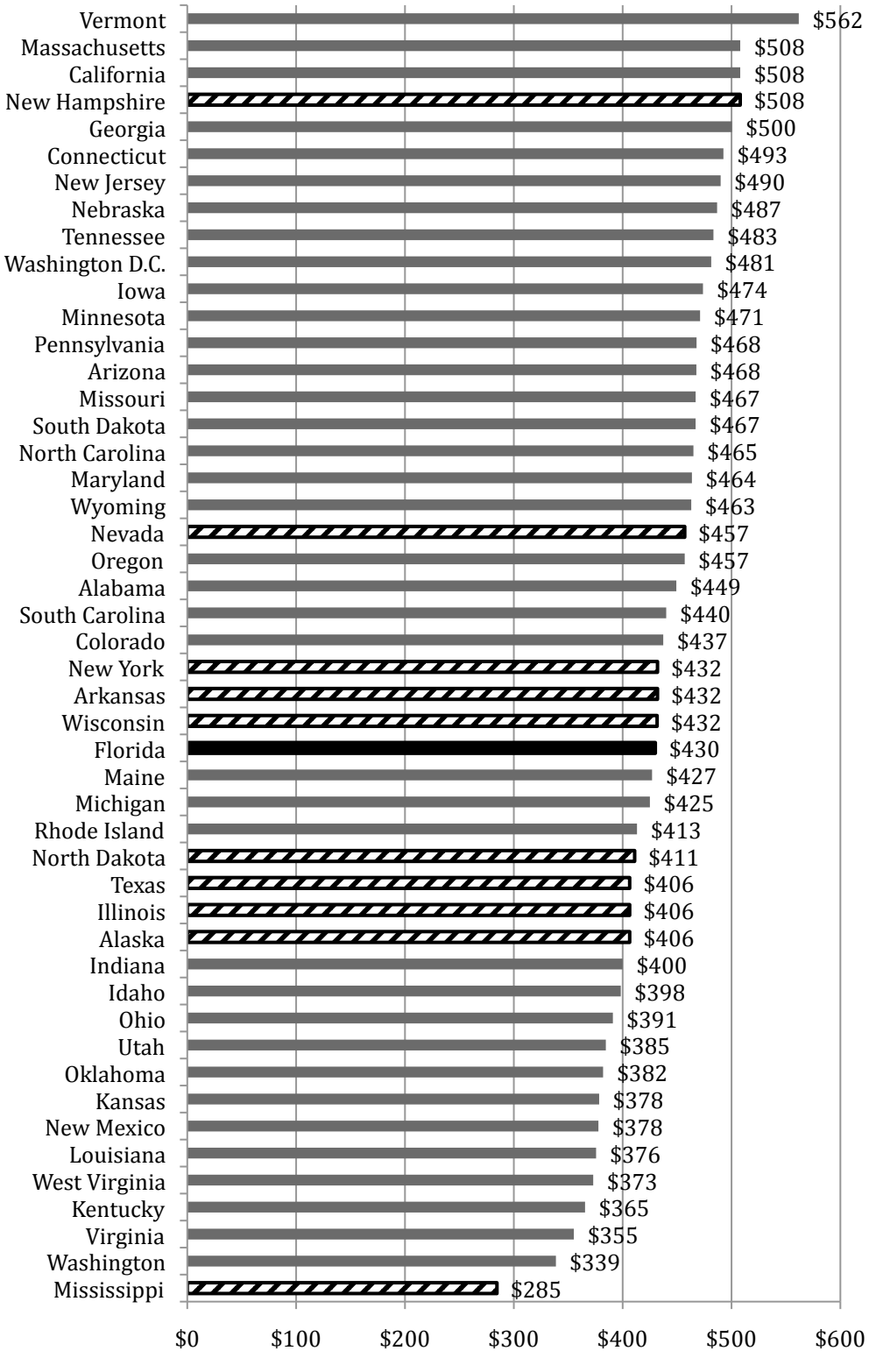


Figure 3-4: Comparison of Income Shares and Percent-of-Obligor States: Private Low Income

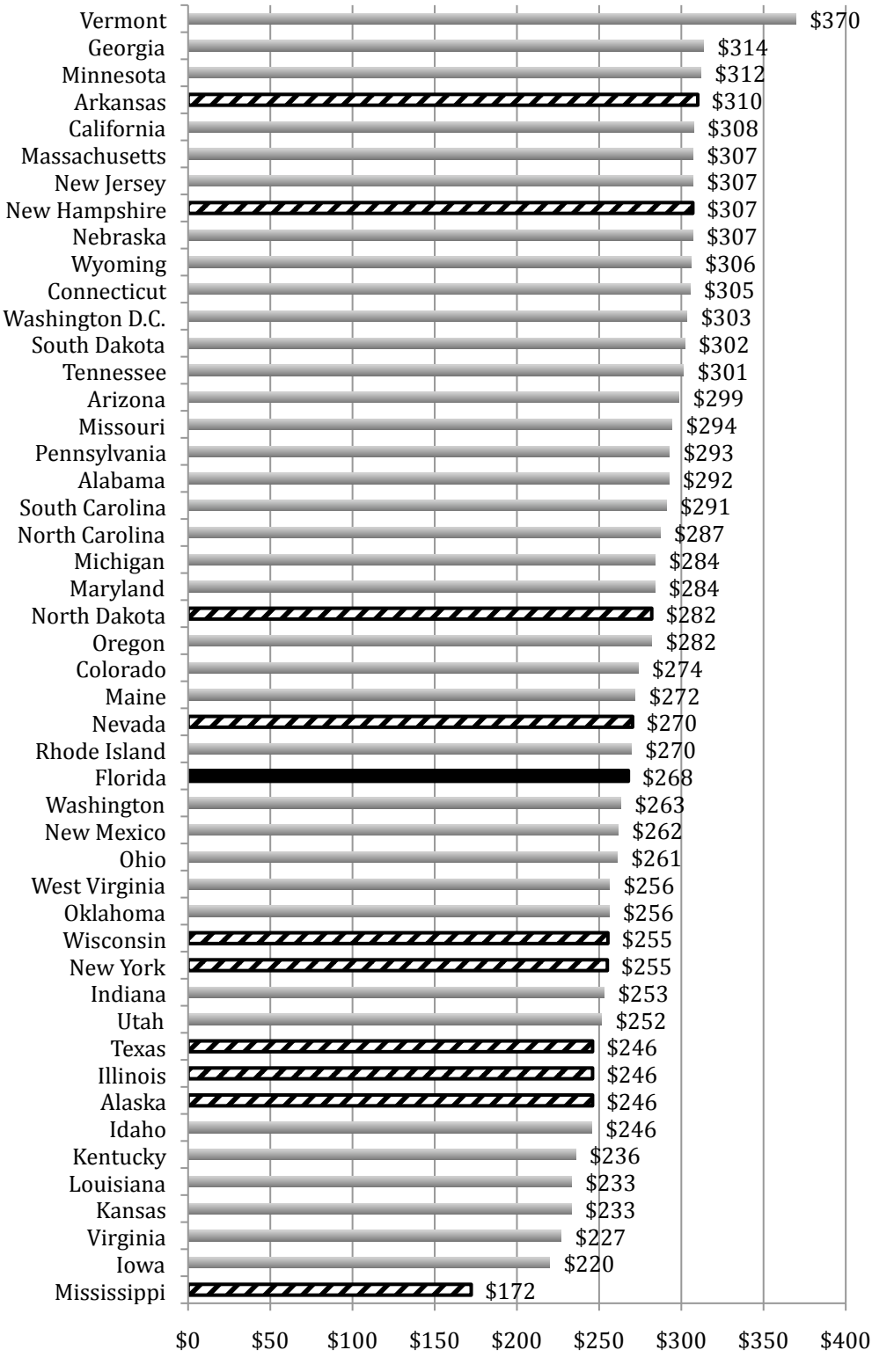


Figure 3-5: Comparison of Income Shares and Percent-of-Obligor States: Private Medium Income

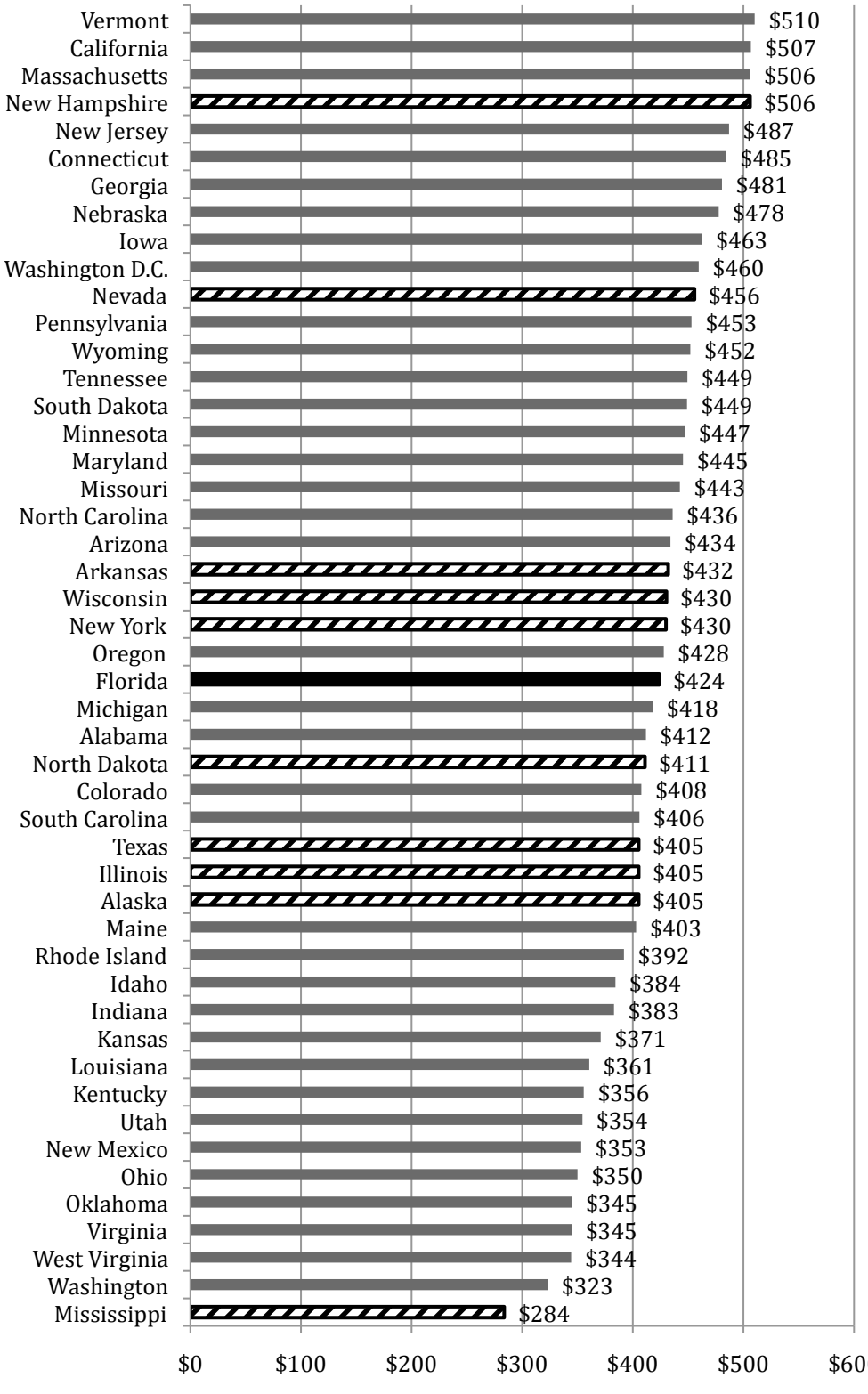
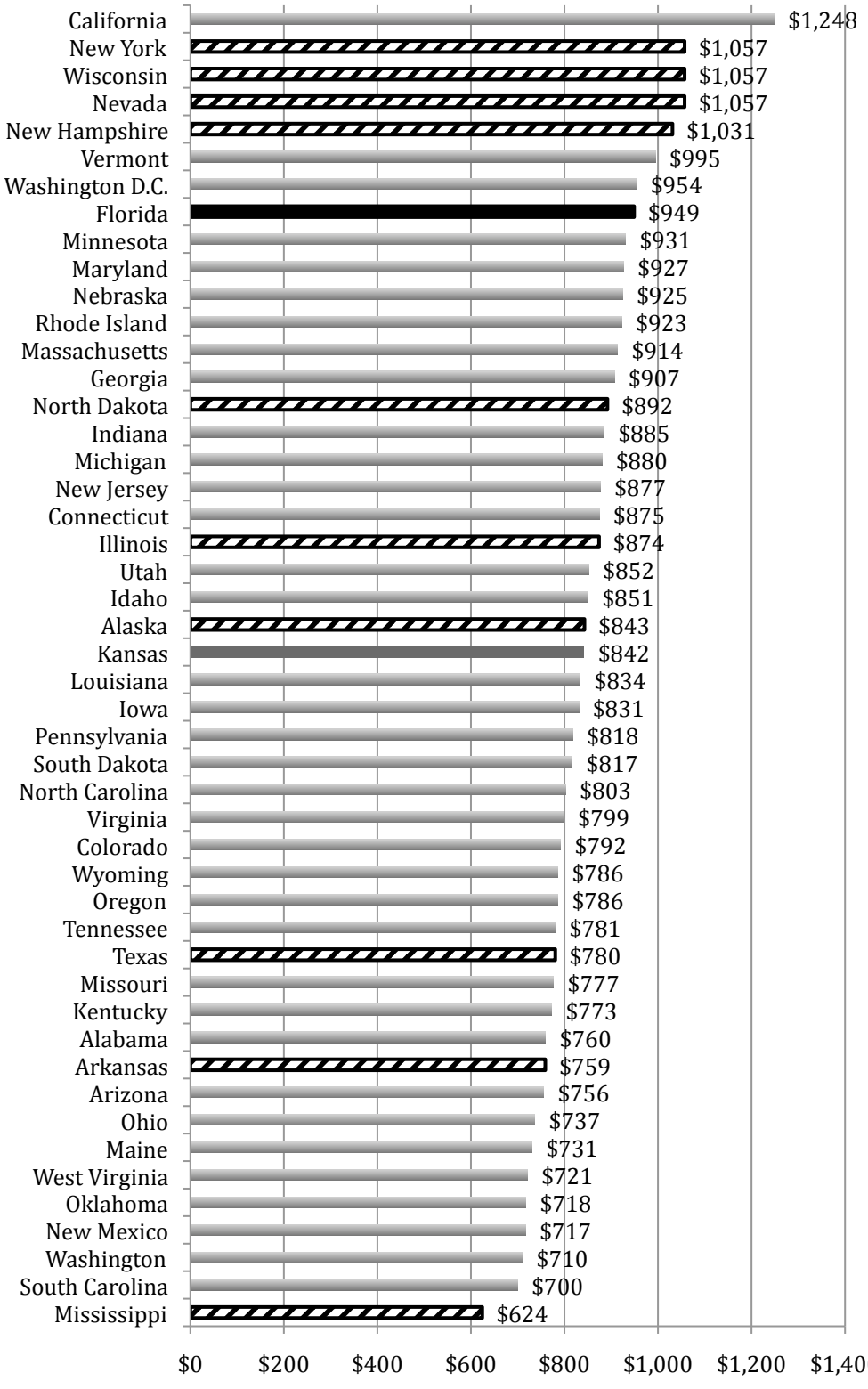


Figure 3-6: Comparison of Income Shares and Percent-of-Obligor States: Private High Income



Finally, some part of the difference is accounted for by the fact that ultimately each state's child support schedule is the result of a political process. [55] The schedule derived from the underlying data on expenditures on children is only a starting point from which political negotiation over the final set of guidelines proceeds.

Second, the figures show that except in the private medium income and private high income cases, Florida ranks at or slightly below the median among the states. This represents a slight change since our last review in 2008 when Florida ranked at or slightly *above* the median. Presumably because some other states have revised their guidelines upward, Florida's child support payments have declined marginally relative to some other states. For the private medium income case, Florida continues to be slightly above the median. For the private high income case where there are two children, Florida's child support payment is in the highest ten percent of states as it was in 2008, but even in this case, Florida's rank has decreased slightly.

The third feature of note is that a state's choice of model has no systematic impact on the amount of child support. In several cases, Arkansas, a percent of obligor income state, has among the highest child support payments, but Mississippi, also a percent of obligor income state, is lowest or second lowest in every case. The other percent of obligor income states are distributed throughout the ranking, as are the income shares states. This reinforces the previous observation that the determination of child support in any state is driven as much by political considerations as by models or data.

Finally, the widest variation between the state with the highest child support payment and the state with the lowest child support payment occurs in the private high income case. The difference here is almost 300 percent. What distinguishes this case from the others is the presence of two children rather than one. This suggests that, in addition to the wide variations among the states in the dollar amounts of child support, there is also wide variation among state guidelines in the marginal impact of additional children.

A Percent of Obligor Income Model for Florida

<u>*Alternative One-A Flat Percent:*</u> The most common percent of obligor income models consist of a single percentage that does not vary with the obligor's income for each number of children. Table 3-3 presents a flat percent model for Florida. The table shows the child support payment for each number of children as a percent of obligor net income.

[55] "States rely on various estimates of child-rearing expenditures as the basis of their guidelines. Some states rely on whatever was the most current estimate available at the time they developed or last revised their guidelines and have not updated as new estimates became available. Still other states made a deliberate choice to use one estimate over another. Often, these states chose the estimator based on which one produced guidelines amounts that differed the least from their current amounts. Based on our current knowledge, we have counted the number of state guidelines by their economic basis. We note that many states modified the estimates or combined them with other information to arrive at their guidelines amounts. Consequently, even though some state guidelines share the same estimates, their guidelines amounts may differ." Jane Venohr, *Economic Basis of an Updated Child Support Schedule for Georgia*, December 14, 2010.

Table 3-3: Flat Percent of Obligor Income Model						
Number of Children	1	2	3	4	5	6
Percent of Obligor Net Income	20%	27%	31%	34%	37%	41%

The percentages for one, two, and three children are derived from the estimated percentages developed using the Espenshade-Engel-Williams approach in the previous chapter. They are a weighted average of expenditure on children as a percent of net income across all income ranges from $10,001 to $140,000. The weights are the proportion of households in each net income range.

The percentages for four, five, and six children are extrapolated using the same NRC equivalence scale that was used to update the current Florida schedule. That is, the percentage for four children is 1.11 times the percentage for three children; the percentage for five children is 1.1 times the percentage for four children; and the percentage for six children is 1.087 times the percentages for five children.

These are all the same percentages used to update Florida's current schedule of child support obligations. Therefore, both the updated schedule in Chapter 2, implementing the income shares model of child support, and this percent of obligor income model are based on the same identical estimates of expenditures on children.

Appendix 3-2 can be used to compare these percentages with those used in percent of obligor income states. The percentages for one and two children, for example, are identical to those in Alaska's guidelines, while the percentage for three children is two percentage points lower than the corresponding Alaska percentage. Just as in the Alaska guidelines, the percentage for four children in Table 3-3 is three percentage points higher than that for three children, and the percentage for five children is three percentage points higher than that for four.

The percentage for one child in Table 3-3 is also identical to the percentage for one child in the Illinois guidelines. The percentages for two and three children are within one percentage point of the Illinois percentages. For higher numbers of children, the Illinois percentages are somewhat greater. The percentages in the Texas guidelines are the same for one child, slightly lower for two and three, but higher for four and five.

The percentages in Mississippi, Nevada, New York, and Wisconsin are all lower than those in Table 3-3, dramatically so in Mississippi. On the other hand, the percentages in New Hampshire are significantly higher. The conclusion is that if Florida were to convert from the current income shares model to a percent of obligor income model using the percentages in Table 3-3, its child support payments would fall approximately in the middle of other states using the same model.

It is difficult to compare child support payments based on these percentages with those in Florida's current schedule. These percentages apply only to obligor income whereas the current Florida schedule applies to the combined income of both parents. Currently in Florida, the obligor's actual child support payment differs from the obligation shown in the schedule depending on the income of the obligee. But in the case where the obligee has no income, the

child support payment using the percentages shown in Table 3-3 and the child support obligation shown in Florida's current schedule would be identical.

For one child, the child support obligation as a percent of net income in the current schedule declines from a little over 23% to less than 15%. Thus, converting to a model using the percentages in Table 3-3 would reduce child support payments at lower incomes and increase them at higher incomes. The "break even" income level, where the child support payment is 20% of net income in both models, is $5,000 per month or $60,000 annually. The pattern is the same for two children, although the reductions at the lower incomes are much greater than for one child. The "break even" income for two children is $6,950 per month or $83,400 annually.

The pattern repeats for three, four, five, and six children, but the reductions at the low incomes are even more substantial, amounting to an almost fifteen percentage point reduction in the child support payment for six children at the lowest income levels. The "break even" incomes are $5,700 per month ($68,400 annually) for three children; $8,600 per month ($103,200 annually) for four children; $8,650 per month ($103,800 annually) for five children; and $8,050 per month ($96,600 annually) for six children.

Alternative Two-A Percent That Varies with Income: An advantage claimed for the income shares model is that it is more consistent with economic data showing that child support as a percent of income decreases as income increases. As in the case of Arkansas, however, it is quite possible to implement a model where the child support payment as a percent of income decreases exactly as in the income shares model. This could be accomplished for Florida simply by applying one of the updated schedules developed in Chapter 2 or the current schedule to obligor income only rather than to combined parental income. Indeed, this is exactly how Arkansas's model was developed.[56]

A detailed schedule with an income-varying percentage does complicate the child support guidelines, negating the simplicity that is one of the great advantages of the percent of obligor income model. However, even with such a detailed schedule, the model is still simpler and more transparent than the income shares model because the child support obligation is not pro-rated between the parents and the obligor's child support payment is not dependent on the income of the obligee.

Moreover, as we showed in detail in a previous review[57] and pointed out above, the self-support reserve and the phase in range of incomes in Florida's current schedule are totally ineffective. They do not prevent child support payments from driving obligors into poverty. There are several reasons for this, not least the fact that Florida's schedule has not been updated and does not reflect the current federal poverty guideline. But all schedules based on the income shares model, even those that have been updated, have this defect.

The problem is that the self-support reserve is defined by the single-person poverty guideline, but the child support payment is determined by the combined income. This is comparing "apples to oranges". With the flat percent of obligor income model, there is no such

[56] Recall that Arkansas's schedule is based on the Rothbarth approach to defining family equivalence, whereas the current Florida schedule and the updated schedule in Chapter 2 are both based on the Engel method.

[57] Thomas S. McCaleb, et al. *Review and Update of Florida's Child Support Guidelines: Report to the Florida Legislature, (November 17, 2008)*, p. 84-86.

problem. When either a percent of obligor income or an income shares detailed schedule of child support payments applies only to obligor income, at least for low income obligors, this problem is resolved.[58] In a model where the child support obligation depends on combined income, the problem can only be resolved by making a separate adjustment for low income obligors, essentially as we recommended in our 2008 review and repeat in Chapter 5.[59]

Recommendations

In our 2004 review, we recommended that Florida consider adopting a percent of obligor income model to replace the current income shares model. Despite the simplicity and transparency advantages of the percent of obligor income model, we no longer recommend its adoption in Florida. Although percent of obligor income models pre-date the income shares model, the national trend is clearly away from such models.

Rather than implementing an entirely new model, despite its simplicity and transparency advantages, but one that goes against national trends, we recommend that Florida adopt those recommendations with respect to low income obligors that we made in 2008, repeated in Chapter 5 of this report, to correct some of the major problems in the income shares model. However, if Florida should adopt a percent of obligor income model, the least dramatic departure from the current model and from national trends would be to adopt the update of Florida's current schedule proposed in Chapter 2 but to apply it to obligor income alone as in Arkansas and North Dakota.

[58] Note that North Carolina, which uses the income shares model, resolves the problem by applying the schedule to both combined incomes and obligor income only at the lower income ranges and choosing whichever produces the lower child support payment.

[59] Thomas S. McCaleb, et al. *Review and Update of Florida's Child Support Guidelines: Report to the Florida Legislature, (November 17, 2008)*, p. 96

Appendix 3-1
Equivalence of Income Shares and Percent of Obligor Income Models

Whatever the guiding principles and philosophy expressed in a state's child support guidelines and whatever the stated purposes and objectives, the only legal and economic function of the guidelines is to determine an amount of money to be transferred from the obligor parent to the obligee parent. When stripped down to this basic element, the income shares model and the percent of obligor income model are almost equivalent.

The following symbols are used in this demonstration of the equivalence:

P = *Child support payment*
O = *Child support obligation, which is the same as the child support payment unless combined income is used and the obligee parent has positive income*
NC = *Obligor (obligor) parent's income*
C = *Obligee (custodial) parent's income*
N = *Number of children*
R = *Statutory percentage of income to be paid, where R depends only on N in states using the flat percent of obligor income model, on both N and NC in percent of obligor income states where the percent varies with income on N and NC+C in income shares states*

The child support payment in the majority of states using the percent of obligor income model is calculated by multiplying the obligor parent's income by the statutory percentage:[60]

$$P=R(N)*NC$$

In New Hampshire and New York, the child support payment is calculated in two steps. First, a total child support obligation is calculated by multiplying the combined income of both parents by a percentage that depends on the number of children:

$$O=R(N)*(NC+C)$$

Then, the total obligation is prorated between the parents in proportion to each one's share of the combined income. The amount of the child support payment is the obligor parent's share of the total obligation:

$$P=NC/(NC+C) * O$$

$$=NC/(NC+C)*R(N)*(NC+C)$$

$$= R(N)*NC$$

Despite the extra step in calculating a total obligation in New Hampshire and New York based on both parents' incomes, the form of the final result is exactly the same as in the other percent of obligor income states.

[60] In those percent of obligor income states where the percentage varies with the obligor parent's income, the formula is P=R(N,NC)*NC.

The income shares states use the same two-step process as New Hampshire and New York. First, a total obligation is determined based on the combined incomes of the two parents. Then, the total obligation is prorated between the parents in the same proportion as their respective shares of the combined income. The child support payment in the income shares model is:

$$O=R(N,NC+C)*(NC+C)$$

$$P=NC/(NC+C)*O$$

$$=NC/(NC+C)*R(N,NC+C)*(NC+C)$$

$$= R(N,NC+C)*NC$$

Thus, the only difference between the income shares model and the percent of obligor income model is the dependence of the income shares percentage on both the number of children and the combined income of the parents rather than the number of children only or the number of children and the obligor parent's income.

The inclusion of the obligee parent's income in the income shares formula has only a very small effect on the actual child support payment. Economists use the concept of elasticity to show the degree of responsiveness in one variable to changes in another variable. The elasticity of the child support payment with respect to changes in the obligee parent's income equals the ratio of the percentage change in the payment to the percentage change in income. Elasticity numbers can range from zero, indicating no responsiveness, to infinity, indicating maximum responsiveness. The elasticity of the income shares model is typically 0.05 or lower, which is only marginally higher than the zero elasticity of the percent of obligor income model.

Appendix 3-2
Summary Of Child Support Guidelines In Percent of Obligor Income States

State	Percentage by Number of Children	Percentage by Income	Net or Gross, Individual or Combined	Shared Custody or Visitation Allowance	Low Income Adjustment
Alaska	One =20% Two=27% Three=33% Additional=+3 % each	Does not vary with income, but applied only to income<$105,000	Net, individual	(1) Extended visitation (over 27 consecutive days): Court discretion to reduce payment by up to 75%; (2) Shared custody (child resides with each parent 30%-70% of time): Cross-credit method applied to 150% of guideline amount	No provision[61]
Arkansas [62]	One=25.40%-13.82% Two=37.20%-19.66% Three=44.00% -22.72% Four=48.60%-25.12% Five=53.80%-27.72%	For each number of children, decreases as income increases from $500 monthly to $5,000 monthly in $50 increments[63]	Net, individual	Up to 50% abatement for extended visitation periods>14 days	No provision[64]

[61] Minimum child support order of $50 per month.
[62] Similar to income shares tables, but uses only obligor parent's income, not combined income.

Percent of Obligor Income Models of Child Support

State	Percentage by Number of Children	Percentage by Income	Net or Gross, Individual or Combined	Shared Custody or Visitation Allowance	Low Income Adjustment
Illinois	One=20% Two=28% Three=32% Four=40% Five=45% Six or more=50%	Does not vary with income	Net, individual	No provision	No provision
Missis-sippi	One=14% Two=20% Three=22% Four=24% Five or more=26%	Does not vary with income, but applies only to income between $5,000 and $50,000 annually	Net[65], individual	No provision	No provision
Nevada	One=18% Two=25% Three=29% Four=31% Additional=+2 % each	Does not vary with income, but is subject to the following maximum monthly amounts per child for each income range: • $0-$4,168: $500 • $4,168-$6,251: $550 • $6,251-$8,334: $600 • $8,334-$10,418: $650 • $10,418-$12,501: $700 • $12,501-$14,583: $750 • $14,583+: $800	Gross, individual	No provision	No provision[66]

[63] For incomes in excess of $5000 monthly, add 15% of the excess for one child, 21% for two, 25% for three, 28% for four, 30% for five, and 32% for six.
[64] Lowest income included in table is $500 monthly.
[65] Mississippi's child support guidelines specify that child support payments are to be based on "adjusted gross income". The definition of adjusted gross income is gross income less federal, state, and local taxes; social security contributions; non-voluntary retirement and disability contributions; and court-ordered support payments for other children. This is equivalent to net income in other states.
[66] Minimum amount of $100 per month per child.

Percent of Obligor Income Models of Child Support

State	Percentage by Number of Children	Percentage by Income	Net or Gross, Individual or Combined	Shared Custody or Visitation Allowance	Low Income Adjustment
New Hamp-shire	One=25% Two=33% Three=40 % Four or more=45%	Does not vary with income	Net, combined[67]	Adjustment subject to court discretion	Support obligation is subject to lower limit equal to $50 per month or amount by which gross income exceeds self-support reserve[68], whichever is larger

[67] Total support obligation based on combined income is prorated between the parents in proportion to each one's respective share of combined net income.
[68] Self-support reserve equals 115% of the single person federal poverty guideline.

Percent of Obligor Income Models of Child Support

State	Percentage by Number of Children	Percentage by Income	Net or Gross, Individual or Combined	Shared Custody or Visitation Allowance	Low Income Adjustment
New York	One=17% Two=25% Three=29% Four=31% Five or more=35%	Does not vary with income	Gross[69], combined[70]	Adjustment subject to court discretion	(1) Income after support<single-person federal poverty guideline: Support obligation=$25 per month or amount by which gross income exceeds self-support reserve[71], whichever is larger. (2) Single-person federal poverty guideline<income after support<self-support reserve: Support obligation=$50 or amount by which gross income exceeds self-support reserve, whichever is larger

[69] Allowable deductions include alimony, court-ordered child support for other children, public assistance, SSI, New York City or Yonkers local income tax, and FICA tax.
[70] Total support obligation based on combined income is prorated between the parents in proportion to each one's respective share of combined net income.
[71] Self-support reserve equals 135% of the single person federal poverty guideline.

Percent of Obligor Income Models of Child Support

State	Percentage by Number of Children	Percentage by Income	Net or Gross, Individual or Combined	Shared Custody or Visitation Allowance	Low Income Adjustment
North Dakota	One=16.81%-23.00% Two=25.11%-28.38% Three=29.67%-34.02% Four=33.11%-37.74% Five=36.56%-41.00% Six=40.11%-45.00%	Inconsistent pattern. Percentage for one and six children increases, and then decreases, with income. Percentage for two through five children increases at low incomes and then remains approximately constant. Schedule extends from $900 per month to $12,500 per month.[72]	Net, individual	Adjustment for extended visitation defined as more than 60 of 90 consecutive nights or more than 164 nights annually	
Texas	One=20% Two=25% Three=30% Four=35% Five=40% Six or more=Not less than the amount for five	Does not vary with income[73]	Net, individual	No provision	No provision

[72] Dollar amount of obligation is the same for incomes in excess of $12,500 per month.

[73] Guideline percentages apply only to net income less than $7,500 monthly. Additional amounts of child support for net income equal to or greater than $7,500 is at the discretion of the court based on the "proven needs of the child".

Percent of Obligor Income Models of Child Support

State	Percentage by Number of Children	Percentage by Income	Net or Gross, Individual or Combined	Shared Custody or Visitation Allowance	Low Income Adjustment
Wiscon-sin	One=17% Two=25% Three=29% Four=31% Five or more=34%	(1) Monthly income $0-$7000: Standard percentages apply (2) Monthly income $7,000-$12,500: Standard percentage plus One=14% Two=20% Three=23% Four=25% Five or more=27% of income greater than $7,000 (3) Monthly income greater than $12,500: Standard percentage plus marginal percentage in (2) plus One=10% Two=15% Three=17% Four=19% Five or more=20% of income greater than $12,500[74]	Gross, individual	Shared custody (>25% overnights) : Cross-credit method applied to 150% of guideline amount	Separate table of support amounts that vary with income for obligors whose income is 75%-150% of federal single-person poverty guideline One child: 11.11%-17.00% Two children: 16.44%-25.00% Three children: 18.96%-29% Four children: 20.30%-31% Five or more children: 22.22%-34%

[74] The percentage standard established in this chapter is based on an analysis of national studies, including a study done by Jacques Van der Gaag as part of the Child Support Project of the Institute for Research on Poverty, University of Wisconsin, Madison, entitled "On Measuring the Cost of Children," which disclose the amount of income and disposable assets that parents use to raise their children. The standard is based on the principle that a child's standard of living should, to the degree possible, not be adversely affected because his or her parents are not living together. It determines the percentage of a parent's income and potential income from assets that parents should contribute toward the support of children if the family does not remain together. The standard determines the minimum amount each parent is expected to contribute to the support of the children. It expects that the obligee parent shares his or her income directly with the children.

Chapter 4
The Treatment Of Shared Parenting In Child Support Guidelines Across The States

The treatment of the time that children spend with the obligor parent differs substantially across states. Furthermore, many states have recently revised their treatment in part due to the realization that in most states the child support obligation is computed as if the child spends 100% of the time with the obligee parent and in part to encourage involvement of both parents in the upbringing of the child. Child support guidelines should:

- encourage or at least not discourage visitation and shared parenting;
- reflect the duplicated costs that visitation and shared parenting entail; and
- minimize disputes and litigation over custody arrangements, including ensuring that the guidelines are not themselves a source of disputes and litigation.

In this chapter we explore the methods used in Florida and other states to encourage active participation of both parents in the upbringing of a child. We provide an overview of visitation and shared parenting in general without distinguishing among different forms because increasingly states make little or no distinction among different parenting arrangements.

Current Treatment of Visitation and Shared Parenting in Florida

The basic premise of the income shares model of child support used in Florida is that the child of divorced or never-married parents is entitled to the same level of expenditures as would have been provided, on average, if the parents had lived together. In other words, in the income shares model, child support is intended to ensure that the obligee parent has sufficient resources to provide the child with the same amount of spending as would be available for a child in an otherwise similar intact family. The claim is sometimes made that the income shares methodology anticipates "normal" visitation rights for the obligor parent,[75] but this claim is invalid. Because the underlying expenditure data are derived from two-parent, intact families, it must be true that no visitation is contemplated by the guideline amounts.

An obligor parent who engages in visitation with the child incurs expenses on behalf of the child during the period of visitation. Some of these expenses (housing, for example) duplicate expenses incurred by the obligee parent. Failure to recognize these duplicate expenses and adjust the support payment accordingly understates both the total cost of the child and the cost to the obligor parent.

Other expenses are unduplicated but follow the child. When the child is resident with the obligee parent, the obligee parent incurs these expenses, but when the child is resident with the obligor parent, the obligor parent incurs the expenses. Failure to recognize this shifting of costs between the parents and to adjust the support payment accordingly understates the costs of the child to the obligor parent and overstates the costs to the obligee parent.

[75] For example, Pennsylvania's child support guidelines state, "The support schedule contemplates that the obligor has regular contact, including vacation time with his or her children…"

The result is that, when there is visitation or shared parenting, the child support obligation determined using the income shares methodology does not accurately reflect the true costs incurred by the two parents. For this reason, child support guidelines based on the income shares model may actively discourage obligor parents from exercising visitation, in violation of the guidelines principles enunciated above.

The Florida guidelines provide a formula for adjusting the child support award when visitation equals or exceeds 20 percent of the overnights during the year. A child support obligation is calculated for each parent as if that parent is the obligor parent and the other is the obligee parent. The respective obligations are multiplied by 1.5 to account for the additional, duplicated expenses of maintaining two homes for the child.[76] Each parent's obligation is then weighted by the amount of visitation time with the other parent. The difference between the resulting obligations, adjusted for each parent's share of childcare and health insurance expenses, is the amount paid by the parent with the higher obligation to the parent with the lower obligation.

This method is referred to as the *cross-credit* approach, and is illustrated in Table 4-1.[77] The example assumes the parents have a combined net monthly income of $5000. The obligee parent's income is $2000 (40% of the combined) and the obligor parent's is $3000 (60% of the combined). The total child support obligation for two children is $1552. The example assumes that the shared parenting visitation is 30%. As Table 4-1 shows, the obligor parent's child support payment in this example is $698. Without an adjustment for shared parenting, the child support payment would be $931.

Table 4-1: Using the Cross-Credit Approach to Calculate a Shared-Parenting Basic Support Obligation When Shared Parenting is 30 Percent

Obligee parent		Obligor Parent
$2,000	Income	$3,000
40%	Percent of Total	60%
$621	Share of Obligation	$931
$932	Expense-Adjusted Share of Obligation (Multiplier=1.5)	$1,396
70%	Parenting Time	30%
$280	Net Obligation	$977
	Child Support Payment	$698

If the shared parenting time is less, the child support payment increases. If the obligor parent has 25% shared parenting rather than 30%, the support payment increases to $814 as Table 4-2 shows.

[76] The factor is essentially arbitrary and is not derived from any underlying economic data on the amount of such expenses.
[77] The Florida child support worksheet from which these examples are derived is in Appendix 4-1.

Table 4-2: Using the Cross-Credit Approach to Calculate a Shared-Parenting Basic Support Obligation When Shared Parenting is 25 Percent		
Obligee parent		**Obligor Parent**
$2,000	Income	$3,000
40%	Percent of Total	60%
$621	Share of Obligation	$931
$932	Expense-Adjusted Share of Obligation (Multiplier=1.5)	$1,396
75%	Parenting Time	25%
$233	Net Obligation	$1,047
	Child Support Payment	$814

If shared parenting time is less than 20%, there is no adjustment to the child support payment. Even a 20% threshold can be a disincentive to shared parenting if obligor parents incur costs even at visitation levels less than 20% without receiving any credit for those costs. In other words, if they are unable or unwilling to exercise visitation of at least 20 percent so that they qualify for a visitation credit, they may choose to exercise no visitation at all and incur no cost. This violates the principle above that child support guidelines should not discourage visitation and shared parenting.[78] Note that this problem is not likely to be a major issue for Florida, as a typical shared parenting visitation schedule is likely to exceed 20%, if only slightly.

Current Treatment of Shared Parenting in Other States

The income shares model does not allow for cost shifting between parents when the obligor parent exercises visitation, nor does it allow for the additional costs of shared parenting. Nevertheless, most states adjust child support payments in some way to accommodate these arrangements whether they use the income shares model, the percent of obligor income model, or the Melson formula.

Even thought the income shares model as originally formulated implicitly assumes no shared parenting, shared parenting is assumed in most child support cases. Florida Statute 61.13(2)(b)2 states that "The court shall order that the parental responsibility for a minor child be shared by both parents unless the court finds that shared parental responsibility would be detrimental to the child." Most states share the Florida definition, but some provide a threshold based on the number of overnights the child spends with each parent before the arrangement is labeled a shared parenting visitation.

Shared Parenting Provisions in Other States: Table 4-3 summarizes the shared parenting provisions in all the states. In sixteen states, shared parenting is a basis for a deviation by the courts from the child support obligation stipulated in the state's guidelines. Many of these states provide little guidance to the court as to an appropriate adjustment for shared parenting. Typical of these is Alabama:

[78] A 20% shared parenting threshold is slightly less than three nights every other week. While the number of parents with potential shared parenting arrangements below this amount is likely to be small, the problem still exists and the threshold may still discourage shared parenting arrangements for those parents.

"Shared physical custody" refers to that situation where the physical placement is shared by the parents in such a manner as to assure the child frequent and continuing contact and time with both parents. Because of the infinite possibilities that exist in terms of time spent with each parent and other considerations associated with such custody, a determination of support is to be made on a case-by-case basis and is left to the sound discretion of the trial court, to be based on findings made at or after trial or upon a fair written agreement of the parties.[79]

Table 4-3: Shared Parenting Provisions across States

Deviation	Formula
Alabama	Alaska
Arkansas	Arizona
Connecticut	California
Georgia	Colorado
Illinois	Delaware
Kentucky	District of Columbia
Massachusetts	Florida
Mississippi	Hawaii
Nevada	Idaho
New Hampshire	Indiana
New Jersey	Iowa
New York	Kansas
Ohio	Louisiana
Rhode Island	Maine
Texas	Maryland
Washington	Michigan
	Minnesota
	Missouri
	Montana
	Nebraska
	New Mexico
	North Carolina
	North Dakota
	Oklahoma
	Oregon
	Pennsylvania
	South Carolina
	South Dakota
	Tennessee
	Utah
	Vermont
	Virginia
	West Virginia
	Wisconsin
	Wyoming

[79] Alabama. Alabama Supreme Court, *Rule 32 Child Support Guidelines*. 1993.

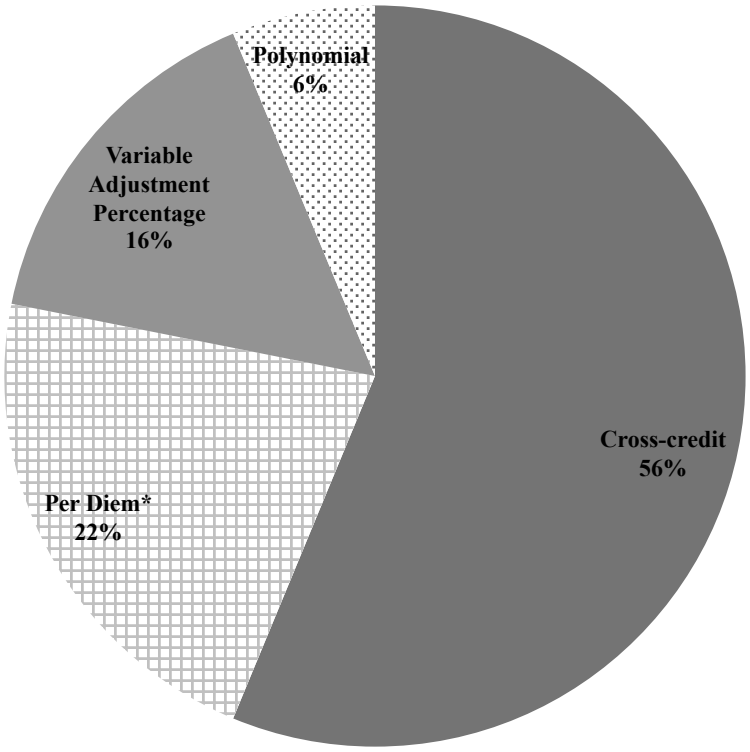
The problem with the deviation approach is that it results in an unnecessary level of uncertainty for parents, and this uncertainty may itself be a disincentive to a shared parenting agreement between the parents.

Thirty-five states, including Florida, specify some form of shared parenting adjustment in their child support formula or worksheet. However, these states differ substantially in how the adjustment is applied and which families qualify.

Approaches for Computing Shared Parenting Adjustments

Figure 4-1 groups the shared parenting adjustments into four categories. The categories are not truly mutually exclusive as states often combine elements from two or more different categories. Details are provided in Appendix 4-3.

Figure 4-1: Shared Parenting Approaches Used by States with Formulas



*Includes Minnesota as Per Diem

As Figure 4-1 shows, most states use the same cross-credit approach as in Florida. This method was illustrated in the examples in Tables 4-1 and 4-2. It combines both parents' child support obligation to effectively add costs that are duplicated across parents. The duplication parameter is called a "multiplier" and adds the amount of duplicated costs to both parents'

obligations. The amount owed by the obligor parent is the net support obligation after allowing for the amount of time spent with each parent.

A fixed multiplier, as in Florida where the multiplier is the same 1.5 at all levels of shared parenting, is tantamount to assuming that the duplicated costs are independent of the level of parental involvement. On the other hand, a variable multiplier allows for the duplicated costs to increase as the level of shared parenting increases. That is, a variable multiplier can account for higher variable costs at low levels of involvement and an increase in fixed costs as the level of visitation or shared parenting becomes more equal

The *variable adjustment credit* method allows the shared parenting adjustment to the child support payment to depend on the level of involvement of each parent. The higher the amount of visitation or shared parenting by the obligor parent, the higher is the percentage that the child support payment is discounted. The child support adjustment changes incrementally based upon the number of overnights spent with the obligor parent.

The *polynomial* method is a more complicated formula where the shared parenting percentage enters multiplicatively into the computation of a credit for the obligor parent. Finally, the *per diem* method adjusts the child support obligation by a constant amount for each overnight spent with the obligor parent.

Figure 4-2 shows that the formula states have widely differing shared parenting thresholds. Three states--Arizona, California and Michigan--have no threshold but instead provide an adjustment in the child support obligation at all levels of shared parenting. At the other extreme, ten states have thresholds above 35% so that only obligor parents with relatively high levels of involvement receive a credit for the extra expenditures necessary to make the children's lives similar if they are staying with either parent. However, a threshold this high excludes a large portion of shared parenting arrangements.

Figure 4-2: Shared Parenting Visitation Time Thresholds

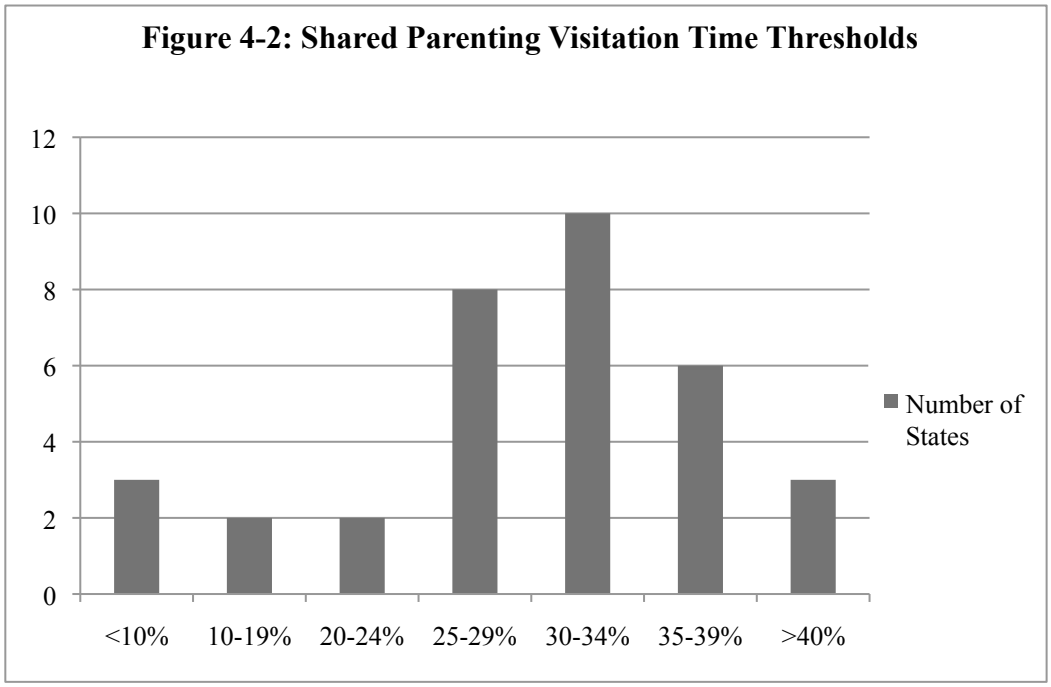


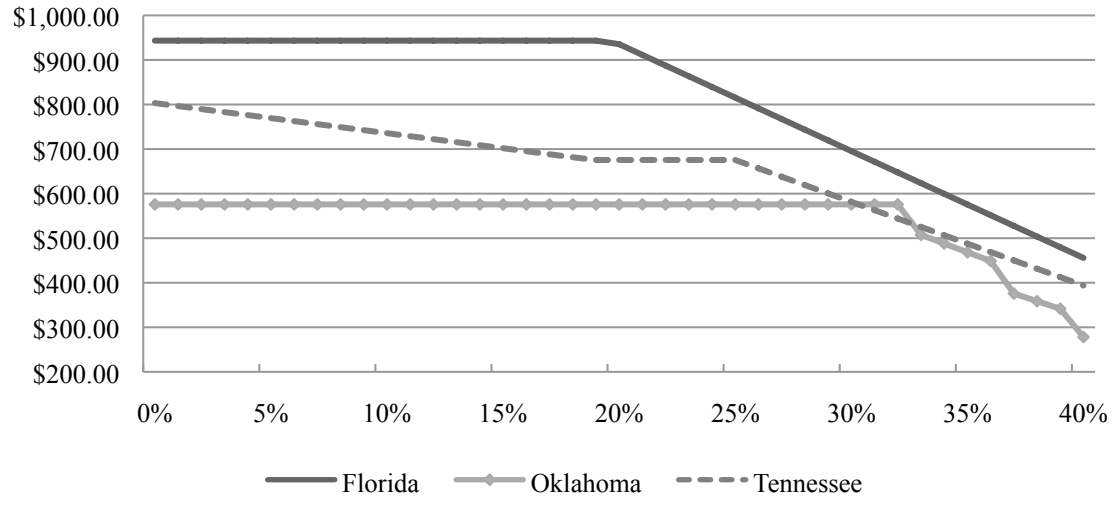
Table 4-4: Details for Cross-Credit States				
State	**Formula/Multiplier**	**Threshold**	**Model***	**Updated since 2008****
Alaska	Cross-credit; 1.5	30%	PO	Yes
Colorado	Cross-credit; 1.5	25%	IS	No
District of Columbia	Cross-credit; 1.5	40%	IS	No
Florida	Cross-credit; 1.5	20%	IS	Yes
Idaho	Cross-credit; 1.5	25%	IS	No
Louisiana	Cross-credit; 1.5	20%	IS	No
Maine	Cross-credit; 1.5	Not specified	IS	No
Maryland	Cross-credit; 1.5	35%	IS	No
Nebraska	Cross-credit; 1.5	30%	IS	No
New Mexico	Cross-credit; 1.5	35%	IS	No
North Carolina	Cross-credit; 1.5	34%	IS	No
Oklahoma	Cross-credit; Variable multiplier	33%	IS	Yes
Oregon	Cross-credit; 1.5	25%	IS	Yes
South Carolina	Cross-credit; 1.5	30%	IS	No
South Dakota	Cross-credit; 1.5	33%	IS	No
Tennessee	Cross-credit; Variable multiplier	25%	IS	No
Vermont	Cross-credit; 1.5	25%	IS	No
Virginia	Cross-credit; 1.4	25%	IS	No
West Virginia	Cross-credit; 1.5	35%	IS	No
Wisconsin	Cross-credit; 1.5	25%	PO	No
Wyoming	Cross-credit; 1.0	40%	IS	No

The Cross-Credit Approach: Table 4-4 shows that there is substantial variation in the way the cross-credit approach is applied across states. Although most states use a fixed multiplier of 1.5, as does Florida, Virginia has chosen a 1.4 multiplier and Wyoming actually has an effective multiplier of 1.0, although this only applies at very high levels of shared parenting.

Two states merit special attention. Oklahoma and Tennessee both use a variable multiplier. The threshold in Oklahoma is 33%. The multiplier is 2.0 for shared parenting between 33%-36%, 1.75 between 36%-39% and 1.5 above 39%. The threshold in Tennessee is 25% and the schedule is similar in allowing a variable multiplier. However, Tennessee's approach essentially is the reverse of Oklahoma's approach. When shared parenting exceeds 92 days per year, Tennessee's multiplier increases steadily for each additional day of visitation.[80]

Figure 4-2 provides a visual comparison of Florida's fixed multiplier with the variable multipliers of Oklahoma and Tennessee using the private high income case from earlier in the report.[81] The figure shows that the effect of Florida's fixed multiplier is quite similar to the effect of the variable multipliers used in Oklahoma and Tennessee. Thus, these particular variable multipliers do not compensate for fixed costs very differently than the fixed multiplier. Also note that Tennessee raises the child support payment if the visitation goes below 19%, something rare across states.

Figure 4-3: Comparison of Fixed and Variable Multipliers for Cross-credit States, Private High Income Case



[80] Note that the Tennessee shared parenting approach is very similar to a variable adjustment credit.
[81] This case was chosen to avoid any low income adjustment that could affect the payments in each state.

The Per Diem Approach: Table 4-5 provides details on states using a *per diem* approach. Most of these states discount the child support payment by a simple percentage or amount per day of shared parenting. However, some use a combination of *per diem* and other approaches. Tennessee, for example, uses the *per diem* approach to *increase* the child support payment when shared parenting is below 19%. Minnesota provides a 12% reduction in the child support payment when shared parenting is between 10%-45%, but beyond 45% uses the cross-credit approach with a 1.5 multiplier.

Table 4-5: States using a Per Diem Formula

State	Treatment	Formula/Multiplier	Threshold	Model*	Updated since 2008**
Hawaii	Formula	Per Diem	39%	ME	No
Iowa	Formula	Per Diem	35%	IS	No
Kansas	Formula	Per Diem	35%	IS	No
Minnesota	Formula	Per Diem & Cross-credit; 1.5	10%	IS	No
Montana	Formula	Per Diem	30%	ME	No
North Dakota	Formula	Per Diem	45%	PO	No
Utah	Formula	Per Diem	30%	IS	No

Applying the *per diem* approach is straightforward. For example, North Dakota's formula determines the obligation in the following steps: [82]

1. Divide the basic support obligation by the number of children,
2. For each child, multiply the number of that child's visitation nights by .32 and subtract the resulting amount from 365,
3. Divide the amount in step 2 by 365,
4. Multiply the amount from step 1 by the amount from step 3,
5. Total the amounts for each child from step 4.

The Variable Credit Approach: Table 4-6 provides details on the variable credit adjustment. Of the five states that use this approach, four use the income shares model and Delaware uses the Melson formula. The variable credit adjustment is simple to apply.

[82] North Dakota Child Support Guidelines. Chapter 75-02-04.1-08.2.

Table 4-6: States Using a Variable Adjustment Credit Approach					
State	**Treatment**	**Formula/Multiplier**	**Threshold**	**Model***	**Updated since 2008****
Arizona	Formula	Variable Adjustment Credit	0%	IS	No
Delaware	Formula	Variable Adjustment Credit	30%	ME	No
Indiana	Formula	Variable Adjustment Credit	27%	IS	Yes
Missouri	Formula	Variable Adjustment Credit	10%	IS	No
Pennsylvania	Formula	Variable Adjustment Credit	30%	IS	Yes

Arizona provides an example of a variable credit adjustment that increases over the full range of visitation.[83] Table 4-7 shows the increasing discount given in Arizona to the child support payment as the level of shared parenting increases. The credit begins at 1.2 percent of the basic support obligation for 4-20 parenting time days and extends up to 48.6 percent for 173-182 parenting time days. A parenting time day is defined as 12 consecutive hours or an overnight. Once the adjustment percentage has been established from Table 4-7, then this percentage is multiplied by the basic child support obligation, and the result is subtracted from the obligor parent's obligation.

Table 4-7: Arizona's Variable Adjustment Percentage			
Number of Parenting Days	**Adjustment Percentage**	**Number of Parenting Days**	**Adjustment Percentage**
1-3	0	88-115	16.2
4-20	1.2	116-129	19.5
21-38	3.1	130-142	25.3
39-57	5.0	143-152	30.7
58-72	8.5	153-162	36.2
73-87	10.5	173-182	48.6

Arizona's approach minimizes cliff effects by providing a credit that increases gradually by small amounts in thirteen steps. By providing a simple credit for shared parenting, Arizona can reduce the child support payments by small amounts at low levels of visitation and increase the credit at high levels of visitation when there are more fixed costs to shared parenting.

[83] Visitation less than 1% (0-3 days) does not qualify for a credit. However, any visitation in excess of 3 days qualifies for a credit.

The Polynomial Approach: The polynomial approach involves either quadratic or cubic formulas to calculate the shared parenting percentage. As Table 4-8 shows, this approach is used only in California and Michigan.

Table 4-8: States with Polynomial Adjustment

State	Treatment	Formula/Multiplier	Threshold	Model*	Updated since 2008**
California	Formula	Polynomial	0%	IS	No
Michigan	Formula	Polynomial	0%	IS	Yes

California computes the basic child support obligation using the formula:

$$CS = K\ [I_{High} - (H*I_{Combined})],$$

where the terms in the formula are:

- CS = child support amount
- K = proportion of both parents' income to be allocated for child support
- I_{High} = high earner's net monthly disposable income
- H = approximate percentage of time that the high earner has or will have primary physical responsibility for the children compared to the other parent.
- $I_{Combined}$ = total net monthly disposable income of both parties.

If shared parenting is less than 50%, then the K variable is defined as:

$$K = (1+H)*Z$$

where Z is determined by total net disposable income per month as shown below:

Total Net Disposable Income Per Month	Z
\$0-800	$0.20 + I_{Combined}$ /16,000
\$801-6,666	0.25
\$6,667-10,000	$0.10 + 1{,}000/ I_{Combined}$
Over \$10,000	$0.12 + 800/ I_{Combined}$

For example, when total net disposable income is \$3,000, the formula becomes:

$$CS = (1+H)*0.25* [I_{High} - (H* I_{Combined})]$$

Because H, the shared parenting percentage, is squared in the above formula, this approach has been referred to as "Quadratic".[84] California's approach is built into the child support schedule and provides a smooth, continuous adjustment with no cliff effects.

Michigan uses a cubic formula to determine the shared parenting adjustment:

$$\frac{(A_o)^3 \cdot (B_s) - (B_o)^3 \cdot (A_s)}{(A_o)^3 + (B_o)^3}$$

A_o = Approximate annual number of overnights the children will likely spend with parent A
B_o = Approximate annual number of overnights the children will likely spend with parent B
A_s = Parent A's base support obligation
B_s = Parent B's base support obligation
Note: A negative result means that parent A pays and a positive result means parent B pays.

Michigan's approach also provides a smooth, continuous adjustment. However, because of the cubic formula, the adjustment is very small at low levels of shared parenting but increases more rapidly than California's adjustment as the shared parenting increases.

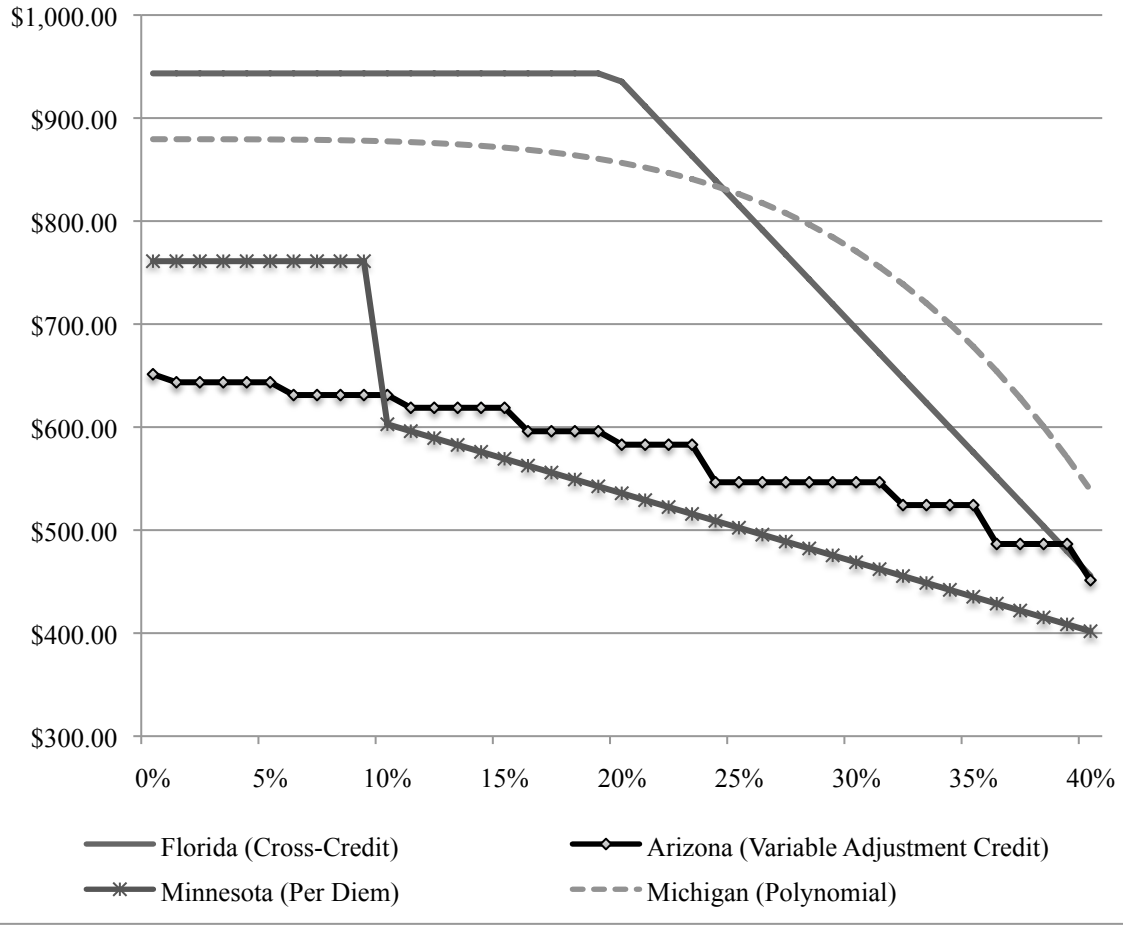
Comparing the Four Approaches For a Sample Case: Figure 4-4 compares the four different methods by applying each one to the private high income case but with only one child.[85] Florida's cross-credit approach results in the steepest slope of the four states illustrated in the figure. In fact, once the 20% shared parenting visitation threshold has been reached, the fixed multiplier, results in a sharp decrease in the payments even at fairly modest visitation levels.

Minnesota's *per diem* approach results in a more modest slope, but has a high cliff effect when the threshold of 10% is reached. The variable adjustment credit in Arizona has several small cliff effects and the lowest average slope of the four methods. The variable adjustment credit is a simple framework that allows the amount of discount to be fairly precisely tailored by raising or lowering the credit depending on the extent of the shared parenting costs. In Arizona, for example, the credit is smaller for lower levels of visitation and becomes larger at higher shared parenting levels.

Michigan's polynomial approach has a very modest smooth decline at low levels of shared parenting. At high levels of shared parenting, the adjustment of the obligor's child support payment increases rapidly, reflecting the assumption that more fixed costs exist for the obligor parent when the child spends large amounts of time with that parent.

[84] When more than one child is involved, the child support amount is increased by a multiplicative factor that ranges from 1.6 for two children to 2.86 for ten children. California Child Support Guidelines, California Family Code 4055.
[85] The reason for using this case is to have high enough income to avoid reaching the low income treatment in the respective states and thereby focus only on the shared parenting provision.

Figure 4-4: Comparison of Different Approaches to Computing Child Support Credit for Shared Parenting



Recommendations

An appropriate credit for shared parenting recognizes the duplicate expenses of maintaining two separate living accommodations and the cost shifting that occurs when the child spends time with the obligor parent. A credit for these expenses should encourage greater use of shared-parenting arrangements. At the very least, it reduces the likelihood that the additional financial burden will deter parents from adopting such arrangements.

A fixed multiplier of 1.5 is tantamount to assuming that duplicated expenses are lumpy and not dependent on the amount of parenting time. In fact, the 1.5 multiplier is not based on any established economic research. A more reasonable assumption is that the amount of duplicated expenses depends on the extent of shared parenting. Duplicated expenses are likely to reach a maximum when both parents have the child for the same percentage of time and decrease as the amount of time becomes less equal.

For example, a child who spends two nights per week (28%) with the obligor parent may satisfactorily use a spare bedroom, but even that child will need separate toys, games, books, and

perhaps even a separate computer and some additional clothes. But a child who spends two nights per week and an additional eight weeks during the year (39%) may be provided his or her own bedroom in addition to the other items. This relationship is captured by a variable duplicate expense multiplier that increases as shared parenting time becomes more equal and decreases as shared parenting time becomes less equal.

Above the threshold, the cross-credit approach with a fixed multiplier yields a sharp decline in the obligor's child support payment even at low levels of shared parenting. This results from the implicit assumption that the fixed costs enter evenly at all levels of shared parenting. The pattern described above, where low levels of shared parenting involve mostly variable costs with fixed costs becoming more important at high levels, is better reflected in Michigan's cubic formula that allows for very small discounts to the child support payment at low levels, but much higher discounts at high levels of shared parenting.

A cross-credit approach with variable multiplier can create a non-linear discount to the child support payment that more accurately reflects the cost pattern described above. However, more information about the way variable and fixed costs vary by shared parenting time is needed before a variable multiplier that reflects the true shared parenting costs can be designed. Empirical evidence on the actual amount of shared parenting costs does not currently exist. New Jersey has developed quite detailed categories of costs in shared parenting cases and assigned percentages to each category, some of which are included in its shared parenting adjustment and some not. However, the categorizations and the percentages are essentially arbitrary, and in some instances they are determined strictly on an *ad hoc* basis in the political process.[86]

- *Recommendation:* Study the variable and fixed costs incurred by parents as a result of shared parenting to determine the design of a variable multiplier that best reflects these costs. Adopt this variable multiplier with a 0% threshold to replace Florida's current fixed multiplier with 20% threshold.

[86] See David M. Betson, *Shared Parenting, Visitation and Child Support*, Work Product of Indiana Judicial Council Review of Support Guidelines (2003), pages 8-9 and page 22.

Appendix 4-1
Current Florida Shared Parenting Worksheet

CHILD SUPPORT GUIDELINES WORKSHEET			
	A. FATHER	B. MOTHER	TOTAL
1. Present Net Monthly Income Enter the amount from line number 27, Section I of Florida Family Law Rules of Procedure Form 12.902(b) or (c), Financial Affidavit.			
2. Basic Monthly Obligation There is (are) {number} ____ minor child(ren) common to the parties. Using the total amount from line 1, enter the appropriate amount from the child support guidelines chart.			
3. Percent of Financial Responsibility Divide the amount on line 1A by the total amount on line 1 to get Father's percentage financial responsibility. Enter answer on line 3A. Divide the amount on line 1B by the total amount on line 1 to get Mother's percentage financial responsibility. Enter answer on line 3B.	%	%	
4. Share of Basic Monthly Obligation Multiply the number on line 2 by the percentage on line 3A to get Father's share of basic obligation. Enter answer on line 4A. Multiply the number on line 2 by the percentage on line 3B to get Mother's share of basic obligation. Enter answer on line 4B.			

CHILD SUPPORT GUIDELINES WORKSHEET			
	A. FATHER	B. MOTHER	TOTAL
10. Basic Monthly Obligation x 150% [Multiply line 2 by 1.5]			
11. Increased Basic Obligation for each parent Multiply the number on line 10 by the percentage on line 3A to determine the Father's share. Enter answer on line 11A. Multiply the number on line 10 by the percentage on line 3B to determine the Mother's share. Enter answer on line 11B.			
12. Percentage of overnight stays with each parent The child(ren) spend(s) _____ overnight stays with the father each year. Using the number on the above line, multiply it by 100 and divide by 365. Enter this number on line 12A. The child(ren) spend(s) _____ overnight stays with the mother each year. Using the number on the above line, multiply it by 100 and divide by 365. Enter this number on line 12B.	%	%	
13. Parent's support multiplied by other Parent's percentage of overnights [Multiply line 11A by line 12B. Enter this number in 13A. Multiply line 11B by line 12A. Enter this number in 13B.]			

Appendix 4-2
Summary of Shared Parenting Adjustments Across the States

State	Treatment	Formula/ Multiplier	Threshold	Model*	Updated since 2008**	Notes
Alabama	Deviation	NA	NA	IS	No	None
Alaska	Formula	Cross-credit; 1.5	30%	PO	Yes	Adjustment when obligor parent has extended visitation of over 27 consecutive days
Arizona	Formula	Variable Adjustment Credit	0%	IS	No	None
Arkansas	Deviation	NA	NA	PO	No	Court may order reduction for extended visitation over 14 consecutive days.
California	Formula	Polynomial	0%	IS	No	Basic obligation includes adjustment for visitation.
Colorado	Formula	Cross-credit; 1.5	25%	IS	No	None
Connecti-cut	Deviation	NA	NA	IS	No	None
Delaware	Formula	Variable Adjustment Credit	30%	ME	No	Adjustment amounts change incrementally from 10% to 50%
District of Columbia	Formula	Cross-credit; 1.5	40%	IS	No	None
Florida	Formula	Cross-credit; 1.5	20%	IS	Yes	None
Georgia	Deviation	NA	NA	IS	No	None
Hawaii	Formula	Per Diem	39%	ME	No	None

State	Treatment	Formula/ Multiplier	Threshold	Model*	Updated since 2008**	Notes
Idaho	Formula	Cross-credit; 1.5	25%	IS	No	The Court may reduce the amount of support for visitation of fourteen consecutive days or more.
Illinois	Deviation	NA	NA	PO	No	None
Indiana	Formula	Variable Adjust-ment Credit	27%	IS	Yes	None
Iowa	Formula	Per Diem	35%	IS	No	The credit increases at certain thresholds of overnights.
Kansas	Formula	Per Diem	35%	IS	No	Reduction for extended visitation for 14 or more consecutive days
Kentucky	Deviation	NA	NA	IS	No	None
Louisiana	Formula	Cross-credit; 1.5	20%	IS	No	The formula is used when custody is classified as "Shared Custody."
Maine	Formula	Cross-credit; 1.5	Not specified	IS	No	Applied when parties "do not have equal annual gross incomes but provide substantially equal care"
Maryland	Formula	Cross-credit; 1.5	35%	IS	No	None
Massachu -setts	Deviation	NA	NA	IS	No	None
Michigan	Formula	Polyno-mial	0%	IS	Yes	None

State	Treatment	Formula/ Multiplier	Threshold	Model*	Updated since 2008**	Notes
Minnesota	Formula	Per Diem & Cross-credit; 1.5	10%	IS	No	There is a 12% reduction for parenting time from 10-45%.
Missis-sippi	Deviation	NA	NA	PO	No	None
Missouri	Formula	Variable Adjust-ment Credit	10%	IS	No	None
Montana	Formula	Per Diem	30%	ME	No	None
Nebraska	Formula	Cross-credit; 1.5	30%	IS	No	If not joint physical custody then reduction for visitation above 28 days in 90-day period.
Nevada	Deviation	NA	NA	PO	No	None
New Hamp-shire	Deviation	NA	NA	PO	No	None
New Jersey	Deviation	Per diem & Variable Adjust-ment Credit	0%	IS	No	The use is up to the discretion of the court. Per Diem 0-28%; Variable Adjustment Approach above 28%
New Mexico	Formula	Cross-credit; 1.5	35%	IS	No	None
New York	Deviation	NA	NA	PO	No	None
North Carolina	Formula	Cross-credit; 1.5	34%	IS	No	None
North Dakota	Formula	Per Diem	45%	PO	No	Formula also applies for any 60 consecutive days of visitation.
Ohio	Deviation	NA	NA	IS	No	None
Oklahoma	Formula	Cross-credit; Variable multiplier	33%	IS	Yes	The multipliers respectively are 2: 121-131 days; 1.75: 132-143; 1.5: 144+.

State	Treatment	Formula/ Multiplier	Threshold	Model*	Updated since 2008**	Notes
Oregon	Formula	Cross-credit; 1.5	25%	IS	Yes	None
Pennsylvania	Formula	Variable Adjust-ment Credit	30%	IS	Yes	None
Rhode Island	Deviation	NA	NA	IS	No	None
South Carolina	Formula	Cross-credit; 1.5	30%	IS	No	Formula is advisory only
South Dakota	Formula	Cross-credit; 1.5	33%	IS	No	Court option to apply the formula
Tennessee	Formula	Cross-credit; Variable multiplier	25%	IS	No	The multiplier increases with the days above 92. The obligation is increased with less than 19% visitation.
Texas	Deviation	NA	NA	PO	No	None
Utah	Formula	Per Diem	30%	IS	No	Up to 50% reduction for visitation at least 25 of any consecutive 30 days
Vermont	Formula	Cross-credit; 1.5	25%	IS	No	Separate formula for visitation between 25-30%
Virginia	Formula	Cross-credit; 1.4	25%	IS	No	None
Washing-ton	Deviation	NA	NA	IS	No	None
West Virginia	Formula	Cross-credit; 1.5	35%	IS	No	None
Wisconsin	Formula	Cross-credit; 1.5	25%	PO	No	None

Wyoming	Formula	Cross-credit; 1.0	40%	IS	No	Reduction by 50% per day for visitations for 15 consecutive days or more.

*The type of child support calculations used are grouped into IS - Income Shares model; PO - Percent Obligor; and ME - Melson formula

**National Conference of State Legislatures database dated 10/31/2008 using data from Policy Studies Inc., Sept 1999; and child support guidelines online.

Chapter 5
The Treatment of Low Income Parents in Child Support Guidelines Across the States

Policymakers are concerned with the treatment of low income parents in computing child support payments. Most income shares states modify their schedule of obligations in an effort to ensure that the payment of child support does not push the obligor parent into poverty. This is typically done by including a "self-support reserve" in the schedule and by phasing in the calculated child support obligations over a range of incomes above the self-support reserve. In this chapter we provide an updated overview of the treatment of low income obligors in different states. The methods used vary widely.

Furthermore, we repeat the conclusion from our 2008 analysis that Florida's low income adjustment is ineffective. Only a very small fraction of low income parents receive any benefits from the current provisions because certain features of the current guidelines unintentionally limit their applicability. Furthermore, the failure of these provisions to prevent child support payments from pushing obligor parents into poverty may exacerbate the already low compliance rates among these parents. Analysis also shows that Florida's child support schedule is regressive and provides a significant disincentive for low income parents to earn additional income.

Among the features of Florida's child support guidelines that contribute to the ineffectiveness of the self-support reserve and the phase-in are

- comparing the parents' combined income to the federal single-person poverty guideline
- failing to index the self-support reserve or adjust it to changes in the poverty guideline
- applying the self-support reserve and phase-in to the basic child support obligation only

Each of these issues is discussed in more detail below with a description of alternatives to the current treatment and recommendations for changes in Florida's guidelines to mitigate these problems.

Current Treatment of Low income Parents in Florida

To ensure that low income obligors retain sufficient income after payment of child support to maintain a minimum standard of living, Florida's guidelines incorporate a self-support reserve based on the 1992 single-person poverty guideline.[87] If the combined income of the parents is less than $650, the schedule of child support obligations does not apply. Instead, "the [obligor] parent should be ordered to pay a child support amount, determined on a case-by-case basis, to establish the principle of payment and lay the basis for increased orders should the parent's income increase in the future."[88]

[87] The 1992 federal single-person poverty guideline was $567.50.

[88] Many income shares states specify a $50 minimum order. In Florida, no minimum amount is specified. However, the model schedule designed by Robert Williams that became the basis for Florida's current schedule was constructed in a manner that suggests that a $50 minimum order was contemplated. Adding $50 to the 1992 poverty guideline yields $617.50. The nearest $50 multiple above that is $650 and hence this is where Florida's current schedule of basic child support obligations begins.

If the combined income of the parents is at least $650, the child support obligation calculated using the income shares methodology is phased in. Over the phase-in range, the basic child support obligation for one child equals 90 percent of the difference between the parents' combined monthly net income and the 1992 federal single-person poverty guideline. The percentage increases with the number of children, reaching 95 percent for six children. The upper limit of the phase-in range is $800 for one child, $950 for two children, and extends to $1500 for six children.

To illustrate, suppose a low income obligor parent's income increases by $100. Instead of the parent's child support obligation increasing by 100 percent (the full $100), the obligation for one child increases by 90 percent, or $90. Use of 90 percent instead of 100 percent is intended to encourage low income parents to earn additional income.

Combined Income Is Compared to the Single-Person Poverty Guideline: The use of *combined income* to determine the basic child support obligation is inconsistent with a self-support reserve and phase-in based on the *single-person* poverty guideline. The self-support reserve and phase-in are often rendered inoperable when combined income is used even though in fact the obligor parent's income is near, at, or below the poverty guideline. Use of combined income with the single-person poverty guideline creates two problems.

The first problem is that the combined income will, in the vast majority of cases, be above the single-person poverty guideline even when one or both parent's individual income is below the guideline. As a result, the low income provisions benefit only a very few cases. Second, even in the phase-in range, if the obligee parent's income increases, so too does the combined income. When the combined income increases, the obligor parent's child support payment increases, pushing the obligor parent closer to or into poverty.

Self-Support Reserve Has Not Been Updated Since 1992: The single-person poverty guideline in 1992, when Florida's current child support schedule was adopted, was $567.50 per month. In 2011, the guideline is $907.50.[89] Failure to update the child support schedule or to index the schedule to reflect increases in the poverty guideline is yet another reason that the self-support reserve and phase-in are ineffective. As a result, Florida's self-support reserve and most of the phase-in range are now *below* the current poverty guideline. Instead of preventing child support from pushing parents into poverty, the self-support reserve and the phase-in apply only to parents who are already in poverty.

Even if the self-support reserve and phase-in range were updated to match the increased poverty guideline, however, it would still apply to very few cases as long as the single-person poverty guideline is compared to combined incomes. Furthermore, because of increases in the minimum wage since 1993, in cases where income is imputed to both parents at minimum wage for full-time, year-round work, the combined income of the parents will almost always exceed the self-support reserve and phase-in.[90]

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[89] The federal single-person poverty guideline is $10,890 annually, which converts to $907.50. Note that the poverty guideline is gross income whereas Florida's child support schedule is based on net income. At very low incomes, however, there is typically little difference between gross and net income. *Federal Register*, Vol. 76, No. 13, January 20, 2011, as available on http://aspe.hhs.gov/poverty/11fedreg.shtml.

[90] In 2011, Florida's minimum wage is $7.31 per hour. Multiplied by 40 hours per week and assuming 4.33 weeks in a month, monthly gross income imputed to the obligor parent is $1,266.09.

Self-Support Reserve Applies to the Basic Obligation Only: The self-support reserve and phase-in range apply only to the basic support obligation, not the total obligation. Therefore, after childcare and health insurance are added, the total child support payment might still be large enough to push the obligor parent into poverty despite the self-support reserve.

Suppose the obligor parent has monthly net income of $650 and the obligee parent has no income. The self-support reserve in the current schedule limits the basic child support obligation for one child to $74 so that the obligor parent would have retained enough income in 1992, $576, to remain above the poverty guideline. The total child support payment, however, includes both the $74 basic obligation and the obligor parent's share of childcare and health insurance expenses. Even if these expenses were only $10, the obligor parent's retained income would have been below the 1992 poverty guideline.

Treatment of Low income Parents in Other States' Guidelines

Most states have some form of adjustment for low income parents. However, not all states specify how the child support obligation for low income parents is to be adjusted. Instead, some states leave the adjustment to the discretion of the courts. We focus here on the states that have specific provisions. Table 5-1 shows the states where we found specific provisions in the guidelines. More than 50% of the states have a specific provision. In the remaining states, low income is either grounds for deviation from the guidelines schedule by the court or the adjustment is built into the guidelines schedule.[91]

Table 5-1: States with Specific Low income Provisions	
Alabama	New Jersey
Arizona	New York
Colorado	North Carolina
Connecticut	Oregon
Delaware	Pennsylvania
Florida	Rhode Island
Hawaii	South Carolina
Idaho	Utah
Indiana	Vermont
Louisiana	West Virginia
Maine	Wisconsin
Michigan	Wyoming
Montana	Washington
Nebraska	

Use of Combined Income versus Obligor Income Only: Figure 5-1 shows that 81% of the states in our sample apply the self-support reserve to the obligor's income only rather than to the combined income of both parents.

[91] Due to the difficulty in actually observing the self-support reserve when it is built into the table, states with combined income treatment of the self-support reserve may be undersampled. For example, the Florida guidelines do not have a specific provision for low income parents, but the self-support reserve and phase-in are incorporated directly into the schedule. Appendix 5-1 provides more detail for all states.

Figure 5-1: Percentage of Sample States Using Obligor Income Only for Low-Income Adjustment

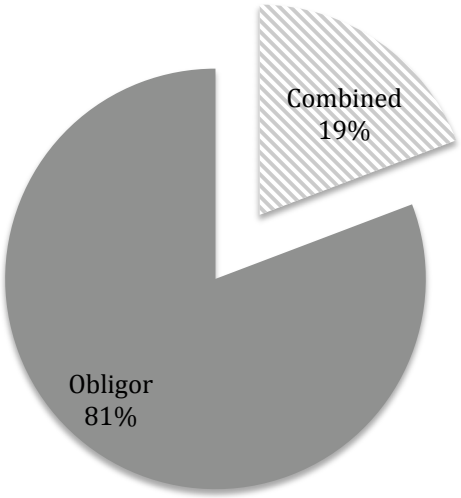


Figure 5-2 shows the same information for only those states using the income shares model, where the child support obligation is in theory supposed to be based on combined income. Florida is among the 23% of income shares that continue to use combined income even for poverty level or near-poverty obligor parents.

Figure 5-2: Percentage of Sample States Using Obligor Income Only for Low-Income Adjustment (Income Shares States Only)

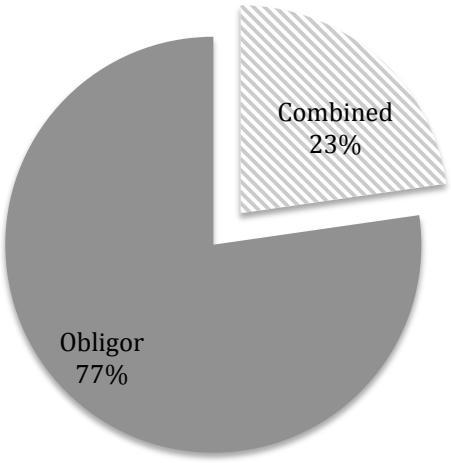


Table 5-2 provides state-by-state details for the income shares states with provision for a low income adjustment. There are three ways to apply a low income adjustment in states using the income shares model. The most straightforward way is to build the low income adjustment directly into the child support schedule, reducing the obligation below a specific income threshold. Florida, for example, has a built in self-support reserve of $650 with a phase-in ranging $150 above this threshold for one child. The phase-in for more than one child extends to higher incomes. But these amounts apply to the combined income. Only a minority of the states in our sample still apply the low income provision to combined income.

Table 5-2: Application of Self-Support Reserve for Income Shares States

State	Self-Support Reserve Applied to:
Alabama	Combined
Arizona	Obligor
Colorado	Obligor
Connecticut	Obligor
Florida	Combined
Idaho	Obligor
Indiana	Obligor
Louisiana	Combined
Maine	Obligor
Michigan	Obligor
Nebraska	Obligor
New Jersey	Obligor
North Carolina	Obligor
Oregon	Obligor
Pennsylvania	Obligor
Rhode Island	Obligor
South Carolina	Obligor
Utah	Obligor
Vermont	Obligor
West Virginia	Combined
Wyoming	Combined
Washington	Obligor

As Figure 5-2 shows, most income shares states apply the self-support reserve to obligor income only. This can be done in two different ways. The first approach continues to use combined incomes throughout the schedule, but adds a self-support reserve calculation in the worksheet at the end of the computation of the child support obligation. States that have adopted this approach include Arizona, New Jersey, Colorado, Vermont and Washington.

Table 5-3 provides the details of the calculation in Colorado's worksheet. After the basic obligation is computed, an additional worksheet checks the income of the obligor against some

measure of poverty income. Note also that this approach facilitates application of the self-support reserve to the total child support payment, not just the basic obligation.[92]

Table 5-3: Colorado's Low Income Adjustment Worksheet

Low-Income Adjustment Worksheet

If the parents' combined monthly adjusted gross income is more than $850.00 and the monthly adjusted gross income of the parent with fewer overnights per year is less than $1850.00, use this calculation worksheet to determine the adjustment allowed for that parent.

Low-income Adjustment Calculation

Adjusted monthly gross income of parent with fewer overnights (paying parent) from line 2

$ _____ minus $900.00 = $ _____ times 40% (.40) = $ _____

Plus one of the following, according to number of children

1 child = $75.00 2 children = $150.00 3 children = $225.00

4 children = $275.00 5 children = $325.00 6 or more children = $350.00 + $ _____

Low-income adjustment amount (#5 on worksheet) $ _____

If this amount is less than the amount on line 4b (on page 1) for the parent with fewer overnights per year, this parent qualifies for the Low-income Adjustment. **Enter this amount on line 5 in that parent's column on page 1. If this number is a negative or zero, enter zero.**

The second approach is to designate a range of incomes in the schedule where only the obligor's income is used to determine the child support obligation. This approach is used, for example, in Maine, North Carolina, South Carolina and South Dakota. Table 5-4 shows the beginning of the child support schedule for South Dakota. The values in bold are applied to the obligor's income whereas the rest of the table applies to the combined income.

Table 5-4: Child Support Schedule from South Dakota

Monthly Net Income	One Child	Two Children	Three Children
0-1100	**216**	**279**	**312**
1,150	**256**	**319**	**352**
1,200	**296**	**359**	**392**
1,250	319	**399**	**432**
1,300	332	**439**	**472**
1,350	344	**479**	**512**
1,400	357	**519**	**552**
1,450	369	539	**592**
1,500	381	557	**632**

Comparing the Treatment of a Sample Family across States: It is sometimes difficult to determine the exact treatment of low income parents or to determine the low income threshold in a state's guidelines. Perhaps the best way to compare states is to examine the outcome of a

[92] Appendix 5-2 presents a modified worksheet for Florida that incorporates a low income adjustment applied to obligor income only, not to the combined income, and to the total obligation, not just the basic obligation.

specific low income case. We consider two parents each with income equal to Florida's minimum wage for full-time, year-round employment and with two children.[93]

Figure 5-3 summarizes the results. In 69% of the states, including Florida, the obligor parent's share of the basic child support obligation pushed the obligor parent below the federal single-person poverty guideline. In no case was the obligor parent pushed below the poverty guideline for a family of three, however. Furthermore, as Figure 5-4 shows, in more than ten states, again including Florida, the obligor parent's share of the basic support obligation pushes the parent below 90% of the federal poverty guideline, whereas in most states the obligee parent is above 130% of the guideline.

Figure 5-3: Net Income of Non-Custodial Parents After Payment of Child Support

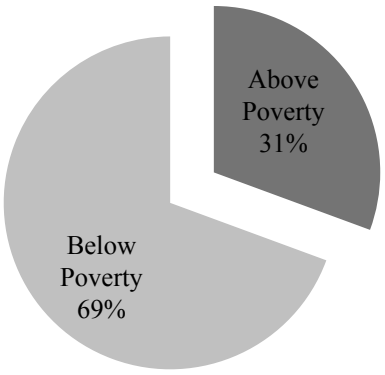
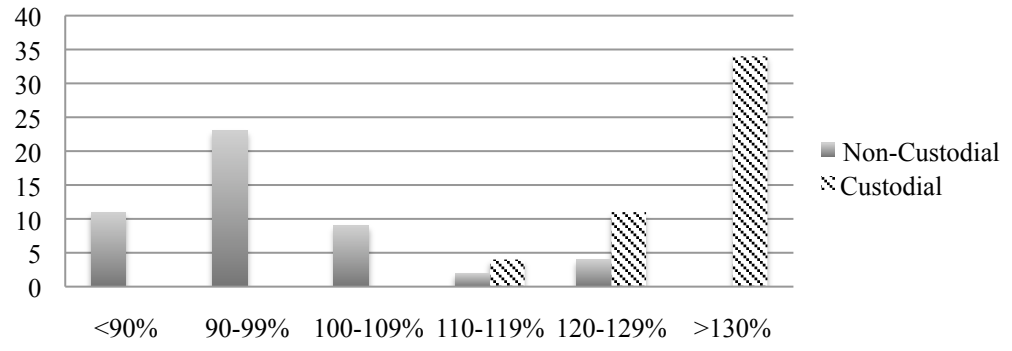


Figure 5-4 Parent Income as a Percentage of the Poverty Guideline



[93] Each parent's gross income is $1,266. Net income is computed using the NBER's TAXSIM database for 2011. The basic child support obligation is calculated using the individual state's instructions or the www.Alllaw.com calculator. For simplicity, we ignore state taxes.

As Figure 5-5 shows, some states (for example, Idaho, New York, the District of Columbia, North Carolina, and Pennsylvania) leave more than $13,000 of net income for the obligor parent after payment of the basic obligation while leaving over $21,000 for the obligee parent.[94] Other states (Wyoming, Nebraska, Michigan, Florida, and Arkansas) leave only slightly more than $9,000 for the obligor parent. This example also shows that a low income adjustment that prevents the obligor parent from being pushed into poverty does not necessarily mean that the obligee parent will be in poverty.

Total Child Support Payment Versus Basic Obligation: In some states, (Arizona, New Jersey, and Vermont, for example), the self-support reserve is applied to the total child support payment after the addition of childcare and extraordinary medical expenses. New Jersey's worksheet is similar to Florida's, but New Jersey applies its self-support reserve in the child support worksheet rather than in the schedule of basic support obligations. The New Jersey instructions state:

> The self-support reserve is 105% of the U.S. poverty guideline for one person. It attempts to ensure that the obligor has sufficient income to maintain a basic subsistence level and the incentive to work so that child support can be paid. A child support award is adjusted to reflect the self-support reserve only if its payment would reduce the obligor's net income below the reserve *and* the obligee parent's (or the Parent of the Primary Residence's) net income is greater than 105% of the poverty guideline.[95]

New Jersey's worksheet includes an additional final step, not included in Florida's worksheet, in which both the obligor and obligee parents' incomes are compared to 105 percent of the federal single-person poverty guideline. If the obligor parent's income is less than 105 percent of the poverty guideline and the obligee parent's income is greater than 105 percent, the difference between the obligor parent's income and 105 percent of the poverty guideline becomes the child support order amount.

Table 5-3 illustrates the additional step. "Net income" is income after the entire child support payment. The first line compares the obligor parent's income remaining after the basic support obligation, childcare, and medical expenses have been deducted. The obligee parent's income is also compared to the poverty guideline to ensure that the obligee parent remains above the poverty.

Updating the Self-Support Reserve: Many states automatically update their self-support reserves in response to changes in the federal poverty guideline. For example, Michigan currently updates its child support schedule annually to take into account increases in both the federal poverty guideline and the Consumer Price Index. Montana and Nevada also update their guidelines annually, while Minnesota updates biannually.[96] Other states update the self-support reserve periodically when their entire schedules are updated.

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[94] The obligee parent's net income includes the minimum wage earnings, the earned income tax credit, and the child support transfer from the obligor parent.

[95] Appendix IX-A, New Jersey guidelines, 2011

[96] Jane C. Venohr and Tracy E. Griffith, *Report on the Michigan Child Support Formula*, Denver, CO: Policy Studies Incorporated, April 12, 2002.

Figure 5-5: Remaining Income after Basic Child Support

Table 5-3: Low income Adjustment from New Jersey's Worksheet

CHILD SUPPORT GUIDELINES – SOLE PARENTING WORKSHEET – Page 2			
All amounts must be weekly	**CUSTODIAL**	**NON-CUSTODIAL**	**COMBINED**
24. Self-Support Reserve Test (L5 – L20 or L23 for NCP; L5 – L14 for CP). If NCP result is greater than 105% of the poverty guideline for one person (*pg*) or CP net income (L5) minus CP share of the child support obligation (L14) is less than the *pg*, enter L20 or L23 amount on L26. If NCP L24 income is less than the *pg* and CP income is greater than the *pg*, go to L25.			
	$	$	
25. Obligor Parent's Maximum Child Support Obligation (L5 NCP income – 105% of poverty guideline for one person). Enter result here and on Line 26.		$	
26. Child Support Order		$	

Recommendations

Reviewing the guidelines across the U.S., it is obvious that many states are struggling, frequently unsuccessfully, with providing for a fair child support payment while preventing low income parents from being pushed into poverty. For example, in the most recent review of its guidelines, California suggests an increase in the self-support reserve of $1,000 applied to the obligor because an obligation that is too high can lead to an inability of the obligor to meet his or her own needs, a reduction in work incentives, and an increased probability of nonpayment and accumulation of arrearages.[97]

Florida is among the states with problems in the treatment of low income parents. Some of these problems result from failure to update the schedule of child support obligations and some are endemic to the income shares model of child support. However, steps can be taken to mitigate the problems with Florida's current low income provisions.

Over time, provisions designed to prevent child support from pushing parents into poverty lose their applicability and effectiveness if the schedule is not regularly updated. Regular updating does not change any of the underlying assumptions of Florida's child support guidelines, nor it does it change child support amounts except at the very low incomes. It is a technical adjustment only, designed to index the schedule to the federal poverty guideline and to adjust for the effects of inflation.

- *Recommendation:* Adopt procedures for annual or biannual updating of the schedule of basic child support obligations to reflect changes in the federal single-person poverty guideline.

By itself, updating the self-support reserve and the phase-in does not eliminate the problem of obligor parents pushed into poverty by a child support payment. For example, when

[97] *Review of Statewide Uniform Child Support Guideline 2010*, A Report to the California Legislature, November 2010.

income is imputed to both parents at minimum wage for full-time, year-round work, the combined gross income is $2,532.[98] Even after deducting for taxes, the corresponding combined net income likely still exceeds the federal single-person poverty guideline. In fact, it is also likely to be significantly higher than the maximum income of the phase-in range. Therefore, even if the low income provisions in the child support schedule are indexed, the obligor parent's child support payment may still be large enough to push the parent into poverty.

- *Recommendation:* Apply the self-support reserve and the phase-in range to the obligor parent's income alone.

Applying the low income provisions to the obligor parent's income alone eliminates the inconsistency in using combined income with the single-person poverty guideline. It also avoids a situation in which the income of the obligee parent increases the obligor parent's child support payment and pushes the obligor parent into poverty even though the obligor parents own income is unchanged.

If the objective is to prevent child support from pushing parents into poverty, however, it is the total support payment that matters, not just the basic obligation. Even if the child support schedule is designed so that no obligor parent is ever pushed into poverty by a basic child support obligation, the addition of actual childcare and medical expenses to the basic obligation may result in poverty for the obligor. Adding childcare and medical expenses to the basic obligation after application of the self-support reserve and phase-in pushes an additional 2-3 percent of obligor parents into poverty. This can be avoided by applying the low income adjustment to the total child support payment, not just to the basic obligation.

- *Recommendation:* Apply the self-support reserve to the total child support payment rather than to the basic support obligation only.

If this recommendation is adopted, it is no longer necessary to include a phase-in range in the schedule of basic obligations. The child support schedule begins at the single-person poverty guideline income without any phase-in. The low income adjustment is then included in the child support worksheet, as shown in Appendix 5-2.

[98] Computed using Florida's minimum wage is $7.31 for 40 hours per week for an average of 4.33 weeks per month.

Appendix 5-1
Summary of Treatment of Low income Parents Across the States

State	Treatment	Model	Poverty Threshold	Threshold Stipulation	Notes
Alabama	Yes	IS	Combined	None	The court may use its discretion in determining child support where the combined adjusted gross income is below the lowermost levels of $800 per month.
Alaska	No	PO	NA	In cases where the obligor parent's income is below poverty level as set forth in the Federal Register, $13,600 in 2011, the court may deviate, but may not order support less than $50 per month.	In cases where the obligor parent's income is below poverty level as set forth in the Federal Register, $13,600 in 2011, the court may deviate, but may not order support less than $50 per month.
Arizona	Yes	IS	Obligor	Shall examine the case of the non-paying parent also.	Shall examine the case of the non-paying parent also.
Arkansas	No	PO	NA	No provision for low income (below $100 per week).	No provision for low income (below $100 per week).
California	No	IS	NA	In cases where the net disposable income of the obligor is less than $1,000 per month, the court shall rule on whether a low income adjustment shall be made.	In cases where the net disposable income of the obligor is less than $1,000 per month, the court shall rule on whether a low income adjustment shall be made.

State	Treatment	Model	Poverty Threshold	Threshold Stipulation	Notes
Colorado	Yes	IS	Obligor	If the parent with the lesser number of overnights per year earns $850.00 or more, but less than $1,850.00 per month, he or she is eligible for a low income adjustment. The parent pays a basic minimum amount, depending on the number of children, and pays an additional 40% of every dollar between $900.00 and $1,850.00 of monthly income.	When either the obligor's monthly adjusted gross income, or the parents' combined monthly adjusted gross income, is less than $850.00, the Guideline provides for a minimum order of $50.00. If the parent with the lesser number of overnights per year earns $850.00 or more, but less than $1,850.00 per month, he or she is eligible for a low income adjustment. The parent pays a basic minimum amount, depending on the number of children, and pays an additional 40% of every dollar between $900.00 and $1,850.00 of monthly income.
Connecti-cut	Yes	IS	Obligor	Only the non-obligee parent's income is considered (at or below $250 per week for one child increasing to $420 per week for six children.) Minimum payments are calculated as a percentage of available income.	Income below the basic guideline schedule is a deviation factor where only the non-obligee parent's income is considered (at or below $250 per week for one child increasing to $420 per week for six children.) Minimum payments are calculated as a percentage of available income.

State	Treatment	Model	Poverty Threshold	Threshold Stipulation	Notes
Delaware	Yes	ME	Obligor	No person shall be assessed a support obligation of less than 25% of the primary support allowance (rounded to the nearest multiple of ten).	No person shall be assessed a support obligation of less than 25% of the primary support allowance (rounded to the nearest multiple of ten).
District of Columbia	No	IS	NA	A obligor parent with gross income below $625 shall be treated on an individual basis and, in nearly all cases, shall be ordered to pay at least a nominal sum of $50 per month. With gross income between $626 and $1250 per month, the child support is based on a percentage set lower than other income earners.	A obligor parent with gross income below $625 shall be treated on an individual basis and, in nearly all cases, shall be ordered to pay at least a nominal sum of $50 per month. With gross income between $626 and $1250 per month, the child support is based on a percentage set lower than other income earners.
Florida	Yes	IS	Combined	None	For combined monthly available income less than the amount in the basic guideline schedule, the court shall determine support on a case-by-case basis.
Georgia	No	IS	NA	Low income is listed as a deviation factor.	Low income is listed as a deviation factor. The minimal amount shall not be less than $100/month.

State	Treatment	Model	Poverty Threshold	Threshold Stipulation	Notes
Hawaii	Yes	ME	Obligor	None	A total monthly child support obligation greater than 70% of the support obligor's available income for primary support is an exceptional circumstance warranting deviation. A minimum child support is $70 per month per child.
Idaho	Yes	IS	Obligor	None	For monthly income below $800 the court may determine the maximum amount of child support. The minimum child support is $50 per child.
Illinois	No	PO	NA	None	None
Indiana	Yes	IS	Obligor	None	For obligors with a combined weekly adjusted income, as defined by these Guidelines, of less than $100.00, the Guidelines provide for case-by-case determination of child support with a support range of $25 to $50 per week. A specific amount of child support should always be ordered.
Iowa	No	IS	NA	Court can order deviation based on the income of the obligor in sole custody cases but combined income in shared custody cases.	The threshold for poverty is based on the income of the obligor in sole custody cases but combined income in shared custody cases.

State	Treatment	Model	Poverty Threshold	Threshold Stipulation	Notes
Kansas	No	IS	NA	Court can order deviation for combined gross monthly income below the poverty level	For combined gross monthly income below the poverty level, a chart is provided with an $8 minimum payment per month for one-child families. The amount per child decreases as family size increases to $3 per child for six child families.
Kentucky	No	IS	NA	A minimum of $60 for low income	A minimum of $60 for low income
Louisiana	Yes	IS	Combined	None	Incomes outside of the schedule are considered a deviation factor. No amount shall be set less than $100/month
Maine	Yes	IS	Obligor	If the annual gross income of a non-primary care provider is less than the poverty level, support shall not be more than 10% of that parent's weekly gross income.	If the annual gross income of a non-primary care provider is less than the poverty level, support shall not be more than 10% of that parent's weekly gross income.
Maryland	No	IS	NA	Where combined adjusted income is less than $500 per month, support shall be $20 to $50, based on the resources of the parent.	Where combined adjusted income is less than $500 per month, support shall be $20 to $50, based on the resources of the parent.

State	Treatment	Model	Poverty Threshold	Threshold Stipulation	Notes
Massachu-setts	No	IS	NA	Where the obligor parent's income is less than $100 per week, a minimum order of $80 per month is suggested.	Where the obligor parent's income is less than $100 per week, a minimum order of $80 per month is suggested.
Michigan	Yes	IS	Obligor	None	Where the obligor parent earns within the low income threshold (below $851/month) then he or she will pay $50 a month or 10% of income, whichever is greater.
Minnesota	No	IS	NA	None	Where the net income is below 120% the Federal Poverty Guideline then the parent shall pay $50 for one or two children.
Mississippi	No	PO	NA	In cases where the adjusted gross income is less than $5000 (annual), the court shall make a written finding in the record as to whether or not the application of the guidelines established are reasonable.	In cases where the adjusted gross income is less than $5000 (annual), the court shall make a written finding in the record as to whether or not the application of the guidelines established are reasonable.
Missouri	No	IS	NA	No direct statutory provision, but by the provided schedule lists $0 - $750 as providing a minimum amount of $50/month.	No direct statutory provision, but by the provided schedule lists $0 - $750 as providing a minimum amount of $50/month.

State	Treatment	Model	Poverty Threshold	Threshold Stipulation	Notes
Montana	Yes	ME	NA	A minimum support obligation is calculated by a special formula.	A minimum support obligation is calculated by a special formula.
Nebraska	Yes	IS	Obligor	A parent's support, childcare, and health care obligation shall not reduce his or her net income below the minimum of $908 net monthly for one person.	It is recommended that even in very low income cases, a minimum support of $50, or 10 percent of the obligor's net income, whichever is greater, per month be set. A parent's support, childcare, and health care obligation shall not reduce his or her net income below the minimum of $908 net monthly for one person.
Nevada	No	PO	NA	The minimum support order shall be $100 per month per child, unless the court makes written findings for a deviation.	The minimum support order shall be $100 per month per child, unless the court makes written findings for a deviation.
New Hamp-shire	No	PO	NA	The court shall order a minimum support order of $50 per month in cases of low income. Significantly low income of the parents is a deviation factor.	The court shall order a minimum support order of $50 per month in cases of low income. Significantly low income of the parents is a deviation factor.

State	Treatment	Model	Poverty Threshold	Threshold Stipulation	Notes
New Jersey	Yes	IS	Obligor	None	The guidelines do not apply to persons whose net income is less than $219 per week, but the court must order at least $5 per week.
New Mexico	No	IS	NA	For gross monthly income less than $600, the court shall determine support on a case-by-case basis, with a minimum support order of $100. Where, however, the support order is more than 40% of gross income, there is a presumption in favor of deviation.	For gross monthly income less than $600, the court shall determine support on a case-by-case basis, with a minimum support order of $100. Where, however, the support order is more than 40% of gross income, there is a presumption in favor of deviation.
New York	Yes	PO	Obligor	None	Where the amount of support awarded would reduce the obligor parent's income below the poverty level, support shall be $25 or $50, depending on self-support reserve and poverty level.
North Carolina	Yes	IS	Obligor	None	For obligors with an adjusted gross income of less than $999, the guidelines require the establishment, absent a reason for deviation, of a minimum order of $50

State	Treatment	Model	Poverty Threshold	Threshold Stipulation	Notes
North Dakota	No	PO	NA	When the obligor's net monthly income is $100 or less the minimum payment for one child shall be $14.	When the obligor's net monthly income is $100 or less the minimum payment for one child shall be $14.
Ohio	No	IS	NA	Where combined gross income is less than $6,600 per year, support is determined on a case-by-case basis. The minimum support is generally calculated at $50/month.	Where combined gross income is less than $6,600 per year, support is determined on a case-by-case basis. The minimum support is generally calculated at $50/month.
Oklahoma	No	IS	NA	The minimum support order shall be $50 per month.	The minimum support order shall be $50 per month.
Oregon	Yes	IS	Obligor	Provides a low income table that includes calculation for SSR.	Provides a low income table that includes calculation for SSR.
Pennsyl-vania	Yes	IS	Obligor	None	When the obligor's monthly net income is $867 or less, the court may award support only after consideration of the obligor's actual living expenses.
Rhode Island	Yes	IS	Obligor	None	None

State	Treatment	Model	Poverty Threshold	Threshold Stipulation	Notes
South Carolina	Yes	IS	Obligor	None	In cases where the parents' combined monthly gross income is less than $750, the support shall be determined on a case-by-case, which should ordinarily be set at no less than $100 per month.
South Dakota	No	IS	NA	If the total amount of the child support obligation, including any adjustments for health insurance and childcare costs, exceeds fifty percent of the obligor's monthly net income, it is presumed that the amount of the obligation imposes a financial hardship on the obligor.	If the total amount of the child support obligation, including any adjustments for health insurance and childcare costs, exceeds fifty percent of the obligor's monthly net income, it is presumed that the amount of the obligation imposes a financial hardship on the obligor.
Tennessee	No	IS	NA	Low income is considered a deviation. The minimum basic child support obligation is $100 per month.	Low income is considered a deviation. The minimum basic child support obligation is $100 per month.
Texas	No	PO	NA	None	None
Utah	Yes	IS	Obligor	Provides a low income table for calculating child-support.	Provides a low income table for calculating child-support.

State	Treatment	Model	Poverty Threshold	Threshold Stipulation	Notes
Vermont	Yes	IS	Obligor	None	If that parent's available income is less than the self-support reserve or less than the obligated amount, or if paying the obligated amount would reduce the obligor parent's income below the self-support reserve, the court may deviate from the obligated amount.
Virginia	No	IS	NA	A minimum basic child support obligation is $65 per month.	A minimum basic child support obligation is $65 per month.
Washing-ton	Yes	IS	Obligor	Compares both combined and obligor's income to 125% of the Federal Poverty Guidelines.	For income less than $1000 per month, the obligation is based on the resources and living expenses of each household. Minimum support shall not be less than $50 per child per month unless the court chooses to do deviate.
West Virginia	Yes	IS	Combined	The guidelines do not apply to combined adjusted gross monthly income under $550. In the case of combined income under $550, the support obligation shall be $50/month or an amount determined by the court.	The guidelines do not apply to combined adjusted gross monthly income under $550. In the case of combined income under $550, the support obligation shall be $50/month or an amount determined by the court. Low income is listed as a deviation factor.

The Treatment of Low Income Parents in Child Support Guidelines Across the States

State	Treatment	Model	Poverty Threshold	Threshold Stipulation	Notes
Wisconsin	Yes	PO	Obligor	None	Low income is listed as a deviation factor.
Wyoming	Yes	IS	Combined	Where the combined income of the obligee parent and the obligor parent is less than $833.00, the support obligation of the obligor parent shall be 25% of net income, but in no case shall the support obligation be less than $50.00 per month.	Where the combined income of the obligee parent and the obligor parent is less than $833.00, the support obligation of the obligor parent shall be 25% of net income, but in no case shall the support obligation be less than $50.00 per month.

Source: Morgan, Laura W. *Child Support Guidelines, 2005 Supplement.* Aspen Law & Business, New York, 2005. National Conference of State Legislatures, database, 10/31/2008. Author's updates.

Appendix 5-2
Modified Worksheet Including a Low income Provision

This appendix presents a modified version of Florida's current child support worksheet that updates the self-support reserve from $650 to $950 to reflect the 2011 single-person poverty guideline, includes a low income adjustment in the obligor parent's child support payment based on this updated poverty guideline, and applies the adjustment to the total obligation, not just the basic support obligation.

CASE INFORMATION	
1	Mother's name:
2	Father's name:
3	Names of children addressed in this case:

MONTHLY INCOME				
		CP	NCP	Total
4	Total number of children in this case:			
5	Gross Income			
6	Allowable Deductions			
7	Net Income (L5-L6)	+	=	
8	%Share of Total (Each parent's net income divided by combined income)			100%

MONTHLY FINANCIAL NEED				
9	Basic Need (From Schedule of Basic Child Support Obligations)			
10	Childcare (75%)			
11	Insurance			
12	Total Financial Need (L9 +L10 +L11)			

OBLIGOR PARENTAL OBLIGATION (Completed only for the NCP)				
13	Obligation (L8 x L12)			
14	Credit, Childcare			
15	Credit, Insurance			
16	Net Obligation (L13 – L14 – L15)			

LOW INCOME OBLIGOR PARENT ADJUSTMENT				
17	L7 - $907 (current year's poverty guidelines)			
18	L17 x 90%			
19	Adjusted Net Obligation (enter the smaller of L16 or L18, but not less than zero)*			

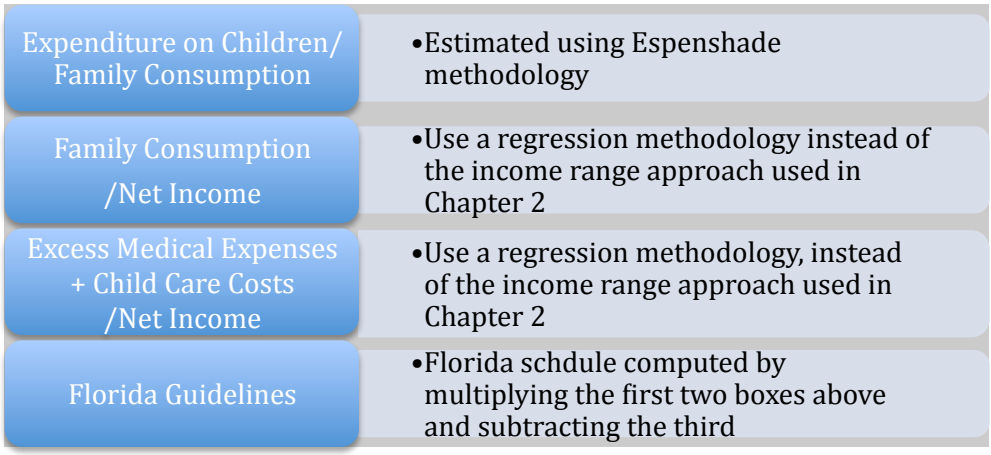
*If line 19 is zero, the obligor parent's child support payment is to be determined at the discretion of the court.

Chapter 6
An Alternative Approach to Updating Florida's Schedule of Child Support Payments: Using a Regression Methodology to Convert Consumption Values to Net Income Obligations

As described in Chapter 2, Florida's schedule of child support obligations is based on the Espenshade approach to calculating average expenditures on children. However, the Espenshade approach computes expenditures on children as a fraction of total family expenditures, whereas the Florida schedule relates obligations to the combined net income of the parents. Thus, expenditures on children as a share of consumption derived using Espenshade's methodology must be converted to expenditures on children as a share of net income. The methodology used in Chapter 2 to convert consumption to net income is purely *ad hoc*, based on arbitrarily selected net income ranges. Within each income range, the consumption-net income ratio is computed, and the obligations in the schedule are based on this ratio. This approach potentially creates discrete jumps when moving from one income range to another.

In this chapter, we use an alternative, statistically-based smoothing approach to convert expenditures on children from a fraction of consumption to a fraction of net income. We then develop schedules of child support obligations based on this approach as an alternative to the schedules presented in Appendix 2-1 and Appendix 2-2. Figure 6-1 shows the steps required in this approach to develop Florida's schedule of child support obligations.

Figure 6-1: Alternative Approach to Developing the Schedule of Obligations

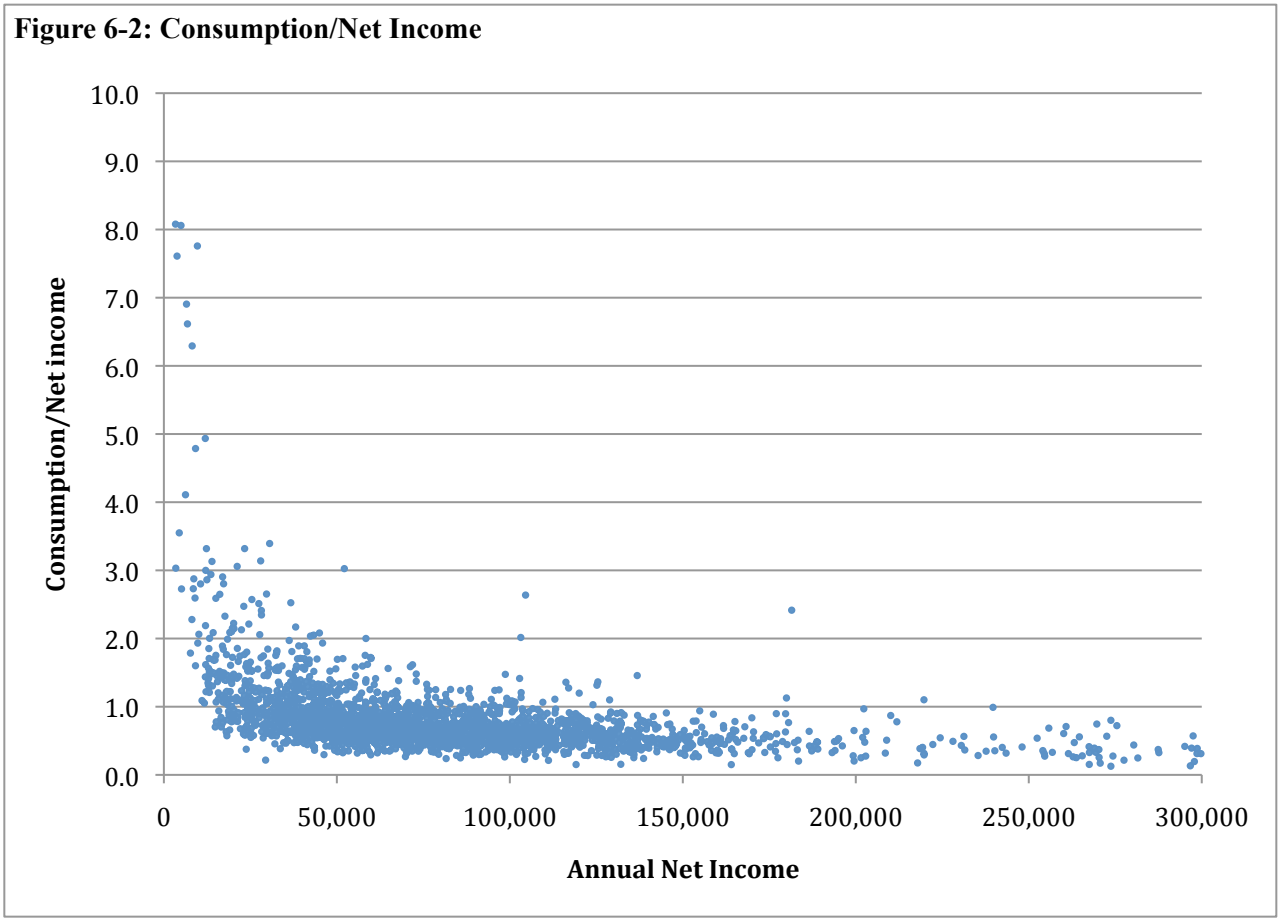


The Alternative Approach to Converting from Consumption to Net Income

The reason for the alternative approach is clear from Figure 6-2. The conversion used by Williams and repeated in developing the schedules in Chapter 2 relies on a systematic pattern of the consumption-net income ratio. As is evident in Figure 6-2, this ratio is not in fact stable for many households. Some low income households consume three to eight times their income. Even some fairly high income households report consumption in excess of their income. Also surprising is the very low consumption reported at very high income levels—in some households, less than 20% of income. None of these levels would be surprising if they represent transitory

events, but caution is required when basing *permanent* child support obligations on ratios that may reflect only *transitory* events.

Figure 6-2: Consumption/Net Income

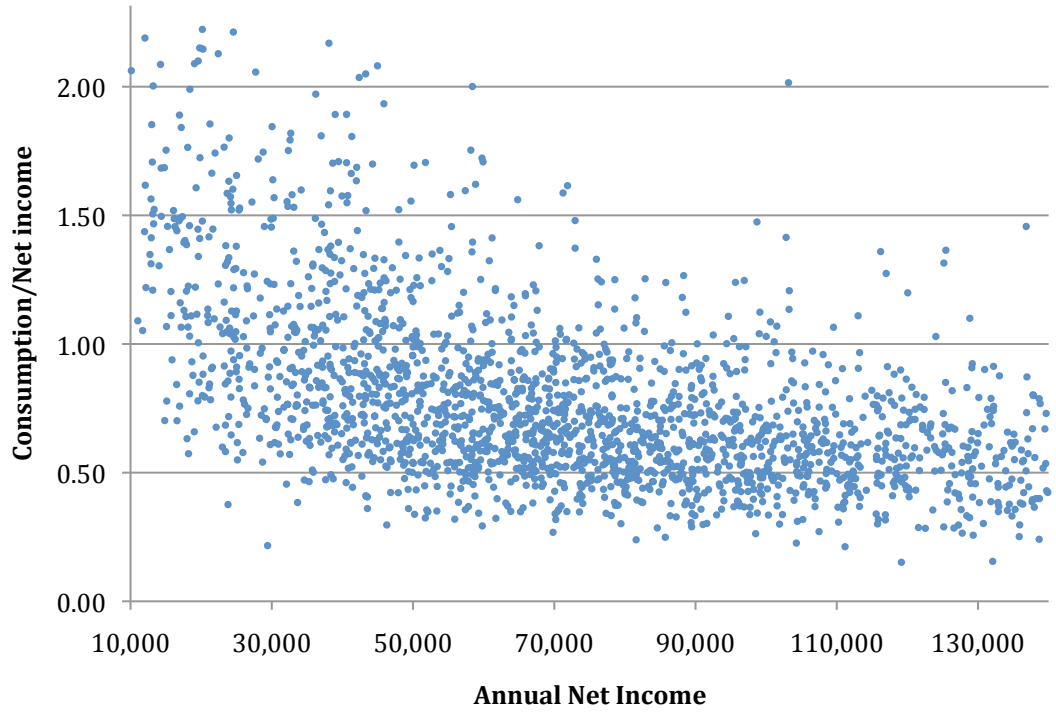


Selecting the Relevant Data: There are few observations at the very beginning of the sample or at higher income levels. Therefore, the sample is limited to net incomes between $10,000 and $140,000 in 2011 dollars. Even after restricting the income range, the consumption-net income ratio is erratic, so the sample is further restricted by eliminating obvious outliers. The sample is limited to observations with a consumption-net income ratio greater than zero and less than 3 standard deviations above the mean (i.e., less than 2.315).[99]

Figure 6-3 shows that even after eliminating a few extreme outliers and restricting the income range, the consumption-net income relationship is still highly nonlinear. The income range method from chapter 2 takes an income interval and averages the consumption-to-income ratio within that range. In this chapter, we try instead to find one function using regression analysis that covers all the data at once.

[99] This data restriction reduced the sample size by 36 observations.

Figure 6-3: Selected Consumption/Net Income Values



Regression Results: The ratio of consumption to net income is estimated based on the Consumer Expenditure Survey data using three different regression equations:

(6.1) $$C/NI = \alpha_0 + \alpha_1(NI) + \alpha_2(NI)^2$$

(6.2) $$C/NI = \beta_0 + \beta_1(NI) + \beta_2(NI)^2 + \beta_3(NI)^3$$

(6.3) $$C/NI = \delta_0 + \delta_1(NI) + \delta_2(NI)^2 + \delta_3(NI)^3 + \delta_4(NI)^4$$

The dependent variable, C, is total consumption spending and the independent variable, NI, is net income. The exponential terms are included to allow for a nonlinear relationship between income and consumption. The results of the regressions are shown in Table 6-1. As expected, the ratio of consumption to net income falls as income rises, but at a decreasing rate. The second specification (6.2) is used to develop the child support schedules in this chapter because it includes a cubic income term to reflect the extreme non-linearity and has the highest adjusted R-squared value.

Table 6-1: Consumption-to-Net Income Ratio Model Results

	(1)	(2)	(3)
Net Income	-0.0173	-0.0287	-0.0296
	(-15.60)	(-8.172)	(-3.214)
Net Income^2	7.73e-05	0.000249	0.000273
	(11.48)	(5.190)	(1.312)
Net Income^3		-7.60e-07	-9.98e-07
		(-3.806)	(-0.525)
Net Income^4			7.89e-10
			(0.131)
Constant	1.623	1.829	1.841
	(38.19)	(23.65)	(13.54)
Observations	2,020	2,020	2,020
R-squared	0.302	0.308	0.308

The ratio of childcare and extraordinary medical expenses to net income was estimated using the following regressions:

$$CCMED/NI = \alpha_0 + \alpha_1(NI) + \alpha_2(NI)^2 + \alpha_3(CHILDREN) \quad (6.4)$$

$$CCMED/NI = \beta_0 + \beta_1(NI) + \beta_2(NI)^2 + \beta_3(NI)^3 + \beta_4(CHILDREN) \quad (6.5)$$

$$CCMED/NI = \delta_0 + \delta_1(NI) + \delta_2(NI)^2 + \delta_3(NI)^3 + \delta_4(NI)^4 + \delta_5(CHILDREN) \quad (6.6)$$

where the dependent variable, CCMED, is child care and extraordinary medical spending. The independent variables are net income (NI) and number of children (CHILDREN). The exponential terms are included to allow for a nonlinear relationship between income and spending. Again, the sample includes only observations with a net income between $10,000 and $140,000 in 2011 dollars and is further restricted to observations with a total consumption-to-net income ratio greater than zero and less than 3 standard deviations above the mean.

The results of these regressions are shown in Table 6-2. As expected, the ratio of child care and medical expenditures to net income rises and then falls as income rises. The ratio of childcare and medical expenditures to net income also rises as the number of children increases. The second specification (6.5), which includes a cubic income term, is used to develop the schedule of obligations because it has the highest adjusted R-squared value.

Table 6-2: Child Care and Extraordinary Medical Spending to Net Income Ratio Model Results

	(1)	(2)	(3)
Net Income	0.000604	0.00137	0.00196
	(5.251)	(3.739)	(2.233)
Net Income^2	-3.78e-06	-1.54e-05	-3.03e-05
	(-5.097)	(-2.928)	(-1.442)
Net Income^3		5.14e-08	1.97e-07
		(2.289)	(0.988)
Net Income^4			-4.83e-10
			(-0.743)
Children	0.00404	0.00405	0.00401
	(4.515)	(4.536)	(4.450)
Constant	-0.00187	-0.0158	-0.0232
	(-0.449)	(-2.160)	(-1.969)
Observations	2,020	2,020	2,020
R-squared	0.024	0.026	0.026

Extending the Espenshade Consumption Measure: Espenshade (1984) was careful to select the appropriate measure of consumption spending that applied to family consumption. However, one omitted item that fits within the spirit of the Espenshade measure is housekeeping supplies, personal care products, and nonprescription drugs. These items are left out of the Consumer Expenditure Survey data:

> "The Interview survey does not collect expenses for housekeeping supplies, personal care products, and nonprescription drugs, which contribute about 5 to 15 percent of total expenditures. Thus, up to 95 percent of total expenditures are covered in the Interview survey."[100]

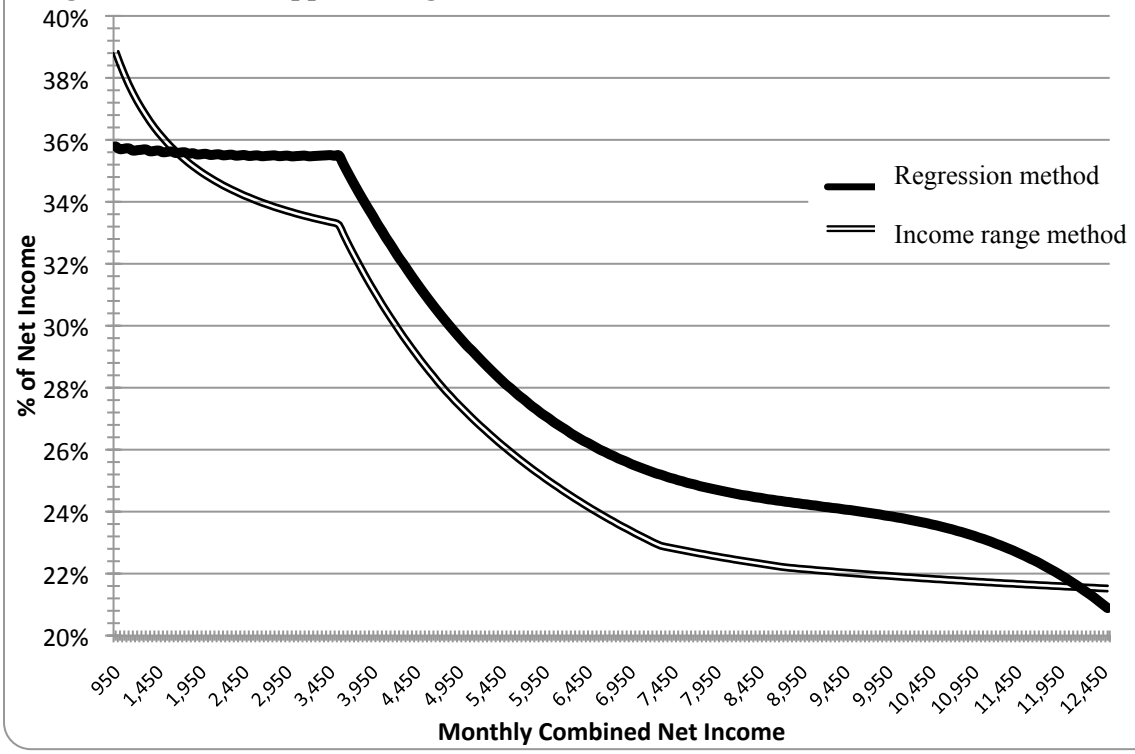
To allow for the missing expenditure items, we create a missing expenditure category and make this category five percent of total expenditures. Thus, all of the estimates using the Espenshade approach are changed by the addition of this new category, which then increases the child support obligations derived using this methodology.

[100] (http://www.bls.gov/cex/2009/csxintvw.pdf)

Comparing Child Support Obligations Computed Using Income Ranges versus Regression

The regression methodology used in this chapter provides a smoother set of child support obligations than the *ad hoc* methodology used in Chapter 2. Figure 6-4 shows that the regression method avoids some of the kinks of the income range method in Chapter 2. However, the general shape of the support obligations function is similar with both methods. Thus, despite its *ad hoc* nature, the income range method seems to be a reasonably robust methodology. The difference between the two methods arises primarily from the inclusion of the missing consumption items, which increases the child support obligations obtained from the regression methodology by about 1.5% for most income ranges relative to the income range methodology.

Figure 6-4: Basic Support Obligations for Two Children without SSR



Updated Schedule of Child Support Obligations Using the Regression Methodology

Parallel to the two versions of an updated schedule presented in Chapter 2, two versions of the updated schedule using the regression smoothing methodology are presented here. Both versions replace the current $650 self-support reserve with a $950 self-support reserve, reflecting the 2011 federal single-person poverty guideline of $907. The schedule in Appendix 6-1, like that in Appendix 2-1, includes a phase-in range. The schedule in Appendix 6-2, like that in Appendix 2-2, does not include a phase-in range. As with the schedules in Chapter 2, both schedules here have been extended to $12,500 monthly net income, whereas the current schedule only reaches $10,000.

Comparisons of the Updated Schedule and the Current Schedule: Figures 6-5 through 6-16 compare the obligations in the smoothed updated schedules in Appendix 6-1 and Appendix 6-2 to the current schedule. For one child, the support obligations in the smoothed updated schedule are uniformly higher, reflecting the error made by Williams in his original schedule where average expenditures for one child were underestimated. The differences range from about eight percent to about 28 percent with an average difference of 17 percent. The increase in obligations for one child is greater in the smoothed schedules here than in the updated schedules in Chapter 2. The increase in obligations is greater at lower and higher incomes and less in the middle income range.

The differences for two children and for three or more children[101] are smaller than for one child. In fact, the average difference for two children between the current schedule and the updated smoothed schedules presented here is only -0.03 percent; that is, on average the obligations for two children in the smoothed updated schedules are three-tenths of one percent higher than the obligations in the current schedule. The range is from a decrease of seven percent to an increase of eight percent. The smoothed updated schedules increase the obligations at the lower and higher incomes, but reduce the obligations in the middle income range.

The pattern for three and more children is similar to that for two children in that the smoothed updated schedules result in lower obligations in the middle income range. At lower and higher incomes, there is very little difference in the smoothed updated schedules and the current schedule. The average difference over all incomes for three children is five percent; the obligations in the smoothed updated schedule are about five percent lower than the obligations in the current schedule. The range of differences is from -17 percent to 12 percent.

The possible explanations for the differences between the smoothed updated schedule and the current schedule are the same as the explanations for the differences between the updated schedules in Chapter 2 and the current schedule. The underlying CES data may have changed between 1972-73 and 2006-09. The updated schedules were derived from the underlying data for all incomes up to $11,667, whereas the current schedule was derived only up to $4,320 monthly, and then extrapolated all the way up to $10,500. The same methodology used to develop the two-child obligations was applied independently to develop obligations for one child and for three children, but in the current schedule, only the two-child obligations were independently derived. The one-child and three-child obligations in the current schedule were calculated as a fixed

[101] Recall that the obligations for four, five, and six children are derived from the obligations for three children using equivalence scales and therefore follow the same pattern as the obligations for three children.

proportion of the obligations for two children. And finally, as noted above, because of errors in Williams's original formulation of the income shares model, the obligations for one child in the current schedule are systematically too low and those for three or more children are systematically too high.

Recommendations

Our recommendations remain essentially as presented in Chapter 2. At a minimum, Florida's schedule of child support obligations needs to be updated to reflect changes in the federal poverty guideline that determine the self-support reserve and the phase-in range. Any of the tables presented in Chapter 2 or this chapter accomplish this. But as stated in Chapter 2, even if none of the updated schedules is adopted, Florida should at least update the self-support reserve and the phase-in range in the current schedule, as shown in Appendix 2-3.

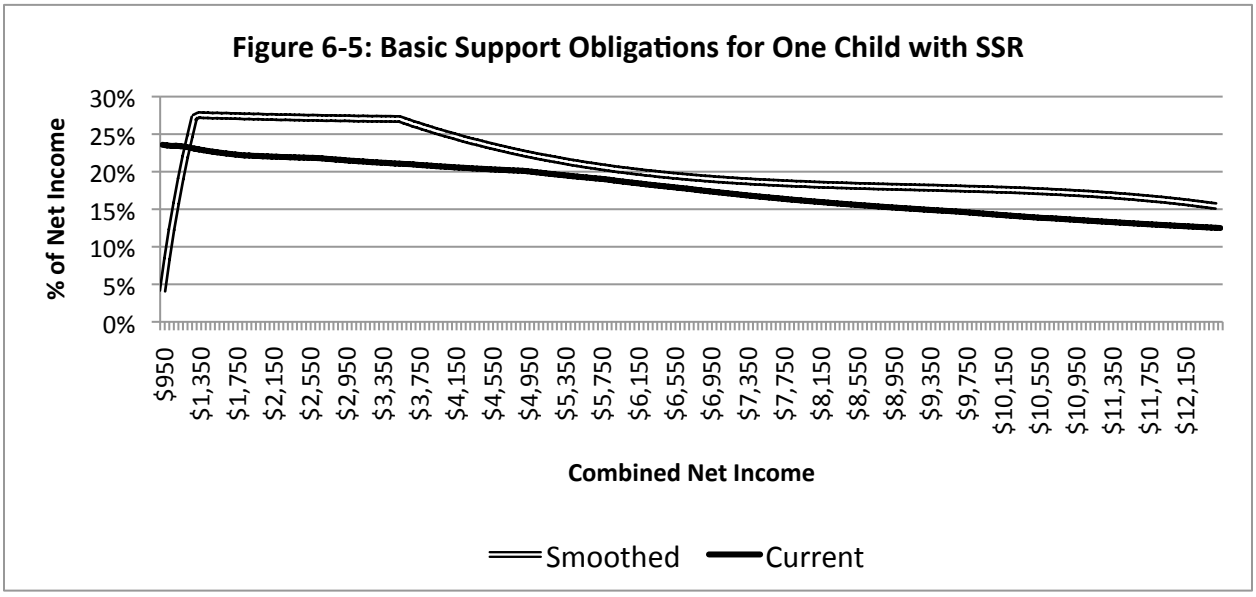


Figure 6-6: Basic Support Obligations for Two Children with SSR

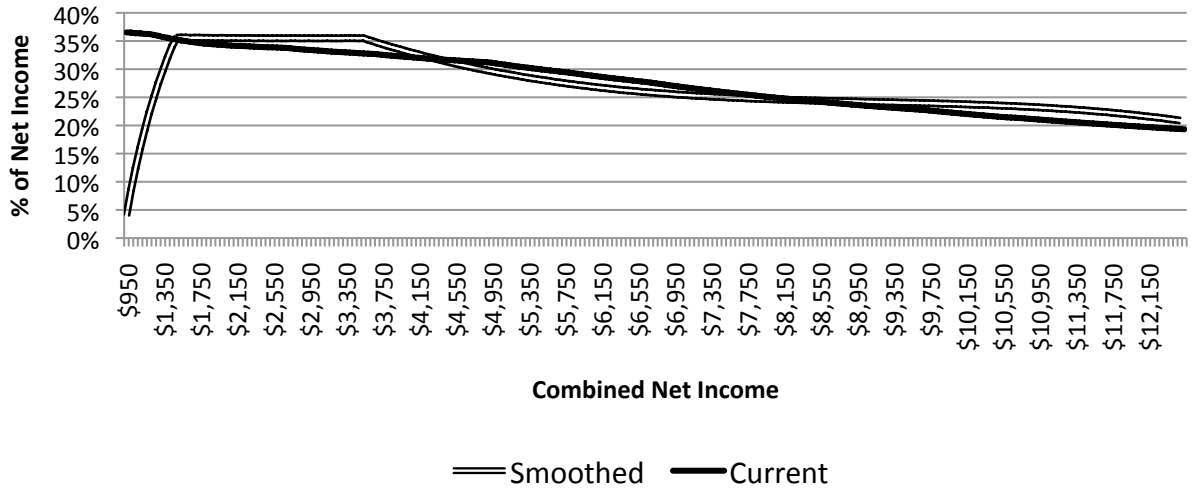


Figure 6-7: Basic Support Obligations for Three Children with SSR

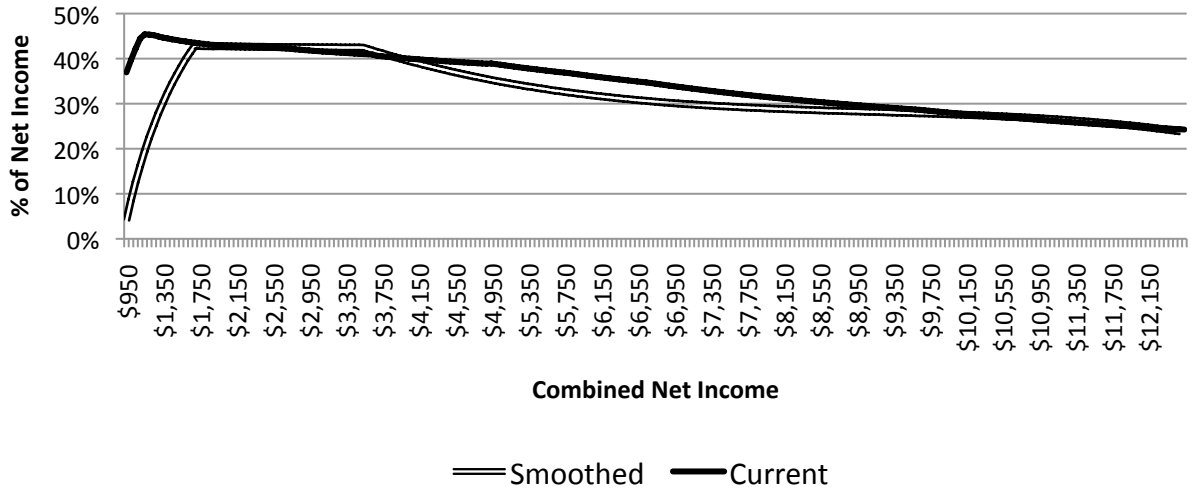


Figure 6-8: Basic Support Obligations for Four Children with SSR

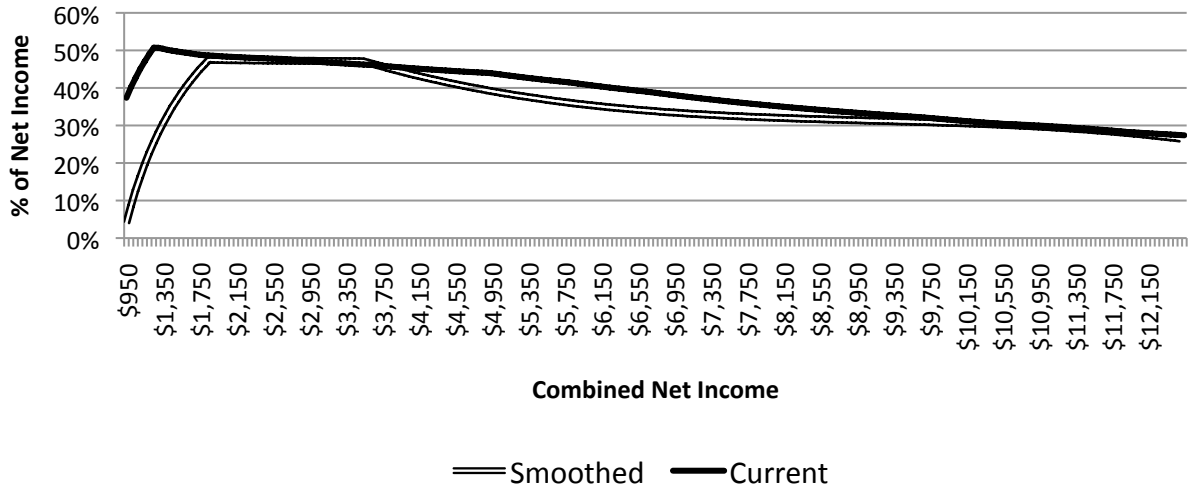
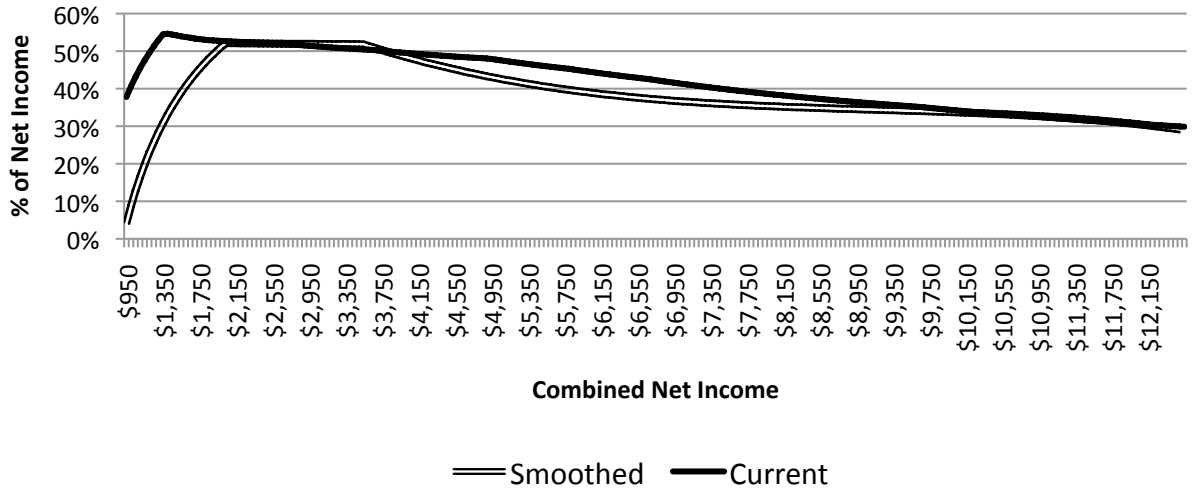


Figure 6-9: Basic Support Obligations for Five Children with SSR



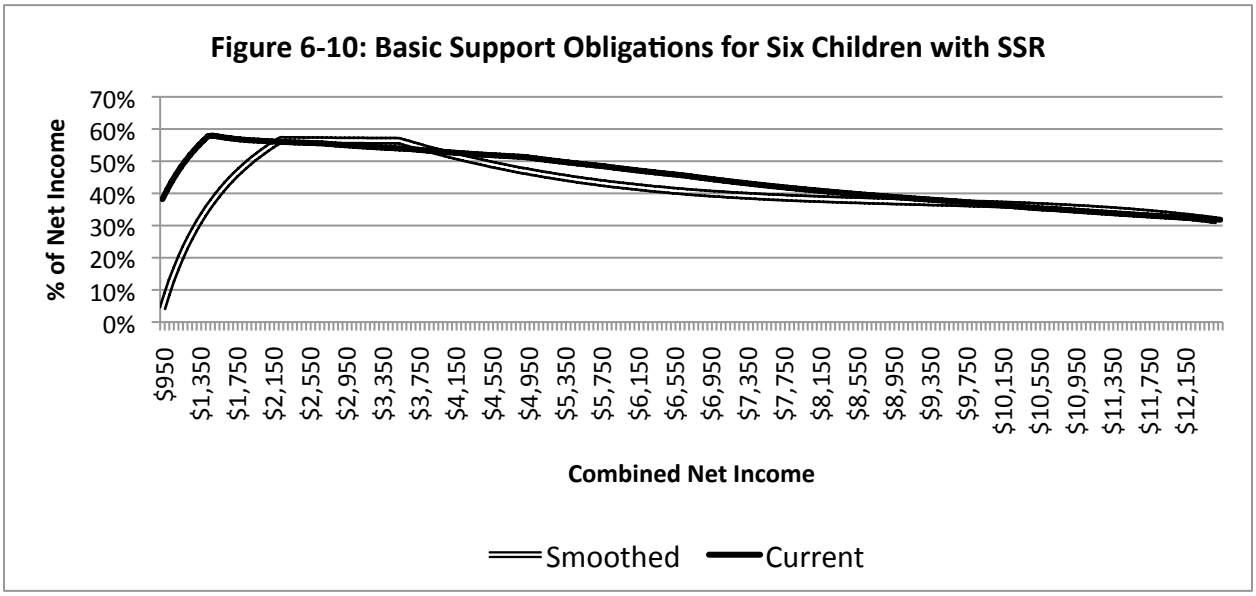


Figure 6-10: Basic Support Obligations for Six Children with SSR
% of Net Income
70%
60%
50%
40%
30%
20%
10%
0%
$950
$1,350
$1,750
$2,150
$2,550
$2,950
$3,350
$3,750
$4,150
$4,550
$4,950
$5,350
$5,750
$6,150
$6,550
$6,950
$7,350
$7,750
$8,150
$8,550
$8,950
$9,350
$9,750
$10,150
$10,550
$10,950
$11,350
$11,750
$12,150
Combined Net Income
Smoothed
Current

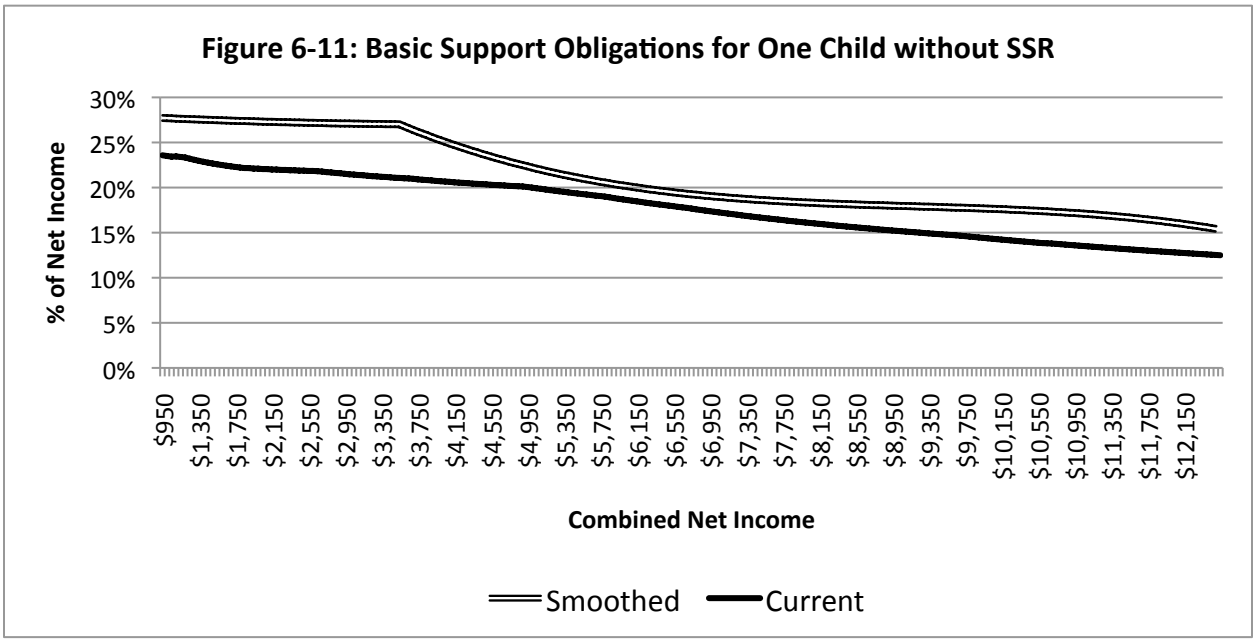


Figure 6-11: Basic Support Obligations for One Child without SSR
% of Net Income
30%
25%
20%
15%
10%
5%
0%
$950
$1,350
$1,750
$2,150
$2,550
$2,950
$3,350
$3,750
$4,150
$4,550
$4,950
$5,350
$5,750
$6,150
$6,550
$6,950
$7,350
$7,750
$8,150
$8,550
$8,950
$9,350
$9,750
$10,150
$10,550
$10,950
$11,350
$11,750
$12,150
Combined Net Income
Smoothed
Current

Figure 6-12: Basic Support Obligations for Two Children without SSR

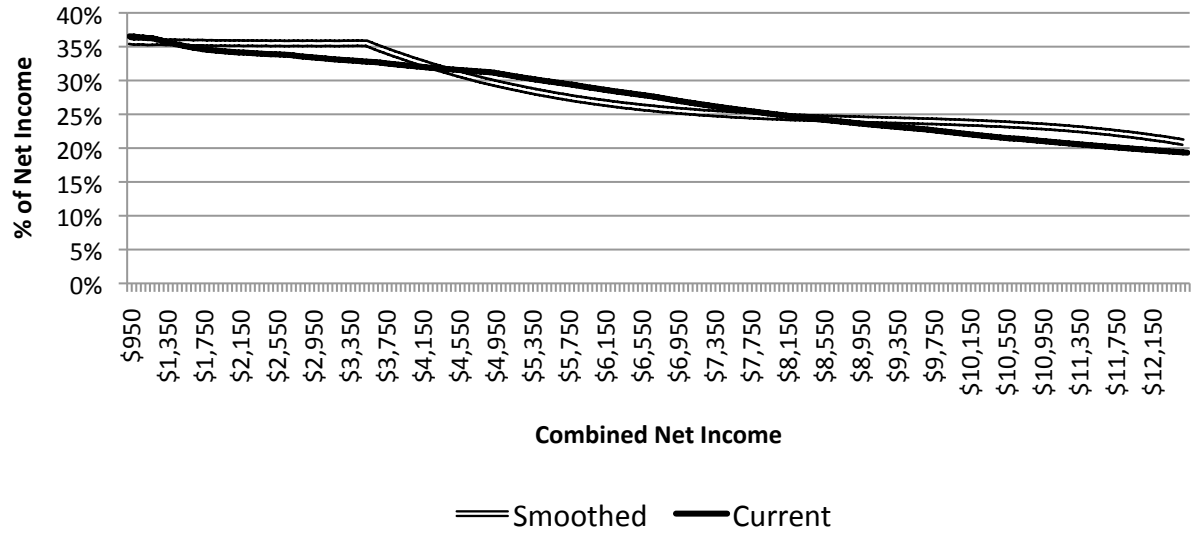


Figure 6-13: Basic Support Obligations for Three Children without SSR

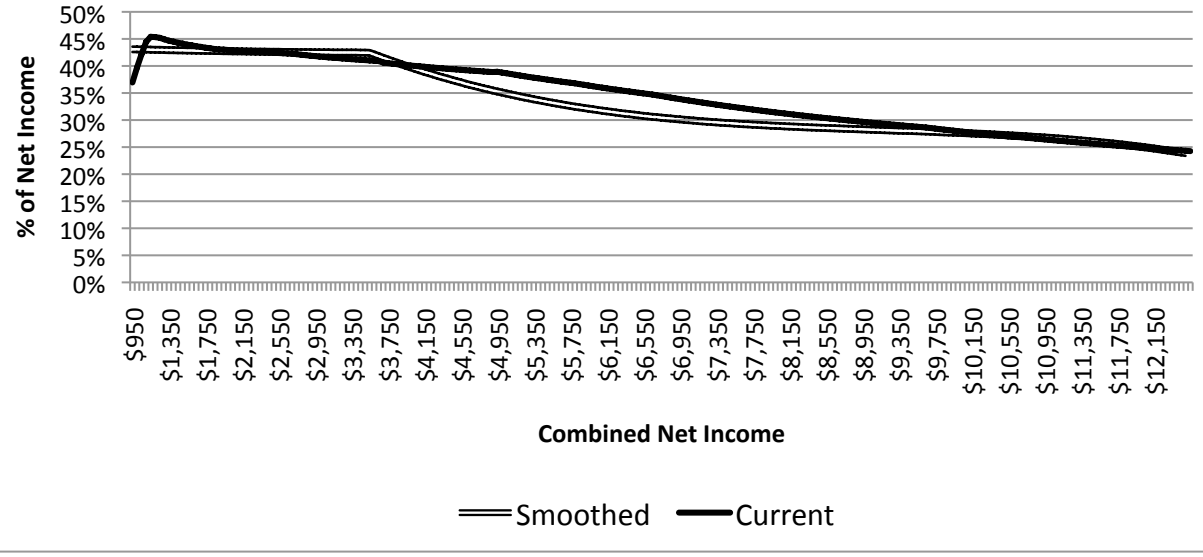


Figure 6-14: Basic Support Obligations for Four Children without SSR

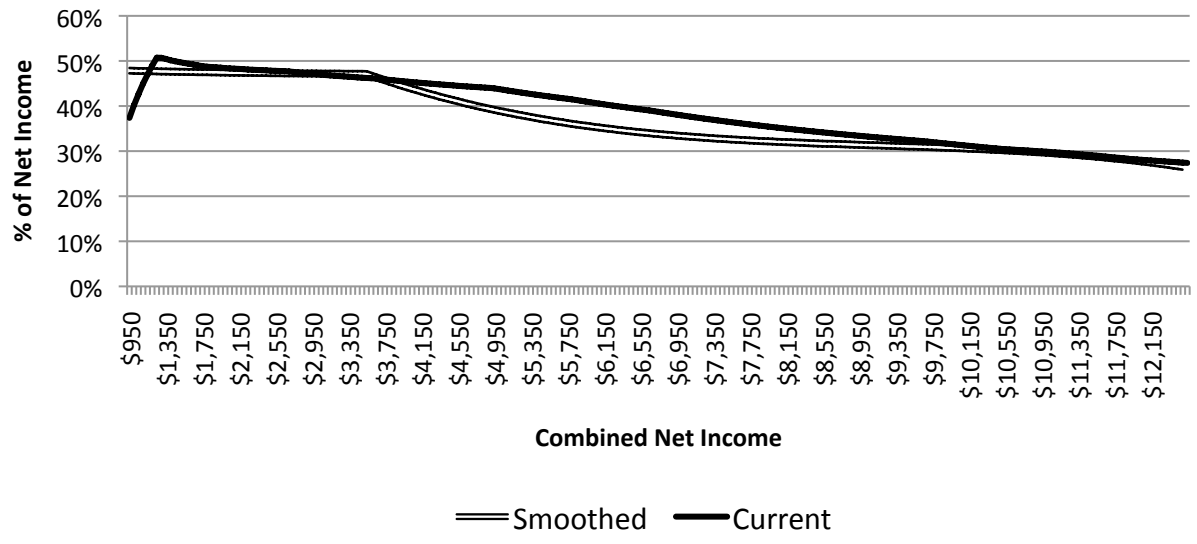
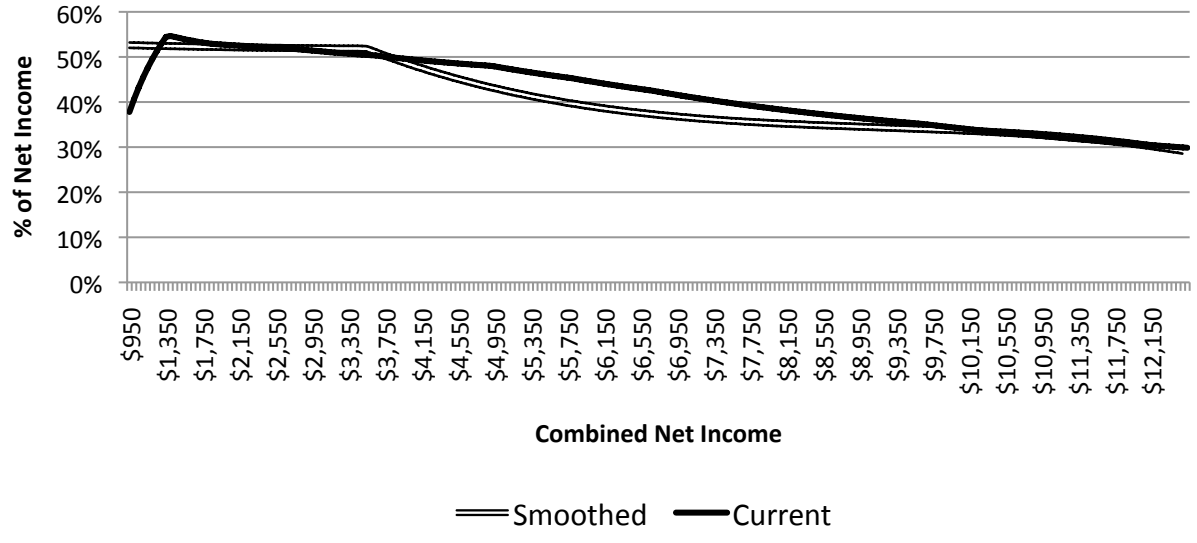


Figure 6-15: Basic Support Obligations for Five Children without SSR



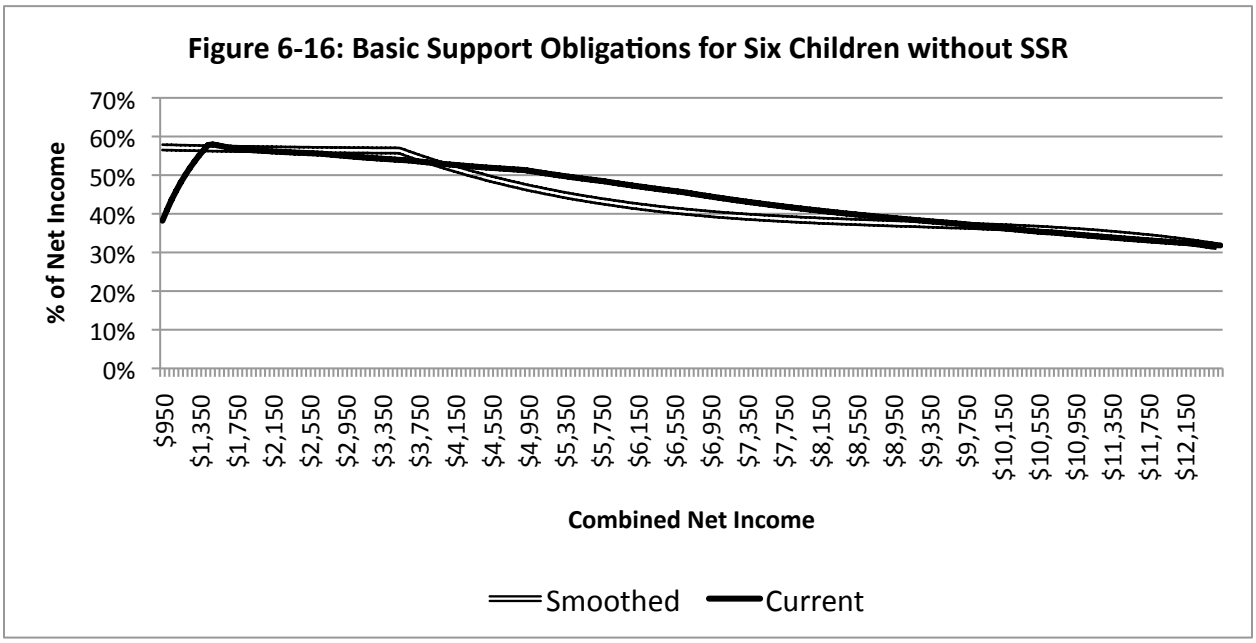


Figure 6-16: Basic Support Obligations for Six Children without SSR
% of Net Income
70%
60%
50%
40%
30%
20%
10%
0%
$950
$1,350
$1,750
$2,150
$2,550
$2,950
$3,350
$3,750
$4,150
$4,550
$4,950
$5,350
$5,750
$6,150
$6,550
$6,950
$7,350
$7,750
$8,150
$8,550
$8,950
$9,350
$9,750
$10,150
$10,550
$10,950
$11,350
$11,750
$12,150
Combined Net Income
Smoothed
Current

Appendix 6-1
Smoothed Schedule of Basic Support Obligations with Phase-in Range by Number of Children

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$950	$39	$39	$40	$40	$40	$41
$1,000	$84	$85	$86	$86	$87	$88
$1,050	$129	$130	$132	$133	$134	$136
$1,100	$174	$176	$178	$179	$181	$183
$1,150	$219	$221	$224	$226	$228	$231
$1,200	$264	$267	$270	$272	$275	$278
$1,250	$309	$312	$316	$319	$322	$326
$1,300	$354	$358	$362	$365	$369	$373
$1,350	$372	$403	$408	$412	$416	$421
$1,400	$385	$449	$454	$458	$463	$468
$1,450	$399	$494	$500	$505	$510	$516
$1,500	$412	$534	$546	$551	$557	$563
$1,550	$426	$552	$592	$598	$604	$611
$1,600	$439	$570	$638	$644	$651	$658
$1,650	$453	$587	$684	$691	$698	$706
$1,700	$466	$605	$728	$737	$745	$753
$1,750	$480	$623	$749	$784	$792	$801
$1,800	$493	$640	$770	$830	$839	$848
$1,850	$506	$658	$791	$877	$886	$896
$1,900	$520	$675	$812	$902	$933	$943
$1,950	$533	$693	$834	$925	$980	$991
$2,000	$547	$711	$855	$949	$1,027	$1,038
$2,050	$560	$728	$876	$972	$1,069	$1,086
$2,100	$573	$746	$897	$995	$1,095	$1,133
$2,150	$587	$764	$918	$1,019	$1,121	$1,181
$2,200	$600	$781	$939	$1,042	$1,146	$1,228
$2,250	$613	$799	$960	$1,066	$1,172	$1,274
$2,300	$627	$817	$981	$1,089	$1,198	$1,302

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$2,350	$640	$834	$1,002	$1,112	$1,224	$1,330
$2,400	$653	$852	$1,023	$1,136	$1,249	$1,358
$2,450	$667	$870	$1,044	$1,159	$1,275	$1,386
$2,500	$680	$887	$1,065	$1,182	$1,301	$1,414
$2,550	$693	$905	$1,086	$1,206	$1,326	$1,442
$2,600	$707	$923	$1,107	$1,229	$1,352	$1,470
$2,650	$720	$940	$1,128	$1,253	$1,378	$1,498
$2,700	$733	$958	$1,149	$1,276	$1,403	$1,526
$2,750	$746	$976	$1,170	$1,299	$1,429	$1,554
$2,800	$760	$994	$1,192	$1,323	$1,455	$1,581
$2,850	$773	$1,011	$1,213	$1,346	$1,481	$1,609
$2,900	$786	$1,029	$1,234	$1,369	$1,506	$1,637
$2,950	$800	$1,047	$1,255	$1,393	$1,532	$1,665
$3,000	$813	$1,064	$1,276	$1,416	$1,558	$1,693
$3,050	$826	$1,082	$1,297	$1,439	$1,583	$1,721
$3,100	$839	$1,100	$1,318	$1,463	$1,609	$1,749
$3,150	$853	$1,118	$1,339	$1,486	$1,635	$1,777
$3,200	$866	$1,135	$1,360	$1,509	$1,660	$1,805
$3,250	$879	$1,153	$1,381	$1,533	$1,686	$1,833
$3,300	$893	$1,171	$1,402	$1,556	$1,712	$1,861
$3,350	$906	$1,189	$1,423	$1,580	$1,738	$1,889
$3,400	$919	$1,207	$1,444	$1,603	$1,763	$1,917
$3,450	$933	$1,225	$1,465	$1,626	$1,789	$1,945
$3,500	$946	$1,242	$1,486	$1,650	$1,815	$1,973
$3,550	$959	$1,260	$1,507	$1,672	$1,839	$2,000
$3,600	$965	$1,268	$1,516	$1,683	$1,851	$2,012
$3,650	$971	$1,276	$1,526	$1,694	$1,863	$2,025
$3,700	$976	$1,284	$1,535	$1,704	$1,875	$2,038
$3,750	$982	$1,292	$1,545	$1,715	$1,886	$2,050
$3,800	$988	$1,300	$1,554	$1,725	$1,897	$2,062
$3,850	$993	$1,308	$1,563	$1,735	$1,908	$2,074
$3,900	$999	$1,316	$1,572	$1,745	$1,919	$2,086

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$3,950	$1,004	$1,324	$1,581	$1,755	$1,930	$2,098
$4,000	$1,010	$1,331	$1,590	$1,764	$1,941	$2,110
$4,050	$1,015	$1,339	$1,598	$1,774	$1,952	$2,121
$4,100	$1,021	$1,346	$1,607	$1,784	$1,962	$2,133
$4,150	$1,026	$1,354	$1,616	$1,793	$1,973	$2,144
$4,200	$1,031	$1,361	$1,624	$1,803	$1,983	$2,156
$4,250	$1,036	$1,368	$1,633	$1,812	$1,993	$2,167
$4,300	$1,041	$1,376	$1,641	$1,821	$2,004	$2,178
$4,350	$1,046	$1,383	$1,649	$1,831	$2,014	$2,189
$4,400	$1,052	$1,390	$1,657	$1,840	$2,024	$2,200
$4,450	$1,057	$1,397	$1,666	$1,849	$2,034	$2,211
$4,500	$1,062	$1,404	$1,674	$1,858	$2,044	$2,222
$4,550	$1,067	$1,411	$1,682	$1,867	$2,054	$2,232
$4,600	$1,072	$1,418	$1,690	$1,876	$2,064	$2,243
$4,650	$1,077	$1,425	$1,698	$1,885	$2,073	$2,254
$4,700	$1,082	$1,432	$1,706	$1,894	$2,083	$2,265
$4,750	$1,086	$1,439	$1,714	$1,903	$2,093	$2,275
$4,800	$1,091	$1,446	$1,722	$1,912	$2,103	$2,286
$4,850	$1,096	$1,453	$1,730	$1,921	$2,113	$2,296
$4,900	$1,101	$1,460	$1,738	$1,929	$2,122	$2,307
$4,950	$1,106	$1,467	$1,746	$1,938	$2,132	$2,318
$5,000	$1,111	$1,474	$1,754	$1,947	$2,142	$2,328
$5,050	$1,116	$1,481	$1,762	$1,956	$2,152	$2,339
$5,100	$1,121	$1,489	$1,770	$1,965	$2,161	$2,350
$5,150	$1,126	$1,496	$1,778	$1,974	$2,171	$2,360
$5,200	$1,131	$1,503	$1,786	$1,983	$2,181	$2,371
$5,250	$1,136	$1,510	$1,794	$1,992	$2,191	$2,381
$5,300	$1,141	$1,517	$1,802	$2,001	$2,201	$2,392
$5,350	$1,146	$1,524	$1,810	$2,010	$2,211	$2,403
$5,400	$1,151	$1,531	$1,819	$2,019	$2,220	$2,414
$5,450	$1,156	$1,538	$1,827	$2,028	$2,230	$2,424
$5,500	$1,161	$1,545	$1,835	$2,037	$2,240	$2,435

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$5,550	$1,166	$1,553	$1,843	$2,046	$2,250	$2,446
$5,600	$1,171	$1,560	$1,851	$2,055	$2,260	$2,457
$5,650	$1,176	$1,567	$1,859	$2,064	$2,270	$2,468
$5,700	$1,182	$1,575	$1,868	$2,073	$2,281	$2,479
$5,750	$1,187	$1,582	$1,876	$2,083	$2,291	$2,490
$5,800	$1,192	$1,589	$1,885	$2,092	$2,301	$2,501
$5,850	$1,197	$1,597	$1,893	$2,101	$2,311	$2,512
$5,900	$1,203	$1,604	$1,901	$2,111	$2,322	$2,524
$5,950	$1,208	$1,612	$1,910	$2,120	$2,332	$2,535
$6,000	$1,214	$1,620	$1,919	$2,130	$2,343	$2,546
$6,050	$1,219	$1,627	$1,927	$2,139	$2,353	$2,558
$6,100	$1,224	$1,635	$1,936	$2,149	$2,364	$2,569
$6,150	$1,230	$1,643	$1,945	$2,159	$2,374	$2,581
$6,200	$1,236	$1,651	$1,954	$2,168	$2,385	$2,593
$6,250	$1,241	$1,658	$1,962	$2,178	$2,396	$2,605
$6,300	$1,247	$1,666	$1,971	$2,188	$2,407	$2,616
$6,350	$1,253	$1,674	$1,980	$2,198	$2,418	$2,628
$6,400	$1,258	$1,682	$1,989	$2,208	$2,429	$2,640
$6,450	$1,264	$1,691	$1,999	$2,218	$2,440	$2,653
$6,500	$1,270	$1,699	$2,008	$2,229	$2,451	$2,665
$6,550	$1,276	$1,707	$2,017	$2,239	$2,463	$2,677
$6,600	$1,282	$1,715	$2,026	$2,249	$2,474	$2,689
$6,650	$1,288	$1,724	$2,036	$2,260	$2,486	$2,702
$6,700	$1,294	$1,732	$2,045	$2,270	$2,497	$2,714
$6,750	$1,300	$1,741	$2,055	$2,281	$2,509	$2,727
$6,800	$1,306	$1,749	$2,064	$2,291	$2,521	$2,740
$6,850	$1,312	$1,758	$2,074	$2,302	$2,532	$2,753
$6,900	$1,318	$1,767	$2,084	$2,313	$2,544	$2,766
$6,950	$1,325	$1,775	$2,094	$2,324	$2,556	$2,779
$7,000	$1,331	$1,784	$2,103	$2,335	$2,568	$2,792
$7,050	$1,337	$1,793	$2,113	$2,346	$2,580	$2,805
$7,100	$1,344	$1,802	$2,123	$2,357	$2,593	$2,818

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$7,150	$1,350	$1,811	$2,134	$2,368	$2,605	$2,832
$7,200	$1,357	$1,820	$2,144	$2,379	$2,617	$2,845
$7,250	$1,363	$1,829	$2,154	$2,391	$2,630	$2,859
$7,300	$1,370	$1,839	$2,164	$2,402	$2,642	$2,872
$7,350	$1,377	$1,848	$2,175	$2,414	$2,655	$2,886
$7,400	$1,383	$1,857	$2,185	$2,425	$2,668	$2,900
$7,450	$1,390	$1,867	$2,195	$2,437	$2,681	$2,914
$7,500	$1,397	$1,876	$2,206	$2,449	$2,694	$2,928
$7,550	$1,404	$1,886	$2,217	$2,460	$2,707	$2,942
$7,600	$1,411	$1,895	$2,227	$2,472	$2,720	$2,956
$7,650	$1,418	$1,905	$2,238	$2,484	$2,733	$2,970
$7,700	$1,425	$1,915	$2,249	$2,496	$2,746	$2,985
$7,750	$1,432	$1,924	$2,260	$2,508	$2,759	$2,999
$7,800	$1,439	$1,934	$2,271	$2,520	$2,772	$3,014
$7,850	$1,446	$1,944	$2,282	$2,533	$2,786	$3,028
$7,900	$1,453	$1,954	$2,293	$2,545	$2,799	$3,043
$7,950	$1,461	$1,964	$2,304	$2,557	$2,813	$3,057
$8,000	$1,468	$1,974	$2,315	$2,569	$2,826	$3,072
$8,050	$1,475	$1,984	$2,326	$2,582	$2,840	$3,087
$8,100	$1,482	$1,994	$2,337	$2,594	$2,854	$3,102
$8,150	$1,490	$2,004	$2,348	$2,607	$2,867	$3,117
$8,200	$1,497	$2,014	$2,360	$2,619	$2,881	$3,132
$8,250	$1,504	$2,024	$2,371	$2,632	$2,895	$3,147
$8,300	$1,512	$2,035	$2,382	$2,644	$2,909	$3,162
$8,350	$1,519	$2,045	$2,394	$2,657	$2,923	$3,177
$8,400	$1,527	$2,055	$2,405	$2,670	$2,937	$3,192
$8,450	$1,534	$2,066	$2,417	$2,682	$2,951	$3,207
$8,500	$1,542	$2,076	$2,428	$2,695	$2,965	$3,222
$8,550	$1,549	$2,086	$2,439	$2,708	$2,979	$3,238
$8,600	$1,557	$2,097	$2,451	$2,721	$2,993	$3,253
$8,650	$1,565	$2,107	$2,462	$2,733	$3,007	$3,268
$8,700	$1,572	$2,118	$2,474	$2,746	$3,021	$3,284

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$8,750	$1,580	$2,128	$2,486	$2,759	$3,035	$3,299
$8,800	$1,587	$2,139	$2,497	$2,772	$3,049	$3,314
$8,850	$1,595	$2,149	$2,509	$2,785	$3,063	$3,329
$8,900	$1,603	$2,160	$2,520	$2,797	$3,077	$3,345
$8,950	$1,610	$2,170	$2,532	$2,810	$3,091	$3,360
$9,000	$1,618	$2,181	$2,543	$2,823	$3,105	$3,375
$9,050	$1,626	$2,191	$2,555	$2,836	$3,119	$3,391
$9,100	$1,633	$2,202	$2,566	$2,848	$3,133	$3,406
$9,150	$1,641	$2,212	$2,578	$2,861	$3,147	$3,421
$9,200	$1,648	$2,222	$2,589	$2,874	$3,161	$3,436
$9,250	$1,656	$2,233	$2,600	$2,886	$3,175	$3,451
$9,300	$1,664	$2,243	$2,612	$2,899	$3,189	$3,466
$9,350	$1,671	$2,254	$2,623	$2,912	$3,203	$3,481
$9,400	$1,679	$2,264	$2,634	$2,924	$3,217	$3,496
$9,450	$1,686	$2,274	$2,646	$2,937	$3,230	$3,511
$9,500	$1,694	$2,285	$2,657	$2,949	$3,244	$3,526
$9,550	$1,701	$2,295	$2,668	$2,961	$3,257	$3,541
$9,600	$1,708	$2,305	$2,679	$2,974	$3,271	$3,556
$9,650	$1,716	$2,315	$2,690	$2,986	$3,284	$3,570
$9,700	$1,723	$2,325	$2,701	$2,998	$3,298	$3,585
$9,750	$1,730	$2,335	$2,712	$3,010	$3,311	$3,599
$9,800	$1,737	$2,345	$2,722	$3,022	$3,324	$3,613
$9,850	$1,745	$2,355	$2,733	$3,034	$3,337	$3,627
$9,900	$1,752	$2,364	$2,743	$3,045	$3,350	$3,641
$9,950	$1,759	$2,374	$2,754	$3,057	$3,363	$3,655
$10,000	$1,766	$2,384	$2,764	$3,068	$3,375	$3,669
$10,050	$1,773	$2,393	$2,774	$3,080	$3,388	$3,682
$10,100	$1,779	$2,403	$2,785	$3,091	$3,400	$3,696
$10,150	$1,786	$2,412	$2,795	$3,102	$3,412	$3,709
$10,200	$1,793	$2,421	$2,804	$3,113	$3,424	$3,722
$10,250	$1,799	$2,430	$2,814	$3,124	$3,436	$3,735
$10,300	$1,806	$2,439	$2,824	$3,134	$3,448	$3,748

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$10,350	$1,812	$2,448	$2,833	$3,145	$3,459	$3,760
$10,400	$1,819	$2,457	$2,842	$3,155	$3,470	$3,772
$10,450	$1,825	$2,465	$2,851	$3,165	$3,481	$3,784
$10,500	$1,831	$2,474	$2,860	$3,175	$3,492	$3,796
$10,550	$1,837	$2,482	$2,869	$3,184	$3,503	$3,808
$10,600	$1,843	$2,490	$2,877	$3,194	$3,513	$3,819
$10,650	$1,849	$2,498	$2,886	$3,203	$3,523	$3,830
$10,700	$1,854	$2,506	$2,894	$3,212	$3,533	$3,841
$10,750	$1,860	$2,513	$2,902	$3,221	$3,543	$3,851
$10,800	$1,865	$2,521	$2,909	$3,230	$3,552	$3,862
$10,850	$1,870	$2,528	$2,917	$3,238	$3,562	$3,871
$10,900	$1,875	$2,535	$2,924	$3,246	$3,570	$3,881
$10,950	$1,880	$2,542	$2,931	$3,254	$3,579	$3,890
$11,000	$1,885	$2,548	$2,938	$3,261	$3,587	$3,899
$11,050	$1,890	$2,555	$2,945	$3,268	$3,595	$3,908
$11,100	$1,894	$2,561	$2,951	$3,275	$3,603	$3,916
$11,150	$1,898	$2,567	$2,957	$3,282	$3,610	$3,924
$11,200	$1,902	$2,572	$2,962	$3,288	$3,617	$3,932
$11,250	$1,906	$2,578	$2,968	$3,294	$3,624	$3,939
$11,300	$1,910	$2,583	$2,973	$3,300	$3,630	$3,946
$11,350	$1,914	$2,588	$2,978	$3,305	$3,636	$3,952
$11,400	$1,917	$2,593	$2,982	$3,310	$3,641	$3,958
$11,450	$1,920	$2,597	$2,986	$3,315	$3,647	$3,964
$11,500	$1,923	$2,601	$2,990	$3,319	$3,651	$3,969
$11,550	$1,926	$2,605	$2,994	$3,323	$3,655	$3,974
$11,600	$1,928	$2,608	$2,997	$3,327	$3,659	$3,978
$11,650	$1,930	$2,612	$3,000	$3,330	$3,663	$3,981
$11,700	$1,932	$2,615	$3,002	$3,333	$3,666	$3,985
$11,750	$1,934	$2,617	$3,004	$3,335	$3,668	$3,987
$11,800	$1,936	$2,619	$3,006	$3,337	$3,670	$3,990
$11,850	$1,937	$2,621	$3,007	$3,338	$3,672	$3,991
$11,900	$1,938	$2,623	$3,008	$3,339	$3,673	$3,993

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$11,950	$1,939	$2,624	$3,009	$3,340	$3,674	$3,993
$12,000	$1,939	$2,625	$3,009	$3,340	$3,674	$3,993
$12,050	$1,939	$2,625	$3,008	$3,339	$3,673	$3,993
$12,100	$1,939	$2,625	$3,008	$3,338	$3,672	$3,992
$12,150	$1,939	$2,625	$3,006	$3,337	$3,671	$3,990
$12,200	$1,938	$2,624	$3,005	$3,335	$3,669	$3,988
$12,250	$1,937	$2,623	$3,002	$3,333	$3,666	$3,985
$12,300	$1,936	$2,622	$3,000	$3,330	$3,663	$3,981
$12,350	$1,934	$2,620	$2,996	$3,326	$3,659	$3,977
$12,400	$1,932	$2,617	$2,993	$3,322	$3,654	$3,972
$12,450	$1,930	$2,614	$2,989	$3,317	$3,649	$3,966
$12,500	$1,928	$2,611	$2,984	$3,312	$3,643	$3,960

Appendix 6-2
Smoothed Schedule of Basic Support Obligations without Phase-in Range by Number of Children

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$950	$263	$340	$409	$454	$500	$543
$1,000	$277	$357	$431	$478	$526	$572
$1,050	$291	$375	$452	$502	$552	$600
$1,100	$304	$393	$473	$525	$578	$628
$1,150	$318	$410	$495	$549	$604	$656
$1,200	$331	$428	$516	$573	$630	$685
$1,250	$345	$446	$537	$596	$656	$713
$1,300	$358	$464	$558	$620	$682	$741
$1,350	$372	$481	$580	$643	$708	$769
$1,400	$385	$499	$601	$667	$734	$797
$1,450	$399	$517	$622	$690	$759	$826
$1,500	$412	$534	$643	$714	$785	$854
$1,550	$426	$552	$664	$737	$811	$882
$1,600	$439	$570	$686	$761	$837	$910
$1,650	$453	$587	$707	$784	$863	$938
$1,700	$466	$605	$728	$808	$889	$966
$1,750	$480	$623	$749	$831	$915	$994
$1,800	$493	$640	$770	$855	$940	$1,022
$1,850	$506	$658	$791	$878	$966	$1,050
$1,900	$520	$675	$812	$902	$992	$1,078
$1,950	$533	$693	$834	$925	$1,018	$1,106
$2,000	$547	$711	$855	$949	$1,043	$1,134
$2,050	$560	$728	$876	$972	$1,069	$1,162
$2,100	$573	$746	$897	$995	$1,095	$1,190
$2,150	$587	$764	$918	$1,019	$1,121	$1,218
$2,200	$600	$781	$939	$1,042	$1,146	$1,246
$2,250	$613	$799	$960	$1,066	$1,172	$1,274
$2,300	$627	$817	$981	$1,089	$1,198	$1,302

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$2,350	$640	$834	$1,002	$1,112	$1,224	$1,330
$2,400	$653	$852	$1,023	$1,136	$1,249	$1,358
$2,450	$667	$870	$1,044	$1,159	$1,275	$1,386
$2,500	$680	$887	$1,065	$1,182	$1,301	$1,414
$2,550	$693	$905	$1,086	$1,206	$1,326	$1,442
$2,600	$707	$923	$1,107	$1,229	$1,352	$1,470
$2,650	$720	$940	$1,128	$1,253	$1,378	$1,498
$2,700	$733	$958	$1,149	$1,276	$1,403	$1,526
$2,750	$746	$976	$1,170	$1,299	$1,429	$1,554
$2,800	$760	$994	$1,192	$1,323	$1,455	$1,581
$2,850	$773	$1,011	$1,213	$1,346	$1,481	$1,609
$2,900	$786	$1,029	$1,234	$1,369	$1,506	$1,637
$2,950	$800	$1,047	$1,255	$1,393	$1,532	$1,665
$3,000	$813	$1,064	$1,276	$1,416	$1,558	$1,693
$3,050	$826	$1,082	$1,297	$1,439	$1,583	$1,721
$3,100	$839	$1,100	$1,318	$1,463	$1,609	$1,749
$3,150	$853	$1,118	$1,339	$1,486	$1,635	$1,777
$3,200	$866	$1,135	$1,360	$1,509	$1,660	$1,805
$3,250	$879	$1,153	$1,381	$1,533	$1,686	$1,833
$3,300	$893	$1,171	$1,402	$1,556	$1,712	$1,861
$3,350	$906	$1,189	$1,423	$1,580	$1,738	$1,889
$3,400	$919	$1,207	$1,444	$1,603	$1,763	$1,917
$3,450	$933	$1,225	$1,465	$1,626	$1,789	$1,945
$3,500	$946	$1,242	$1,486	$1,650	$1,815	$1,973
$3,550	$959	$1,260	$1,507	$1,672	$1,839	$2,000
$3,600	$965	$1,268	$1,516	$1,683	$1,851	$2,012
$3,650	$971	$1,276	$1,526	$1,694	$1,863	$2,025
$3,700	$976	$1,284	$1,535	$1,704	$1,875	$2,038
$3,750	$982	$1,292	$1,545	$1,715	$1,886	$2,050
$3,800	$988	$1,300	$1,554	$1,725	$1,897	$2,062
$3,850	$993	$1,308	$1,563	$1,735	$1,908	$2,074
$3,900	$999	$1,316	$1,572	$1,745	$1,919	$2,086

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$3,950	$1,004	$1,324	$1,581	$1,755	$1,930	$2,098
$4,000	$1,010	$1,331	$1,590	$1,764	$1,941	$2,110
$4,050	$1,015	$1,339	$1,598	$1,774	$1,952	$2,121
$4,100	$1,021	$1,346	$1,607	$1,784	$1,962	$2,133
$4,150	$1,026	$1,354	$1,616	$1,793	$1,973	$2,144
$4,200	$1,031	$1,361	$1,624	$1,803	$1,983	$2,156
$4,250	$1,036	$1,368	$1,633	$1,812	$1,993	$2,167
$4,300	$1,041	$1,376	$1,641	$1,821	$2,004	$2,178
$4,350	$1,046	$1,383	$1,649	$1,831	$2,014	$2,189
$4,400	$1,052	$1,390	$1,657	$1,840	$2,024	$2,200
$4,450	$1,057	$1,397	$1,666	$1,849	$2,034	$2,211
$4,500	$1,062	$1,404	$1,674	$1,858	$2,044	$2,222
$4,550	$1,067	$1,411	$1,682	$1,867	$2,054	$2,232
$4,600	$1,072	$1,418	$1,690	$1,876	$2,064	$2,243
$4,650	$1,077	$1,425	$1,698	$1,885	$2,073	$2,254
$4,700	$1,082	$1,432	$1,706	$1,894	$2,083	$2,265
$4,750	$1,086	$1,439	$1,714	$1,903	$2,093	$2,275
$4,800	$1,091	$1,446	$1,722	$1,912	$2,103	$2,286
$4,850	$1,096	$1,453	$1,730	$1,921	$2,113	$2,296
$4,900	$1,101	$1,460	$1,738	$1,929	$2,122	$2,307
$4,950	$1,106	$1,467	$1,746	$1,938	$2,132	$2,318
$5,000	$1,111	$1,474	$1,754	$1,947	$2,142	$2,328
$5,050	$1,116	$1,481	$1,762	$1,956	$2,152	$2,339
$5,100	$1,121	$1,489	$1,770	$1,965	$2,161	$2,350
$5,150	$1,126	$1,496	$1,778	$1,974	$2,171	$2,360
$5,200	$1,131	$1,503	$1,786	$1,983	$2,181	$2,371
$5,250	$1,136	$1,510	$1,794	$1,992	$2,191	$2,381
$5,300	$1,141	$1,517	$1,802	$2,001	$2,201	$2,392
$5,350	$1,146	$1,524	$1,810	$2,010	$2,211	$2,403
$5,400	$1,151	$1,531	$1,819	$2,019	$2,220	$2,414
$5,450	$1,156	$1,538	$1,827	$2,028	$2,230	$2,424
$5,500	$1,161	$1,545	$1,835	$2,037	$2,240	$2,435

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$5,550	$1,166	$1,553	$1,843	$2,046	$2,250	$2,446
$5,600	$1,171	$1,560	$1,851	$2,055	$2,260	$2,457
$5,650	$1,176	$1,567	$1,859	$2,064	$2,270	$2,468
$5,700	$1,182	$1,575	$1,868	$2,073	$2,281	$2,479
$5,750	$1,187	$1,582	$1,876	$2,083	$2,291	$2,490
$5,800	$1,192	$1,589	$1,885	$2,092	$2,301	$2,501
$5,850	$1,197	$1,597	$1,893	$2,101	$2,311	$2,512
$5,900	$1,203	$1,604	$1,901	$2,111	$2,322	$2,524
$5,950	$1,208	$1,612	$1,910	$2,120	$2,332	$2,535
$6,000	$1,214	$1,620	$1,919	$2,130	$2,343	$2,546
$6,050	$1,219	$1,627	$1,927	$2,139	$2,353	$2,558
$6,100	$1,224	$1,635	$1,936	$2,149	$2,364	$2,569
$6,150	$1,230	$1,643	$1,945	$2,159	$2,374	$2,581
$6,200	$1,236	$1,651	$1,954	$2,168	$2,385	$2,593
$6,250	$1,241	$1,658	$1,962	$2,178	$2,396	$2,605
$6,300	$1,247	$1,666	$1,971	$2,188	$2,407	$2,616
$6,350	$1,253	$1,674	$1,980	$2,198	$2,418	$2,628
$6,400	$1,258	$1,682	$1,989	$2,208	$2,429	$2,640
$6,450	$1,264	$1,691	$1,999	$2,218	$2,440	$2,653
$6,500	$1,270	$1,699	$2,008	$2,229	$2,451	$2,665
$6,550	$1,276	$1,707	$2,017	$2,239	$2,463	$2,677
$6,600	$1,282	$1,715	$2,026	$2,249	$2,474	$2,689
$6,650	$1,288	$1,724	$2,036	$2,260	$2,486	$2,702
$6,700	$1,294	$1,732	$2,045	$2,270	$2,497	$2,714
$6,750	$1,300	$1,741	$2,055	$2,281	$2,509	$2,727
$6,800	$1,306	$1,749	$2,064	$2,291	$2,521	$2,740
$6,850	$1,312	$1,758	$2,074	$2,302	$2,532	$2,753
$6,900	$1,318	$1,767	$2,084	$2,313	$2,544	$2,766
$6,950	$1,325	$1,775	$2,094	$2,324	$2,556	$2,779
$7,000	$1,331	$1,784	$2,103	$2,335	$2,568	$2,792
$7,050	$1,337	$1,793	$2,113	$2,346	$2,580	$2,805
$7,100	$1,344	$1,802	$2,123	$2,357	$2,593	$2,818

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$7,150	$1,350	$1,811	$2,134	$2,368	$2,605	$2,832
$7,200	$1,357	$1,820	$2,144	$2,379	$2,617	$2,845
$7,250	$1,363	$1,829	$2,154	$2,391	$2,630	$2,859
$7,300	$1,370	$1,839	$2,164	$2,402	$2,642	$2,872
$7,350	$1,377	$1,848	$2,175	$2,414	$2,655	$2,886
$7,400	$1,383	$1,857	$2,185	$2,425	$2,668	$2,900
$7,450	$1,390	$1,867	$2,195	$2,437	$2,681	$2,914
$7,500	$1,397	$1,876	$2,206	$2,449	$2,694	$2,928
$7,550	$1,404	$1,886	$2,217	$2,460	$2,707	$2,942
$7,600	$1,411	$1,895	$2,227	$2,472	$2,720	$2,956
$7,650	$1,418	$1,905	$2,238	$2,484	$2,733	$2,970
$7,700	$1,425	$1,915	$2,249	$2,496	$2,746	$2,985
$7,750	$1,432	$1,924	$2,260	$2,508	$2,759	$2,999
$7,800	$1,439	$1,934	$2,271	$2,520	$2,772	$3,014
$7,850	$1,446	$1,944	$2,282	$2,533	$2,786	$3,028
$7,900	$1,453	$1,954	$2,293	$2,545	$2,799	$3,043
$7,950	$1,461	$1,964	$2,304	$2,557	$2,813	$3,057
$8,000	$1,468	$1,974	$2,315	$2,569	$2,826	$3,072
$8,050	$1,475	$1,984	$2,326	$2,582	$2,840	$3,087
$8,100	$1,482	$1,994	$2,337	$2,594	$2,854	$3,102
$8,150	$1,490	$2,004	$2,348	$2,607	$2,867	$3,117
$8,200	$1,497	$2,014	$2,360	$2,619	$2,881	$3,132
$8,250	$1,504	$2,024	$2,371	$2,632	$2,895	$3,147
$8,300	$1,512	$2,035	$2,382	$2,644	$2,909	$3,162
$8,350	$1,519	$2,045	$2,394	$2,657	$2,923	$3,177
$8,400	$1,527	$2,055	$2,405	$2,670	$2,937	$3,192
$8,450	$1,534	$2,066	$2,417	$2,682	$2,951	$3,207
$8,500	$1,542	$2,076	$2,428	$2,695	$2,965	$3,222
$8,550	$1,549	$2,086	$2,439	$2,708	$2,979	$3,238
$8,600	$1,557	$2,097	$2,451	$2,721	$2,993	$3,253
$8,650	$1,565	$2,107	$2,462	$2,733	$3,007	$3,268
$8,700	$1,572	$2,118	$2,474	$2,746	$3,021	$3,284

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$8,750	$1,580	$2,128	$2,486	$2,759	$3,035	$3,299
$8,800	$1,587	$2,139	$2,497	$2,772	$3,049	$3,314
$8,850	$1,595	$2,149	$2,509	$2,785	$3,063	$3,329
$8,900	$1,603	$2,160	$2,520	$2,797	$3,077	$3,345
$8,950	$1,610	$2,170	$2,532	$2,810	$3,091	$3,360
$9,000	$1,618	$2,181	$2,543	$2,823	$3,105	$3,375
$9,050	$1,626	$2,191	$2,555	$2,836	$3,119	$3,391
$9,100	$1,633	$2,202	$2,566	$2,848	$3,133	$3,406
$9,150	$1,641	$2,212	$2,578	$2,861	$3,147	$3,421
$9,200	$1,648	$2,222	$2,589	$2,874	$3,161	$3,436
$9,250	$1,656	$2,233	$2,600	$2,886	$3,175	$3,451
$9,300	$1,664	$2,243	$2,612	$2,899	$3,189	$3,466
$9,350	$1,671	$2,254	$2,623	$2,912	$3,203	$3,481
$9,400	$1,679	$2,264	$2,634	$2,924	$3,217	$3,496
$9,450	$1,686	$2,274	$2,646	$2,937	$3,230	$3,511
$9,500	$1,694	$2,285	$2,657	$2,949	$3,244	$3,526
$9,550	$1,701	$2,295	$2,668	$2,961	$3,257	$3,541
$9,600	$1,708	$2,305	$2,679	$2,974	$3,271	$3,556
$9,650	$1,716	$2,315	$2,690	$2,986	$3,284	$3,570
$9,700	$1,723	$2,325	$2,701	$2,998	$3,298	$3,585
$9,750	$1,730	$2,335	$2,712	$3,010	$3,311	$3,599
$9,800	$1,737	$2,345	$2,722	$3,022	$3,324	$3,613
$9,850	$1,745	$2,355	$2,733	$3,034	$3,337	$3,627
$9,900	$1,752	$2,364	$2,743	$3,045	$3,350	$3,641
$9,950	$1,759	$2,374	$2,754	$3,057	$3,363	$3,655
$10,000	$1,766	$2,384	$2,764	$3,068	$3,375	$3,669
$10,050	$1,773	$2,393	$2,774	$3,080	$3,388	$3,682
$10,100	$1,779	$2,403	$2,785	$3,091	$3,400	$3,696
$10,150	$1,786	$2,412	$2,795	$3,102	$3,412	$3,709
$10,200	$1,793	$2,421	$2,804	$3,113	$3,424	$3,722
$10,250	$1,799	$2,430	$2,814	$3,124	$3,436	$3,735
$10,300	$1,806	$2,439	$2,824	$3,134	$3,448	$3,748

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$10,350	$1,812	$2,448	$2,833	$3,145	$3,459	$3,760
$10,400	$1,819	$2,457	$2,842	$3,155	$3,470	$3,772
$10,450	$1,825	$2,465	$2,851	$3,165	$3,481	$3,784
$10,500	$1,831	$2,474	$2,860	$3,175	$3,492	$3,796
$10,550	$1,837	$2,482	$2,869	$3,184	$3,503	$3,808
$10,600	$1,843	$2,490	$2,877	$3,194	$3,513	$3,819
$10,650	$1,849	$2,498	$2,886	$3,203	$3,523	$3,830
$10,700	$1,854	$2,506	$2,894	$3,212	$3,533	$3,841
$10,750	$1,860	$2,513	$2,902	$3,221	$3,543	$3,851
$10,800	$1,865	$2,521	$2,909	$3,230	$3,552	$3,862
$10,850	$1,870	$2,528	$2,917	$3,238	$3,562	$3,871
$10,900	$1,875	$2,535	$2,924	$3,246	$3,570	$3,881
$10,950	$1,880	$2,542	$2,931	$3,254	$3,579	$3,890
$11,000	$1,885	$2,548	$2,938	$3,261	$3,587	$3,899
$11,050	$1,890	$2,555	$2,945	$3,268	$3,595	$3,908
$11,100	$1,894	$2,561	$2,951	$3,275	$3,603	$3,916
$11,150	$1,898	$2,567	$2,957	$3,282	$3,610	$3,924
$11,200	$1,902	$2,572	$2,962	$3,288	$3,617	$3,932
$11,250	$1,906	$2,578	$2,968	$3,294	$3,624	$3,939
$11,300	$1,910	$2,583	$2,973	$3,300	$3,630	$3,946
$11,350	$1,914	$2,588	$2,978	$3,305	$3,636	$3,952
$11,400	$1,917	$2,593	$2,982	$3,310	$3,641	$3,958
$11,450	$1,920	$2,597	$2,986	$3,315	$3,647	$3,964
$11,500	$1,923	$2,601	$2,990	$3,319	$3,651	$3,969
$11,550	$1,926	$2,605	$2,994	$3,323	$3,655	$3,974
$11,600	$1,928	$2,608	$2,997	$3,327	$3,659	$3,978
$11,650	$1,930	$2,612	$3,000	$3,330	$3,663	$3,981
$11,700	$1,932	$2,615	$3,002	$3,333	$3,666	$3,985
$11,750	$1,934	$2,617	$3,004	$3,335	$3,668	$3,987
$11,800	$1,936	$2,619	$3,006	$3,337	$3,670	$3,990
$11,850	$1,937	$2,621	$3,007	$3,338	$3,672	$3,991
$11,900	$1,938	$2,623	$3,008	$3,339	$3,673	$3,993

Combined Net Income	Number of Children					
	1	2	3	4	5	6
$11,950	$1,939	$2,624	$3,009	$3,340	$3,674	$3,993
$12,000	$1,939	$2,625	$3,009	$3,340	$3,674	$3,993
$12,050	$1,939	$2,625	$3,008	$3,339	$3,673	$3,993
$12,100	$1,939	$2,625	$3,008	$3,338	$3,672	$3,992
$12,150	$1,939	$2,625	$3,006	$3,337	$3,671	$3,990
$12,200	$1,938	$2,624	$3,005	$3,335	$3,669	$3,988
$12,250	$1,937	$2,623	$3,002	$3,333	$3,666	$3,985
$12,300	$1,936	$2,622	$3,000	$3,330	$3,663	$3,981
$12,350	$1,934	$2,620	$2,996	$3,326	$3,659	$3,977
$12,400	$1,932	$2,617	$2,993	$3,322	$3,654	$3,972
$12,450	$1,930	$2,614	$2,989	$3,317	$3,649	$3,966
$12,500	$1,928	$2,611	$2,984	$3,312	$3,643	$3,960