

To: Georgia Child Support Guidelines Statute Review Subcommittee

From: Jane Venohr

Date: August 14, 2023 (revision to July 15, 2023 memorandum)

RE: Alternative Low-Income Table. **This is revised to synch with the UPDATED table of obligations based on the Rothbarth estimates that the Commission favored at its August 11, 2023 meeting.**

**Text boxes are used to point out new information. Strikeout and red underline are also used to show tweaks made in the assumptions to work with the Rothbarth table**

This memorandum provides 3 alternative low-income table that apply a minimum order to obligor incomes of \$1,500 per month and below. The request was made at the June subcommittee meeting.

### Key Notes

- ***\$1,500 obligor income threshold for minimum order.*** The threshold \$1,500 is the approximate gross-income eligibility threshold for the Supplemental Nutrition Assistance Program for one person. (The gross income eligibility threshold is 130% of poverty where the 2023 federal poverty guidelines for one person is \$1,215 per month.)
- ***Use of percentages for minimum order.*** For obligor incomes of \$1,500 per month, a percentage of income formula is used to arrive at a \$0 amount when there is no income. This is consistent with the intent of the low-income adjustment required in the 2016-added federal rules pertaining to child support guidelines.<sup>1</sup>
- ***Percentage amounts.*** The minimum order thresholds start with 19 or 20% for one child because the narrative of the 2014 proposed federal rule changes cites research that finds that orders go unpaid if they exceed 20% of the obligor's income.<sup>2</sup> The actual research is greater than 19% for one child and greater than 29% for two or more children.<sup>3</sup> Further, subsequent research finds default and income imputation matter more at explaining non-payment than the order amount.<sup>4</sup>

<sup>1</sup> Federal Register/Vol. 81, No. 244. (Dec. 20, 2016.) Department of Health and Human Services Centers for Medicaid Services. Flexibility, Efficiency, and Modernization in Child Support Enforcement Programs. Vol. 81, No. 244. Retrieved from <https://www.gpo.gov/fdsys/pkg/FR-2016-12-20/pdf/2016-29598.pdf>.

<sup>2</sup> See pp. 68554 of U.S. Department of Health and Human Services. (Nov. 17, 2014). "Flexibility, Efficiency, and Modernization in Child Support Enforcement Programs." *Federal Register*, Vol. 79, No. 221. Retrieved from <https://www.govinfo.gov/content/pkg/FR-2014-11-17/pdf/2014-26822.pdf>. The narrative actually says 15-20%, but the more commonly cited amount is 20%. The 15% is an old study applied to limited cases.

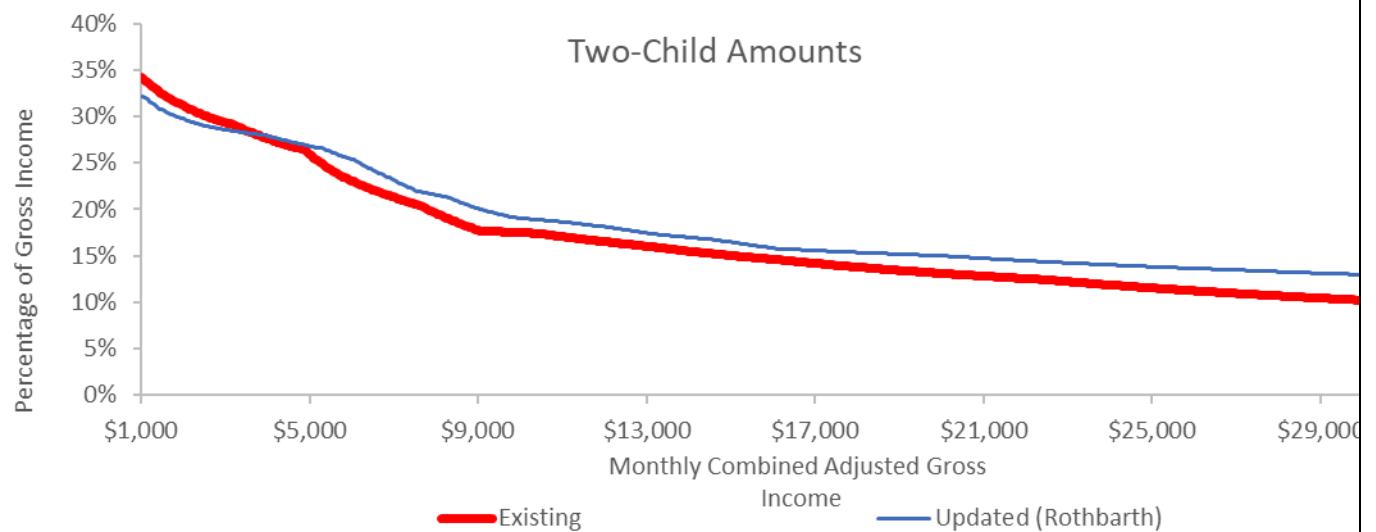
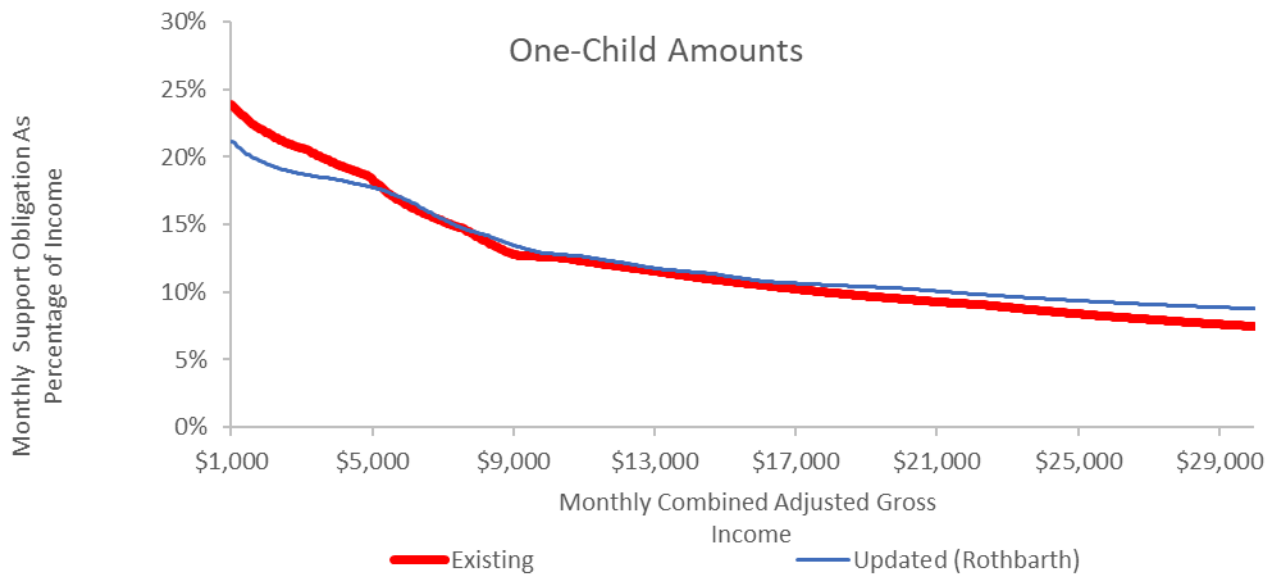
<sup>3</sup> Takayesu, Mark. (Oct. 2011.) *How Do Child Support Order Amounts Affect Payment and Compliance?* Research Unit of the Orange County Department of Child Support Services. Retrieved from [https://ywcss.com/sites/default/files/pdf-resource/how\\_do\\_child\\_support\\_orders\\_affect\\_payments\\_and\\_compliance.pdf](https://ywcss.com/sites/default/files/pdf-resource/how_do_child_support_orders_affect_payments_and_compliance.pdf). See page 2 for one-child amount and Table 5 for Low-Income for two and more children amount.

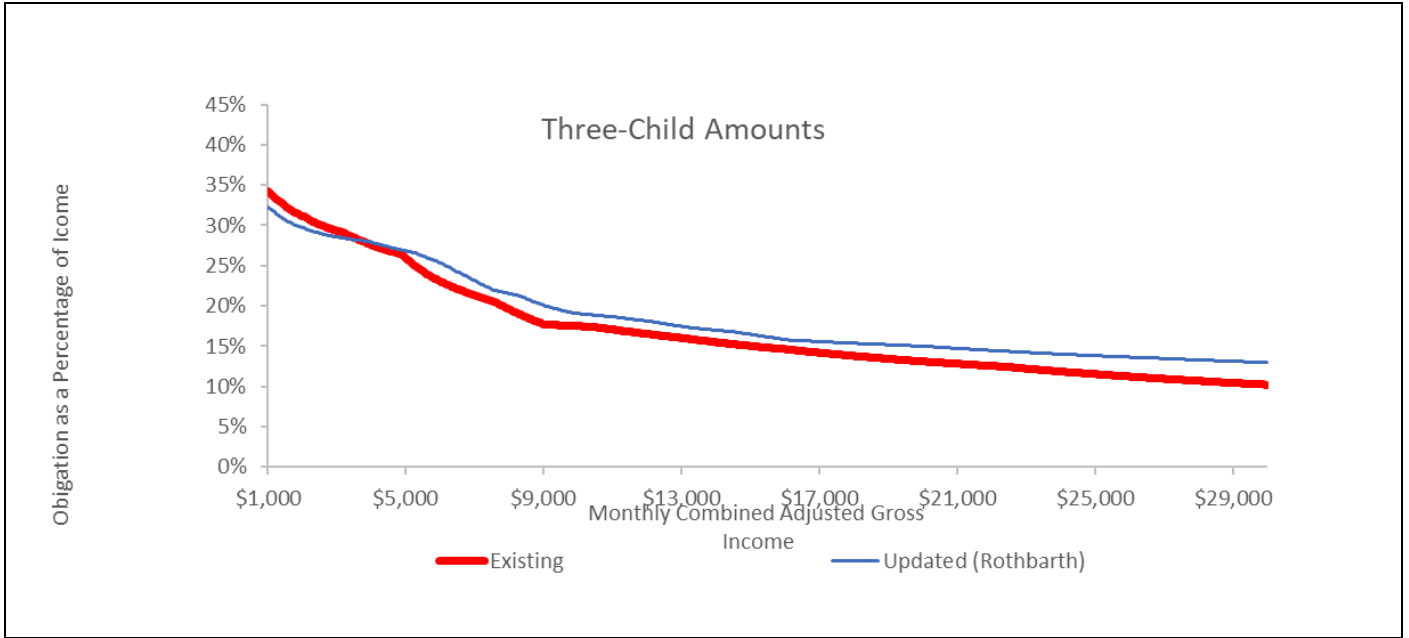
<sup>4</sup> Judicial Council of California, *Review of Statewide Uniform Child Support Guideline 2022*. San Francisco, CA. Exhibit 56, p. 199. Retrieved from <https://www.courts.ca.gov/documents/Review-of-Uniform-Child-Support-Guideline-2021.pdf>. See page 66 and Appendix B.

The Rothbarth-table amounts are generally lower than the existing table amounts at very low-incomes and higher at middle and higher incomes for one and two children. Based on the case file data, the percentage of orders for:

- One child (54% private cases, 76% DCSS cases);
- Two children (36% private cases, 17% DCSS cases); and
- Three or more children (10% private cases, 7% DCSS cases).

	1 Child (income when basic obligation is less than 20%)	1 Child (income when basic obligation is less than 19%)	2 Children (when basic obligation less than 29%)	3 Children (when basic obligation less than 29%)	4 Children (when basic obligation less than 29%)	5 Children (when basic obligation less than 29%)	6 Children (when basic obligation less than 29%)
Existing	\$3,600	\$5,400	\$3,250	\$5,250	\$6,200	\$7,450	\$8,300
Rothbarth	\$1,600	\$2,600	\$2,550	\$6,500	\$7,650	\$9,100	\$11,300





The three options vary by their phase-out of the low-income table.

- **Option 1500.A** phases out the low-income table at obligor adjusted gross incomes of ~~\$3,000~~ \$2,500 per month about twice \$1,215 (which is the 2023 poverty level for one person) ~~1,500~~ per month, so about ~~230~~ 200% of poverty).
- **Option 1500.B is more generous than Option 1500.A.** It phases out the low-income table when the basic obligations of the income shares tables produce the same percentages as the minimum orders.
- **Option 1500.C is the least generous.** Its phase-out is more aggressive, but adequate to maintain economic incentive to earn more is in between Option 1500.A and 1500.b

	Major Advantages	Major Disadvantages
More generous	<ul style="list-style-type: none"> <li>• Less likely to erode with time</li> </ul>	<ul style="list-style-type: none"> <li>• May be perceived as too much of a decrease today</li> </ul>
Less generous	<ul style="list-style-type: none"> <li>• May be less controversial because less change</li> </ul>	<ul style="list-style-type: none"> <li>• Could become outdated quickly if cost of living keeps increasing at recent pace</li> </ul>

**Draft Provision for the Adjustment**

*For the purpose of calculating a low-income adjustment when the noncustodial parent’s gross adjusted income is less than \$\_\_\_ per month, the noncustodial parent’s minimum child support for one child shall be not less 19% of the noncustodial parent’s gross adjusted gross income, and such amount shall be increased to 24% of the noncustodial parent’s gross adjusted gross income for two children... If the order amount without application of the low-income adjustment is less than that with the low-income adjustment, the lower amount shall be ordered.*

**Other Notes:**

- The term, “obligor” is used for what Georgia currently calls the “noncustodial parent.”

- Utah staggers the tables to account for the low-income adjustment applying to higher incomes when there are more children.

*Exhibit 1: Excerpts of Utah Low-Income Table*

Individual Monthly Adjusted Gross Income		Number of Children					
From	To	1	2	3	4	5	6
0 -	50	30	30	30	30	30	30
51 -	100	30	40	50	50	50	50
101 -	150	30	50	75	75	75	75
151 -	750	30	55	75	90	100	105
751 -	1,256	60	111	151	181	201	211
1,257 -	1,270	75	138	189	226	251	264
1,271 -	1,280	76	140	191	229	254	267
1,281 -	1,290	77	141	192	231	256	269
1,291 -	1,300	77	142	194	232	258	271
1,301 -	1,310	78	143	195	234	260	273
1,311 -	1,320	79	144	197	236	262	275
1,321 -	1,330	79	145	198	238	264	277
1,331 -	1,340	80	146	200	240	266	280
2,151 -	2,200			581	667	731	774
2,201 -	2,250			616	704	770	814
2,251 -	2,300					810	855
2,301 -	2,350						897
2,351 -	2,400						964
2,401 -	2,450						1,008

*Exhibit 2: Excerpt of Utah Income Shares Table*

Combined Monthly Adjusted Gross Income		Number of Children					
From	To	1	2	3	4	5	6
1,951 -	2,000	366					
2,001 -	2,100	385					
2,101 -	2,200	399					
2,201 -	2,300	410	628	728			
2,301 -	2,400	420	652	756	843	927	
2,401 -	2,500	431	676	784	874	961	1,046
2,501 -	2,600	443	700	811	904	995	1,082
2,601 -	2,700	453	723	838	934	1,028	1,118
2,701 -	2,800	464	747	865	964	1,060	1,154
2,801 -	2,900	475	770	891	994	1,093	1,189
2,901 -	3,000	485	794	918	1,024	1,126	1,225
3,001 -	3,100	496	817	945	1,054	1,159	1,261
3,101 -	3,200	508	838	970	1,081	1,189	1,294
3,201 -	3,300	518	859	994	1,108	1,219	1,326
3,301 -	3,400	529	881	1,018	1,135	1,248	1,358

The dollar amounts in Exhibits 3, 4, 5 and 6 have changed since the July 15, 2023 memorandum to synch with the Rothbarth table recommended by the commission.

The proposed minimum order for one child is reduced from 20% to 19% because the Rothbarth amounts for one child at low income are significantly lower than the existing schedule amounts.

**Exhibit 3: Low-Income Table Option 1500.A**

Obligor's Adjusted Gross Income	1 Child	2 Children	3 Children	4 Children	5 Children	6 Children
Below \$1,500	19% of income	24% of income	25% of income	26% of income	27% of income	28% of income
1550	295	372	388	403	419	434
1600	304	391	413	433	453	473
1650	314	409	439	464	488	511
1700	323	428	465	494	522	550
1750	333	446	491	524	557	589
1800	342	465	516	554	592	628
1850	352	484	542	585	626	666
1900	361	502	568	615	661	705
1950	371	521	594	645	695	744
2000	381	539	620	675	730	782
2050	390	558	645	706	765	821
2100	400	577	671	736	799	860
2150	409	595	697	766	834	899
2200	419	614	723	797	868	937
2250	428	633	749	827	903	976
2300	438	651	774	857	938	1015
2350	448	670	800	887	972	1054
2400	457	688	826	918	1007	1092
2450	467	707	852	948	1041	1131

**Exhibit 4: Accompanying Income Shares Table for Option 1500.A using Existing Table of Basic Obligations**

Combined Adjusted Gross Income	1 Child	2 Children	3 Children	4 Children	5 Children	6 Children
<i>Where to start it is a policy decision. Utah starts it at \$2,000, which is where the low-income table ends for 1 child</i>						
2500	476	726	877	978	1076	1170
2550	485	739	893	996	1095	1191
2600	494	752	909	1014	1115	1212
2650	502	765	925	1031	1134	1233
2700	511	778	941	1049	1154	1254
2750	519	791	957	1067	1173	1275
2800	528	804	973	1084	1193	1296
2850	537	817	988	1102	1212	1318
2900	545	830	1004	1120	1232	1339
2950	554	844	1020	1137	1251	1360
3000	562	857	1036	1155	1270	1381
3050	571	870	1052	1173	1290	1402
3100	580	883	1068	1190	1309	1423
3150	588	896	1084	1208	1329	1444
3200	597	909	1099	1226	1348	1465
3250	605	922	1115	1243	1368	1487
3300	614	935	1131	1261	1387	1508
3350	623	948	1147	1279	1406	1529

**Example 1: Each parent's income is \$1,250 per month and there is one child:**

Existing: \$264 (existing table amount is \$528, each parent responsible for 50%)

Low-Income table using Option 1500.a: **\$238 (19% of \$1,250)****Example 2: Obligor income = \$1,250; Obligee income is \$2,000 and there is one child:**

Existing: \$255 (existing table amount for combined income of \$3,250 is \$663, obligor's share = 38%)

**Proposed: \$230 (existing table amount for combined income of \$3,250 is \$605, obligor's share = 38%)**Low-income adjustment: **\$230 because it is the lower of regular calculation and** Low-Income table using Option 1500.a: **\$238 (19% of \$1,250)****Exhibit 5: Low-Income Table Option 1500.B**

Obligor's Adjusted Gross Income	1 Child	2 Children	3 Children	4 Children	5 Children	6 Children
Below \$1,500	19% of income	24% of income	25% of income	26% of income	27% of income	28% of income
1550	295	372	388	403	419	434
1600	304	384	400	416	432	448
1650	314	396	413	429	446	462
1700	323	408	425	442	459	476
1750	333	420	438	455	473	490
1800	342	432	450	468	486	504
1850	352	444	463	481	500	518
1900	361	456	475	494	513	532
1950	371	468	488	507	527	546
2000	380	480	500	520	540	560
2050	390	492	513	533	554	574
2100	399	504	525	546	567	588
2150	409	516	538	559	581	602
2200	418	528	550	572	594	616
2250	428	540	563	585	608	630
2300	437	552	575	598	621	644
2350	447	564	588	611	635	658
2400	456	576	600	624	648	672
2450	466	588	613	637	662	686
2500	475	600	625	650	675	700
2550	485	612	638	663	689	714
2600		624	650	676	702	728
2650		636	663	689	716	742
2700		648	675	702	729	756
2750		660	688	715	743	770
2800		672	700	728	756	784
2850		684	713	741	770	798
2900		696	725	754	783	812
2950		708	738	767	797	826
3000		720	750	780	810	840
3050		732	763	793	824	854
3100		744	775	806	837	868
3150		756	788	819	851	882
3200		768	800	832	864	896
3250		780	813	845	878	910
3300		792	825	858	891	924
3350		804	838	871	905	938
3400		816	850	884	918	952
3450		828	863	897	932	966
3500		840	875	910	945	980
3550		852	888	923	959	994

Obligor's Adjusted Gross Income	1 Child	2 Children	3 Children	4 Children	5 Children	6 Children
3600		864	900	936	972	1008
3650		876	913	949	986	1022
3700		888	925	962	999	1036
3750		900	938	975	1013	1050
3800		912	950	988	1026	1064
3850		924	963	1001	1040	1078
3900		936	975	1014	1053	1092
3950		948	988	1027	1067	1106
4000		960	1000	1040	1080	1120
4050		972	1013	1053	1094	1134
4100		984	1025	1066	1107	1148
4150		996	1038	1079	1121	1162
4200		1008	1050	1092	1134	1176
4250		1020	1063	1105	1148	1190
4300		1032	1075	1118	1161	1204
4350		1044	1088	1131	1175	1218
4400		1056	1100	1144	1188	1232
4450		1068	1113	1157	1202	1246
4500		1080	1125	1170	1215	1260
4550		1092	1138	1183	1229	1274
4600		1104	1150	1196	1242	1288
4650		1116	1163	1209	1256	1302
4700		1128	1175	1222	1269	1316
4750		1140	1188	1235	1283	1330
4800		1152	1200	1248	1296	1344
4850		1164	1213	1261	1310	1358
4900		1176	1225	1274	1323	1372
4950		1188	1238	1287	1337	1386
5000		1200	1250	1300	1350	1400
5050		1212	1263	1313	1364	1414
5100		1224	1275	1326	1377	1428
5150		1236	1288	1339	1391	1442
5200		1248	1300	1352	1404	1456
5250		1260	1313	1365	1418	1470
5300		1272	1325	1378	1431	1484
5350		1284	1338	1391	1445	1498
5400		1296	1350	1404	1458	1512
5450		1308	1363	1417	1472	1526
5500		1320	1375	1430	1485	1540
5550		1332	1388	1443	1499	1554
5600		1344	1400	1456	1512	1568
5650		1356	1413	1469	1526	1582
5700		1368	1425	1482	1539	1596
5750		1380	1438	1495	1553	1610
5800		1392	1450	1508	1566	1624
5850		1404	1463	1521	1580	1638
5900		1416	1475	1534	1593	1652
5950		1428	1488	1547	1607	1666
6000		1440	1500	1560	1620	1680
6050		1452	1513	1573	1634	1694
6100		1464	1525	1586	1647	1708
6150		1476	1538	1599	1661	1722
6200		1488	1550	1612	1674	1736
6250		1500	1563	1625	1688	1750
6300		1512	1575	1638	1701	1764
6350		1524	1588	1651	1715	1778
6400		1536	1600	1664	1728	1792

Obligor's Adjusted Gross Income	1 Child	2 Children	3 Children	4 Children	5 Children	6 Children
6450		1548	1613	1677	1742	1806
6500		1560	1625	1690	1755	1820
6550		1572	1638	1703	1769	1834
6600		1584	1650	1716	1782	1848
6650			1663	1729	1796	1862
6700			1675	1742	1809	1876
6750			1688	1755	1823	1890
6800			1700	1768	1836	1904
6850			1713	1781	1850	1918
6900			1725	1794	1863	1932
6950			1738	1807	1877	1946
7000			1750	1820	1890	1960
7050			1763	1833	1904	1974
7100			1775	1846	1917	1988
7150			1788	1859	1931	2002
7200			1800	1872	1944	2016
7250			1813	1885	1958	2030
7300			1825	1898	1971	2044
7350			1838	1911	1985	2058
7400			1850	1924	1998	2072
7450			1863	1937	2012	2086
7500			1875	1950	2025	2100
7550			1888	1963	2039	2114
7600			1900	1976	2052	2128
7650			1913	1989	2066	2142
7700			1925	2002	2079	2156
7750			1938	2015	2093	2170
7800			1950	2028	2106	2184
7850			1963	2041	2120	2198
7900			1975	2054	2133	2212
7950			1988	2067	2147	2226
8000			2000	2080	2160	2240
8050			2013	2093	2174	2254
8100			2025	2106	2187	2268
8150			2038	2119	2201	2282
8200			2050	2132	2214	2296
8250			2063	2145	2228	2310
8300			2075	2158	2241	2324
8350			2088	2171	2255	2338
8400			2100	2184	2268	2352
8450			2113	2197	2282	2366
8500				2210	2295	2380
8550				2223	2309	2394
8600				2236	2322	2408
8650				2249	2336	2422
8700				2262	2349	2436
8750				2275	2363	2450
8800				2288	2376	2464
8850				2301	2390	2478
8900				2314	2403	2492
8950				2327	2417	2506
9000				2340	2430	2520
9050				2353	2444	2534
9100				2366	2457	2548
9150				2379	2471	2562
9200				2392	2484	2576
9250				2405	2498	2590



Obligor's Adjusted Gross Income	1 Child	2 Children	3 Children	4 Children	5 Children	6 Children
9300				2418	2511	2604
9350					2525	2618
9400					2538	2632
9450					2552	2646
9500					2565	2660
9550					2579	2674
9600					2592	2688
9650					2606	2702
9700					2619	2716
9750					2633	2730
9800					2646	2744
9850					2660	2758
9900					2673	2772
9950					2687	2786
10000					2700	2800
10050					2714	2814
10100					2727	2828
10150					2741	2842
10200					2754	2856
10250					2768	2870
10300					2781	2884
10350					2795	2898
10400					2808	2912
10450					2822	2926
10500					2835	2940
10550					2849	2954
10600					2862	2968
10650					2876	2982
10700					2889	2996
10750					2903	3010
10800						3024
10850						3038
10900						3052
10950						3066
11000						3080
11050						3094
11100						3108
11150						3122
11200						3136
11250						3150
11300						3164
11350						3178
11400						3192
11450						3206
11500						3220
11550						3234
11600						3248
11650						3262
11700						3276
11750						3290
11800						3304
11850						3318
11900						3332
11950						3346
12000						3360
12050						3374
12100						3388

Obligor's Adjusted Gross Income	1 Child	2 Children	3 Children	4 Children	5 Children	6 Children
12150						3402
12200						3416
12250						3430
12300						3444
12350						3458
12400						3472
12450						3486
12500						3500

**Exhibit 6: Low-Income Table Option 1500.C**

Obligor's Adjusted Gross Income	1 Child	2 Children	3 Children	4 Children	5 Children	6 Children
Below \$1,500	19% of income	24% of income	25% of income	26% of income	27% of income	28% of income
1550	295	372	388	403	419	434
1600	304	389	408	427	444	462
1650	314	405	429	450	470	490
1700	323	422	450	474	496	518
1750	333	439	471	497	522	546
1800	342	456	492	521	548	574
1850	352	472	513	544	574	601
1900	361	489	534	568	599	629
1950	371	506	555	591	625	657
2000	381	522	576	615	651	685
2050	390	539	597	638	677	713
2100	400	556	618	662	703	741
2150	409	573	639	685	729	769
2200	419	589	660	709	754	797
2250	428	606	681	732	780	825
2300	438	623	702	756	806	853
2350	448	639	723	779	832	881
2400	457	656	744	803	858	909
2450	467	673	765	826	884	936
2500		690	786	850	910	964
2550		706	807	873	935	992
2600		723	828	897	961	1020
2650		740	848	920	987	1048
2700		756	869	944	1013	1076
2750		773	890	967	1039	1104
2800		790	911	991	1065	1132
2850		807	932	1014	1090	1160
2900		823	953	1038	1116	1188
2950		840	974	1061	1142	1216
3000			995	1085	1168	1243
3050			1016	1108	1194	1271
3100			1037	1132	1220	1299
3150			1058	1155	1245	1327
3200			1079	1179	1271	1355
3250			1100	1202	1297	1383
3300			1121	1226	1323	1411
3350			1142	1249	1349	1439
3400				1273	1375	1467
3450				1296	1401	1495
3500				1320	1426	1523
3550				1343	1452	1550
3600					1478	1578
3650					1504	1606
3700					1530	1634
3750					1556	1662
3800						1690
3850						1718
3900						1746
3950						1774

## Comparisons

Scenarios		One Child				Two Children			
Custodial Parent's Income	Noncustodial Parent's Income	Existing	1500.A	1500.B	1500.C	Existing	1500.A	1500.B	1500.C
\$0	\$1,250	291	238	238	238	416	300	300	300
\$1,250	\$1,250	264	238	238	238	376	300	300	300
\$2,000	\$1,250	255	232	232	232	362	300	300	300
\$0	\$1,800	398	342	342	342	569	465	432	456
\$1,250	\$1,800	371	337*	337*	337*	527	465	432	456
\$1,800	\$1,800	359	333*	333*	333*	509	465	432	456
\$1,600	\$2,400	467	457**	457*	457*	662	670*	576	656

\*regular child support calculation is less than low-income table

\*\* low-income table does not apply

### Findings

- One Child: The decreases for one child are driven largely from the decreases in the Rothbarth table for one child. Most of the Rothbarth table is less than 20% of gross income. The low-income table option has no impact.
- Two+ Children: The low-income table option matters because the basic obligations are generally more than 28% of gross income at low incomes.

Table 1: Excerpt of Updated Rothbarth Table before Low-Income Adjustment

Combined Adjusted Gross Income	One Child	Two Children	Three Children	Four Children	Five Children	Six Children
1500	302	460	557	621	683	742
1550	311	474	573	639	703	764
1600	320	487	589	657	723	786
1650	329	501	606	675	743	807
1700	338	514	622	693	763	829
1750	346	528	638	711	783	851
1800	355	541	654	730	802	872
1850	364	555	671	748	822	894
1900	373	568	687	766	842	916
1950	382	581	703	784	862	937
2000	390	594	719	802	882	958
2050	399	608	735	819	901	979
2100	407	621	751	837	921	1001
2150	416	634	766	855	940	1022
2200	425	647	782	872	959	1043
2250	433	660	798	890	979	1064
2300	442	673	814	908	998	1085
2350	450	686	830	925	1018	1106
2400	459	699	846	943	1037	1127
2450	468	712	862	961	1057	1149
2500	476	726	877	978	1076	1170
2550	485	739	893	996	1095	1191
2600	494	752	909	1014	1115	1212
2650	502	765	925	1031	1134	1233
2700	511	778	941	1049	1154	1254
2750	519	791	957	1067	1173	1275
2800	528	804	973	1084	1193	1296
2850	537	817	988	1102	1212	1318
2900	545	830	1004	1120	1232	1339
2950	554	844	1020	1137	1251	1360
3000	562	857	1036	1155	1270	1381
3050	571	870	1052	1173	1290	1402
3100	580	883	1068	1190	1309	1423
3150	588	896	1084	1208	1329	1444
3200	597	909	1099	1226	1348	1465
3250	605	922	1115	1243	1368	1487
3300	614	935	1131	1261	1387	1508
3350	623	948	1147	1279	1406	1529
3400	631	962	1163	1296	1426	1550
3450	640	975	1179	1314	1445	1571
3500	648	988	1194	1332	1465	1592
3550	657	1001	1210	1349	1484	1613
3600	666	1014	1226	1367	1504	1635
3650	674	1027	1242	1385	1523	1656
3700	683	1040	1258	1402	1543	1677
3750	691	1053	1274	1420	1562	1698
3800	700	1066	1290	1438	1581	1719
3850	709	1079	1305	1455	1601	1740
3900	717	1093	1321	1473	1620	1761
3950	726	1105	1336	1492	1641	1784
4000	733	1116	1349	1507	1657	1802