

Contract No.: FNS-03-030-TMN / 43-3198-3-3724  
MPR Reference No.: 6044-510

**MATHEMATICA**  
Policy Research, Inc.

**Trends in Food Stamp  
Program Participation  
Rates: 2000 to 2006**

*Final Report*

*June 2008*

*Kari Wolkwitz*

Submitted to:

U.S. Department of Agriculture  
Food and Nutrition Service  
3101 Park Center Drive  
Room 1014  
Alexandria, VA 22302

Project Officer:  
Jenny Genser

Submitted by:

Mathematica Policy Research, Inc.  
600 Maryland Avenue, S.W., Suite 550  
Washington, DC 20024-2512  
Telephone: (202) 484-9220  
Facsimile: (202) 863-1763

Project Director:  
Carole Trippe

The U.S. Department of Agriculture (USDA) prohibits discrimination in all its programs and activities on the basis of race, color, national origin, age, disability, and where applicable, sex, marital status, familial status, parental status, religion, sexual orientation, genetic information, political beliefs, reprisal, or because all or part of an individual's income is derived from any public assistance program. (Not all prohibited bases apply to all programs.) Persons with disabilities who require alternative means for communications of program information (Braille, large point, audiotape, etc.) should contact USDA's TARGET Center at (202) 720-2600 (voice and TDD).

To file a complaint of discrimination, write to USDA, Director, Office of Civil Rights, 1400 Independence Avenue, S.W., Washington, DC 20250-9410 or call (800) 795-3272 (voice) or (202) 720-6382 (TDD). USDA is an equal opportunity provider and employer.

## ACKNOWLEDGMENTS

This report was prepared by Kari Wolkwitz of Mathematica Policy Research, Inc. for the U.S. Department of Agriculture's Food and Nutrition Service (FNS), Office of Research, Nutrition, and Analysis. Many individuals made important contributions to this report. The author thanks Karen Cunyningham, Carole Trippe, Laura Castner, and Jackie Kauff for providing guidance and reviewing the report; Bruce Schechter and Joel Smith for providing programming support; and Jackie McGee for preparing the manuscript. The author also thanks Jenny Genser, Steven Carlson, Bob Dalrymple, and Michael DePiro of FNS for providing guidance and program information.

This work was conducted under contract number FNS-03-030-TNN with FNS. An electronic version of this report is available at: <http://www.fns.usda.gov/oane/MENU/Published/FSP/participation.htm>.

Author:	Kari Wolkwitz
MPR Project Director:	Carole Trippe
MPR Project Number:	6044-510
FNS Project Officer:	Jenny Genser
FNS Contract Number:	FNS-03-030-TNN / 43-3198-3-3724



# CONTENTS

Chapter	Page
EXECUTIVE SUMMARY .....	xi
INTRODUCTION.....	1
SUMMARY OF ESTIMATED PARTICIPATION RATES FOR FY 2006.....	2
RECENT TRENDS IN PARTICIPATION RATES.....	3
PARTICIPATION RATES FOR SUBGROUPS FOR FY 2006.....	3
TRENDS IN PARTICIPATION RATES FOR SUBGROUPS .....	5
TRENDS IN BENEFIT RECEIPT RATES FOR FY 2006 .....	6
FACTORS ASSOCIATED WITH CHANGES IN PARTICIPATION RATES.....	7
METHODOLOGY .....	8
REFERENCES .....	16
APPENDIX A: SELECTED INDIVIDUAL AND HOUSEHOLD PARTICIPATION RATES AND BENEFIT RECEIPT RATES IN FY 2006 .....	17
APPENDIX B: DETAILED PARTICIPATION RATES IN FY 2006.....	21
APPENDIX C: CHANGES IN INDIVIDUAL FSP PARTICIPATION RATES, 1988 TO 2006 .....	35
APPENDIX D: METHODOLOGY .....	39
APPENDIX E: SAMPLING ERROR OF PARTICIPATION RATE ESTIMATES .....	67
APPENDIX F: ECONOMIC AND POLICY INFLUENCES ON THE FOOD STAMP PROGRAM .....	73
APPENDIX G: CHANGES IN THE MARCH CPS OVER TIME .....	87
APPENDIX H: FSP ELIGIBILITY PARAMETERS .....	91



## TABLES

<b>Table</b>		<b>Page</b>
1	INDIVIDUAL AND HOUSEHOLD PARTICIPATION RATES AND BENEFIT RECEIPT RATES, FISCAL YEAR 2006.....	9
2	MONTHLY NUMBER OF ELIGIBLE AND PARTICIPATING INDIVIDUALS, HOUSEHOLDS, AND BENEFITS, AND PARTICIPATION RATES, 1976 TO 2006 .....	10
3	FSP INDIVIDUAL PARTICIPATION RATES BY DEMOGRAPHIC CHARACTERISTICS, FY 2005 AND FY 2006.....	12
4	FSP INDIVIDUAL PARTICIPATION RATES BY ECONOMIC CHARACTERISTICS OF HOUSEHOLDS, FY 2005 AND FY 2006 .....	13
5	FSP PARTICIPATION RATES BY SELECTED CHARACTERISTICS, FY 2000 TO FY 2006.....	15





## FIGURES

<b>Figure</b>		<b>Page</b>
1	TRENDS IN MONTHLY FSP PARTICIPATION RATES, 1976 TO 2006.....	11
2	INDIVIDUAL PARTICIPATION RATES BY SUBGROUP, FY 2006.....	14



## EXECUTIVE SUMMARY

The Food Stamp Program (FSP) helps low-income individuals purchase food so that they can obtain a nutritious diet. One important measure of the program's performance is its ability to reach its target population, as indicated by the proportion of people eligible for benefits who actually participate.

Of the 37 million individuals who were eligible for food stamp benefits in an average month in 2006, 25 million individuals (67 percent) participated and over 12 million eligible individuals did not. While the FSP served 67 percent of all eligible individuals, it provided 83 percent of the food stamp benefits that all eligible individuals could receive, an increase of over 2 percentage points from 2005 and 18 percentage points from 2001. This is because the neediest individuals, who were eligible for higher benefits, participated at higher rates than other eligible individuals. Nationally, the participation rate among individuals increased by over 2 percentage points between 2005 and 2006, and by 13 points since 2002.

Since 2002, States have increased outreach to low-income households, implemented program simplifications, and streamlined application processes to make it easier for eligible persons to apply for and receive food stamps. Most States have also reduced the amount of information that recipients must report during their certification period in order to maintain their eligibility and benefit levels, making it easier for low-income families to participate.

Increases in participation rates occurred for almost every demographic and economic subgroup from 2005 to 2006, with particularly large increases in the participation rates of individuals in households with Social Security income, individuals qualifying for the maximum benefit for their household size, and individuals in households with no children. Rates remained relatively high for children, individuals in households with income below the poverty line, and for recipients of Temporary Assistance for Needy Families (TANF) or Supplemental Security Income (SSI); at least 84 percent of all eligible individuals within each of these groups participated in 2006. Among all household sizes, medium-sized households (3 or 4 members) had the highest participation rate, at around 81 percent in 2006, but small-sized households (1 or 2 members) had the largest rate increase from 2005 to 2006.

The participation rate was less than 41 percent for eligible elderly adults, nondisabled childless adults subject to work registration, individuals living in households with incomes above the poverty line, and individuals in households with benefit levels less than half of the program maximum for their household size. Participation rates for individuals in households with earnings were also lower than average, at 57 percent, as were rates for individuals in households with no income, at 48 percent. While nondisabled childless adults subject to work registration had lower than average participation, the rate increased 5 points from 2005 to 39 percent.

Noncitizens had decreasing participation rates through 2004, but the rate increased 10 points between 2004 and 2006 because the number of eligible noncitizens decreased during this time while the number of participating noncitizens continued to increase. The participation rate for citizen children living with noncitizen adults leveled off between 2005 and 2006, but was up 22 points overall since 2001.



## INTRODUCTION

The Food Stamp Program (FSP) helps low-income individuals purchase food so that they can obtain a nutritious diet. The number of people who were eligible for FSP benefits under normal program rules<sup>1</sup> and served in an average month by the FSP increased by over 2 percent from fiscal year (FY) 2005 to FY 2006, to 25 million. Most individuals are eligible for FSP benefits if their financial resources fall below certain income and asset thresholds. Not all of those who are eligible participate in the program, however. While some choose not to participate, others are unaware that they are eligible. When eligible individuals do not participate in the FSP, they lose out on nutrition assistance that could stretch their food dollars at the grocery store, and their communities lose out on the economic benefits provided by new FSP dollars flowing into local markets.

One important measure of the FSP's performance is its ability to reach its target population. In FY 2006, the national participation rate among eligible individuals was 67 percent, an increase of more than 2 percentage points over FY 2005. The household participation rate was 63 percent in 2006, while the benefit receipt rate was 83 percent.<sup>2</sup>

In addition to presenting the overall 2006 participation rate, this report presents participation rates for subgroups of the eligible population, describes recent and historical trends in participation rates, and describes the estimation methodology employed. Detailed tables on 2006 subgroup participation rates are contained in Appendices A and B. Appendix C displays the change in individual FSP participation rates since 1988. Appendices D and E present an in-depth explanation of the methodology and the sampling error of the participation rate estimates.

---

<sup>1</sup> This report does not include those participants who received disaster assistance in the wake of Hurricanes Katrina, Rita, and Wilma in October 2005 through December 2005. An estimated 4.5 million people received disaster assistance during the peak month of November 2005.

<sup>2</sup> The benefit receipt rate measures the amount of benefits received as a proportion of total benefits that would be paid out if every eligible household participated.

Appendix F lists historical economic and policy influences on the FSP, Appendix G lists changes in the Current Population Survey (CPS) over time, and Appendix H contains prior years' FSP eligibility parameters. Revised rates for 2000 through 2005 are presented in a separate document entitled "Detailed Tables of Food Stamp Program Participation Rates: 2000 to 2005".

The 2006 participation rate estimates in this report are based on data from the March 2007 CPS and FY 2006 FSP administrative data. Previous years' estimates are based on CPS and administrative data from the appropriate years. We made minor adjustments to the methodology, which are discussed in Appendix D. For this report, we updated participation rates for years 1999 to 2005 to be methodologically consistent with 2006 rates. This allows us to examine and compare the rates from 2000 to 2006 without any methodological breaks in the trend line.<sup>3</sup>

#### **SUMMARY OF ESTIMATED PARTICIPATION RATES FOR FY 2006**

Of the 37 million individuals who were eligible for the FSP under normal rules in an average month of 2006, 25 million individuals actually participated. The individual FSP participation rate reached 67 percent in 2006, an increase of over 2 percentage points from 2005 (Table 1). Since small households were, on average, less likely to participate, the household participation rate (63 percent) in FY 2006 was slightly lower than the individual rate, though it increased by 4 points from 2005. The benefit receipt rate also increased in 2006, rising to 83 percent. The benefit receipt rate is consistently higher than the individual or household rates because the neediest individuals, who are eligible for higher benefits, tend to participate at higher rates than other eligible individuals.

---

<sup>3</sup> Because we updated rates for 2000 to 2005 using a consistent methodology, the estimates presented in this report differ slightly from those presented in the previous edition of the report (Wolkwitz 2007).

## **RECENT TRENDS IN PARTICIPATION RATES**

In 2006, participation rates increased for the fourth year in a row, reaching 67 percent for eligible individuals (Table 2 and Figure 1). After falling to 54 percent in 2001 and 2002, the rate rose by over 2 points in 2003, by 5 points in 2004, by almost 4 points in 2005, and by over 2 points in 2006. From 2001 to 2005, the number of individuals eligible for benefits and the number participating both increased; participation rose faster, however, leading to the increases in participation rates. From 2005 to 2006, the number participating continued to rise but the number who were eligible dropped slightly, leading to a continued rise in participation rates. The household participation rate decreased by nearly 3 percentage points between 2000 and 2002, but has increased over 15 points since 2002. In 2006, the household participation rate was 63 percent. The benefit receipt rate increased 18 points since 2001, reaching 83 percent in 2006.

The participation rate fell in 2000 because, while both the number of participants and the number of eligible individuals were decreasing, the number of participants fell more quickly. In 2001, during a period of expansive eligibility rules for vehicles, the number of individuals eligible for the FSP began to rise, increasing until 2005. The number of eligible individuals then decreased by about half a million from 2005 to 2006. This decrease in eligibles may be attributed to improvement in the economy and a decrease in the poverty rate. The number of individuals participating increased by over 8 million between 2001 and 2006, rising by more than 1 million each year between 2001 and 2005 and by over half a million in 2006. The number of eligible individuals who did not participate dropped from about 16 million in 2003 to about 12 million in 2006.

## **PARTICIPATION RATES FOR SUBGROUPS FOR FY 2006**

FSP participation rates vary by demographic and economic subgroup. Historically, participation rates have been relatively high for children, individuals in households with very low

income, and recipients of TANF or SSI. This pattern continued in 2006, with at least 84 percent of all eligible individuals from these groups participating (Tables 3 and 4, Figure 2). The poorest and most needy households, those below the poverty line, experienced a 3-point gain in their participation rate in 2006, reaching 84 percent compared to the 29 percent participation rate for households above the poverty line. Medium-sized households (3 or 4 members) also had a relatively high participation rate in 2006 (81 percent), especially when compared to small households (1 or 2 members) at 56 percent. However, small households had the largest gain in participation rates among all household sizes in 2006, increasing by 4 points.

Almost every demographic and economic subgroup experienced a rise in participation rates in 2006. The participation rate for individuals receiving the maximum benefit allowed for their household size rose by 10 points to 85 percent, while the rate for individuals in households with Social Security income experienced an increase of 6 points, to 48 percent in 2006. Households with no children had a participation rate increase of 5 points to 44 percent, as did nondisabled childless adults subject to work registration (to 39 percent).

Historically, participation rates have been low for individuals who are elderly, or living in households with incomes above poverty or receiving low monthly benefits (benefit levels less than half of the program maximum for their household size), and this continued in 2006 (Tables 4 and 5). Just 34 percent of eligible elderly individuals participated in 2006 and only 29 percent of all individuals in households above the poverty line participated. Individuals living in households that received a low monthly benefit participated at a rate of 41 percent in 2006. Participation rates for individuals in eligible households with earnings were also lower than average, at 57 percent, as were rates for individuals in households with no income, at 48 percent.



## TRENDS IN PARTICIPATION RATES FOR SUBGROUPS

Some subgroups have experienced several consecutive years of participation rate increases after having years of decreasing rates. The participation rate for nondisabled childless adults subject to work registration, for example, decreased from 2000 to 2002, but increased every year beginning in 2003 (Table 5). This subgroup had a participation rate of 33 percent in 2000, which decreased 6 points through 2002 to 27 percent. Then the rate increased steadily to 39 percent by 2006.

Noncitizens had decreasing participation rates through 2004, but the rate increased 10 points between 2004 and 2006. Expanded eligibility, due to the restoration of eligibility to certain noncitizens under the 2002 Farm Security and Rural Investment Act,<sup>5</sup> had a major impact on the participation rates of noncitizens through 2004. While the participation rate among those noncitizens who were eligible for the FSP reached a high of 83 percent in 2000, the rate steadily decreased to 44 percent by 2004. Rule changes expanding eligibility often lower participation rates in the short term because it takes time for information about policy changes to make its way into communities, reach the people likely to be affected, and influence their decision to apply for benefits.

Individuals in households with earnings experienced decreasing participation rates until 2002, to a low of 45 percent, but then their participation rate increased steadily to 57 percent in 2006. This increase is likely a result of targeted outreach efforts, such as extended hours of operation in FSP agencies and simplified application procedures, to working poor households.

The rates for citizen children living with noncitizen adults decreased until 2001 but increased steadily each year thereafter until essentially leveling off in 2005 and 2006 (Tables 3

---

<sup>5</sup> The 2002 Farm Security and Rural Investment Act restored eligibility for qualified noncitizens receiving disability benefits effective October 1, 2002, for qualified noncitizens who had lived in the United States for over 5 years effective April 1, 2003, and for qualifying noncitizen children on October 1, 2003.

and 5). The participation rate for this subgroup was up 22 points overall since 2001. Likewise, the participation rate for preschool-age children leveled off from 2005 to 2006, after years of rate increases. However, the participation rate for children of all ages remained steady at 87 percent in 2006, up 17 points from 2001.

From 2002 to 2006, the participation rate for individuals in households with benefit levels at the program maximum for their household size increased considerably, from 51 percent to 85 percent. Alternatively, the participation rate for individuals in households receiving the minimum benefit decreased 8 points from 2002 to 2005, but then increased 4 points in 2006. Still, the participation rate for this latter subgroup remained low, at 19 percent.

#### **TRENDS IN BENEFIT RECEIPT RATES FOR FY 2006**

Individuals eligible for larger benefits tend to participate in the FSP at higher rates than individuals eligible for smaller benefits, resulting in benefit receipt rates that are typically higher than individual or household participation rates. Households with children and households with income at 51 to 100 percent of poverty had the highest benefit receipt rates in 2006, receiving over 95 percent of the benefits to which they were entitled.<sup>6</sup> Households with elderly members and individuals living in households above the poverty line had the lowest benefit receipt rates, receiving approximately 44 percent of the benefits for which they were eligible. Nonelderly adults (age 18 to 59), unemployed nonelderly adults, and citizen children living with noncitizen adults received some of the highest percentages of prorated benefits for which they were

---

<sup>6</sup> See Tables A.1 and A.2 in Appendix A for benefit receipt rates by subgroup.

eligible,<sup>7</sup> with each group receiving 73 percent or more. Nondisabled childless adults subject to work registration received just 40 percent of the prorated benefits for which they were eligible.

## **FACTORS ASSOCIATED WITH CHANGES IN PARTICIPATION RATES**

As shown in Figure 1 (page 11), overall participation rates increased substantially in the late 1970s, leveled off in the early and mid-1980s, and then increased again through the early 1990s.<sup>8</sup> After peaking in 1994, individual participation rates began an 8-year decrease. This decrease can be attributed to a combination of changes in the economy, program rules, trends in other public assistance programs, and the participation decisions of eligible people.<sup>9</sup> Specifically, the strong economy increased job opportunities for low-income families, thus reducing eligibility for and participation in the FSP. In addition, the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) reduced eligibility for many noncitizens and nonelderly nondisabled childless adults and added a new focus on moving people from welfare to work. The increased emphasis on work and the reduced TANF caseload lowered FSP participation rates because households not receiving public assistance are less likely to participate in the FSP.<sup>10</sup>

Since 2002, factors such as increased outreach and improved access to the FSP have contributed to the rise in participation rates. During this period, States increased outreach to low-income households and implemented program simplifications to make it easier for eligible

---

<sup>7</sup> An individual's prorated benefits are calculated by dividing the household benefit by the number of people in the household. Benefit participation rates by individual-level characteristics are calculated by summing the prorated benefits of individuals with the selected characteristic.

<sup>8</sup> See Appendix B (Table B.1) for the change in individual participation rates from 1988 to 2006.

<sup>9</sup> See Appendix E for economic and policy influences on participation rates.

<sup>10</sup> Individuals who receive TANF are categorically eligible for the FSP. While most individuals who leave TANF still qualify for the FSP, that eligibility is only automatic if the household continues to receive certain in-kind benefits or lives in a State using transitional benefits for TANF leavers. As a result, some individuals are unaware that they are still eligible for the FSP and others choose not to apply or recertify. In 2006, eligible individuals receiving TANF were more than twice as likely to participate in the FSP than eligible individuals not receiving TANF.

persons to apply for and receive FSP benefits. Many State FSP agencies, for example, now provide extended hours of operation, waive the requirement for in-person interviews in hardship situations, and have streamlined their overall application process. Most States have also reduced the amount of information that recipients must report during their certification period in order to maintain their eligibility and benefit levels, which also makes it easier for low-income families to participate.

## **METHODOLOGY**

The estimates of FY 2006 participation rates presented in this report were derived using data from the March 2007 CPS and FSP administrative data for FY 2006; estimates for previous years were derived using the March CPS and FSP administrative data appropriate for those years.<sup>11</sup> The participation rate is calculated as the ratio of the number of individuals participating in the FSP to the number of individuals eligible for the FSP, with the ratio expressed as a percentage. The estimates of participants for FY 2006 are from the FY 2006 FSP Statistical Summary of Operations (Program Operations) and the FY 2006 FSP Quality Control (FSPQC) data. Similar data files were used for previous years' participant estimates. We use administrative counts of participants because FSP participation is underreported in the CPS. From the administrative data, we use the average monthly number of participants during the 12 months of the fiscal year. We exclude ineligible participants and participants who received disaster assistance, such as those receiving disaster benefits in the wake of Hurricanes Katrina, Rita, and Wilma. We also make adjustments to the participant counts in order to ensure consistency between the participation rate numerators and denominators.

---

<sup>11</sup> Because the CPS collects household income data for the previous calendar year, we used the March 2007 CPS to derive estimates of eligible individuals in calendar year 2006.

We estimate the number of eligible individuals by applying the FSP eligibility rules that were in effect in FY 2006 to households in the CPS using a microsimulation model. These eligibility rules include the FSP unit formation rules, gross and net income thresholds, and financial and vehicle asset limits. In addition, we impute some missing information that is needed to determine FSP eligibility, and produce an average monthly estimate of the number of eligible individuals.

Minor revisions to the methodology used to estimate eligibility have improved the accuracy of the participation rate estimates. These revisions were applied to the equation used to impute asset eligibility and to the methodology used to estimate the percentage of noncitizens who are undocumented immigrants. These methodological enhancements are described in more detail in Appendix D.

Individual participation rates are calculated by dividing the number of participating individuals based on the adjusted administrative data by the number of eligible individuals based on the CPS-based model of FSP eligibility. Appendix D describes the methodology in more detail.

TABLE 1  
INDIVIDUAL AND HOUSEHOLD PARTICIPATION RATES AND BENEFIT RECEIPT RATES,  
FISCAL YEAR 2006

	Participating (000s)	Eligible (000s)	Participation Rate with 90% Confidence Interval		
Individuals	25,166	37,418	67.3	+/-	1.2
Food Stamp Households	11,155	17,779	62.7	+/-	1.0
Benefits (in dollars)	2,337,212	2,822,736	82.8	+/-	1.9
Average Food Stamp Household Size	2.3				
Average Per Capita Benefit Per Month	\$92.87				

Sources: FY 2006 FSP Program Operations Data and FSPQC Data, and March 2007 CPS Data

Note: These estimates of participants differ from official participant counts. See Appendix D for details.

TABLE 2

## MONTHLY NUMBER OF ELIGIBLE AND PARTICIPATING INDIVIDUALS, HOUSEHOLDS, AND BENEFITS, AND PARTICIPATION RATES, 1976 TO 2006

	Eligible (000's)			Participating (000's) <sup>a</sup>			Participation Rates (%)		
	Individuals	Households	Benefits	Individuals	Households	Benefits	Individuals	Households	Benefits
September 1976 <sup>b</sup>	50,061	16,282	\$1,075,819	15,880	5,308	\$375,461	31.1	32.6	34.9
February 1978	40,175	13,984	934,427	15,387	5,286	398,066	38.3	37.8	42.6
August 1980	36,567	14,042	1,108,330	20,185	7,372	689,381	55.2	52.5	62.2
August 1982	39,364	14,538	1,352,251	20,548	7,487	785,658	52.2	51.5	58.1
August 1984	38,591	14,194	1,386,231	19,990	7,324	841,442	51.8	51.6	60.7
August 1986	40,061	15,273	1,544,833	19,069	7,102	860,472	47.6	46.5	55.7
August 1988	38,166	14,896	1,646,310	18,358	7,016	907,117	48.1	47.1	55.1
August 1990	37,631	14,523	1,905,141	20,396	7,973	1,188,808	54.2	54.9	62.4
August 1991	40,989	15,574	2,229,403	23,364	9,204	1,471,406	57.0	59.1	66.0
August 1992	43,474	16,627	2,491,671	25,759	10,238	1,749,058	59.3	61.6	70.2
August 1993	45,241	17,031	2,515,761	27,260	10,900	1,839,469	60.3	64.0	73.1
August 1994	44,327	17,040	2,473,299	27,207	11,005	1,873,953	61.4	64.6	75.8
September 1994	35,053	15,305	2,028,290	26,229	10,659	1,747,990	74.8	69.6	86.2
September 1995	34,665	14,994	2,017,983	25,213	10,374	1,751,560	72.7	69.2	86.8
September 1996	34,478	15,264	2,060,242	23,874	9,934	1,706,230	69.2	65.1	82.8
September 1997	31,818	14,692	1,913,367	20,365	8,446	1,407,148	64.0	57.5	73.5
September 1998	30,350	14,024	1,836,184	18,152	7,606	1,253,632	59.8	54.2	68.3
September 1999	29,502	13,723	1,779,829	17,081	7,280	1,199,679	57.9	53.0	67.4
FY 1999	30,857	14,508	1,812,128	17,705	7,481	1,256,625	57.4	51.6	69.3
FY 2000	29,458	14,235	1,741,177	16,701	7,146	1,193,970	56.7	50.2	68.6
FY 2001	31,223	15,107	1,912,260	16,834	7,250	1,240,961	53.9	48.0	64.9
FY 2002	34,388	16,693	2,230,454	18,500	7,951	1,451,229	53.8	47.6	65.1
FY 2003	36,707	17,784	2,510,933	20,591	8,890	1,710,801	56.1	50.0	68.1
FY 2004	37,921	18,079	2,666,371	23,153	9,990	1,980,166	61.1	55.3	74.3
FY 2005	37,951	18,219	2,826,237	24,571	10,730	2,253,885	64.7	58.9	79.7
FY 2006	37,418	17,779	2,822,736	25,166	11,155	2,337,212	67.3	62.7	82.8

Sources: FSP Program Operations data, FSPQC data, and March CPS data for the years shown.

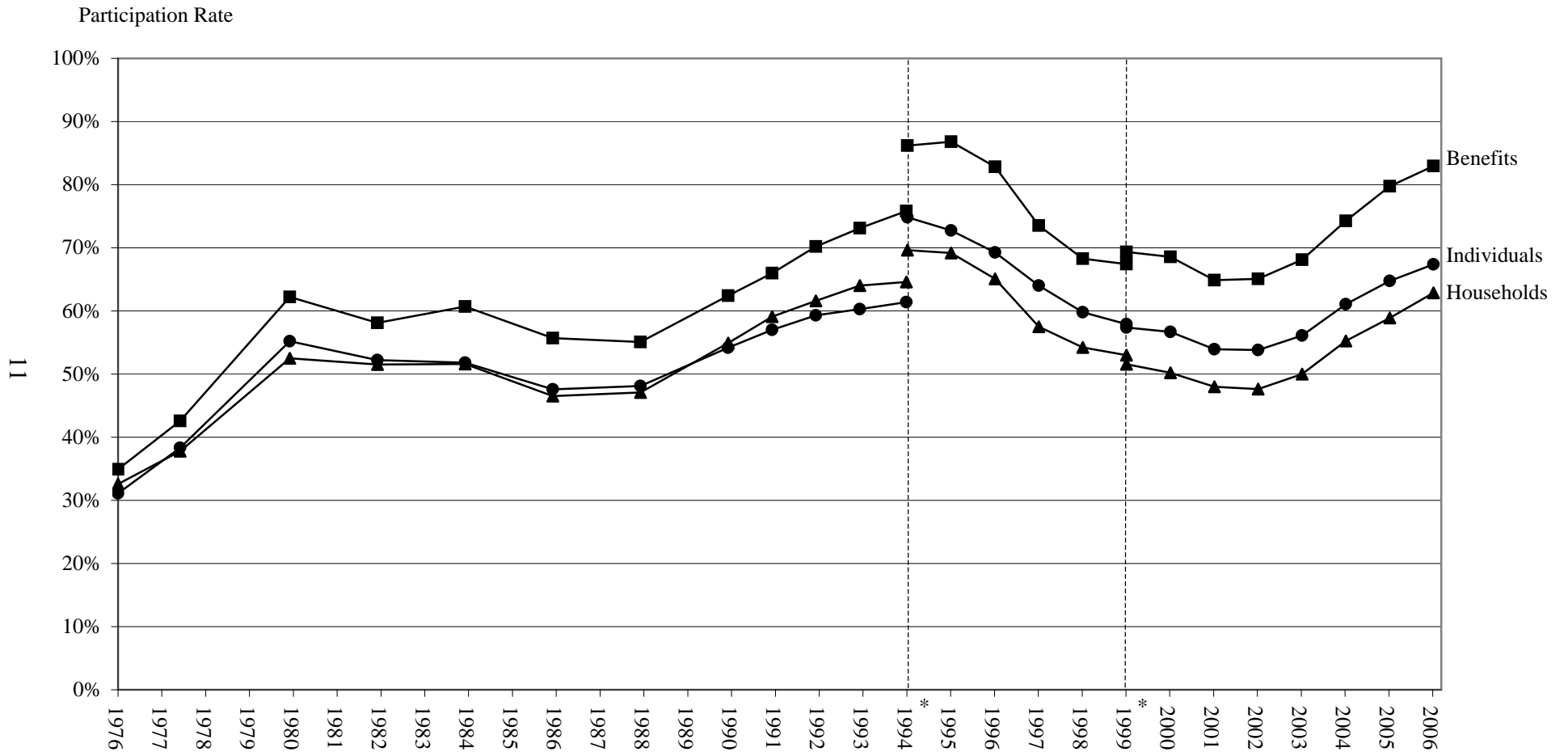
<sup>a</sup>The estimates of participants in this report exclude certain participants and thus differ from official participant counts. See Appendix D for details.

<sup>b</sup>The benefit rates for 1976 and 1978 are based on the net benefit (maximum benefits-purchase requirement). Hence, the benefit rates are consistent over all years.

Note: There are two estimates for both 1994 and 1999 due to revised methodologies for determining food stamp eligibility and the number of participants. The September 1976 - August 1994 estimates are methodologically consistent, as are the September 1994 - September 1999 estimates and the FY 1999 - FY 2006 estimates. Please see Appendix D for details.

FIGURE 1

TRENDS IN MONTHLY FSP PARTICIPATION RATES, 1976 TO 2006



Sources: FSP Program Operations data, FSPQC data, and March CPS data for the years shown.

\*There are breaks in the time series in 1994 and 1999 due to revisions in the methodology for determining eligibility.

TABLE 3

## FSP INDIVIDUAL PARTICIPATION RATES BY DEMOGRAPHIC CHARACTERISTICS, FY 2005 AND FY 2006

	Participating <sup>a</sup> Individuals (000s)		Eligible Individuals (000s)		Participation Rate		
	FY 2005	FY 2006	FY 2005	FY 2006	FY 2005	FY 2006	Difference With 90% Confidence Interval
Individuals in All Households	24,571	25,166	37,951	37,418	64.7	67.3	2.5 +/- 1.5
Individuals by Households Size							
Small (1-2 members)	8,983	9,385	17,257	16,797	52.1	55.9	3.8 +/- 1.4
Medium (3-4 members)	10,075	10,159	12,633	12,591	79.7	80.7	0.9 +/- 4.5
Large (5 or more members)	5,514	5,622	8,060	8,030	68.4	70.0	1.6 +/- 6.7
Age of Individual							
Children	12,274	12,364	14,127	14,232	86.9	86.9	0.0 +/- 3.1
Preschool Age (0 to 4 years)	4,224	4,155	4,602	4,705	91.8	88.3	-3.5 +/- 5.2
School Age (5 to 17 years)	8,050	8,209	9,525	9,527	84.5	86.2	1.6 +/- 3.5
Nonelderly Adults (18 to 59 years)	10,265	10,592	17,192	16,775	59.7	63.1	3.4 +/- 1.5
Elderly Individuals	2,032	2,210	6,631	6,411	30.6	34.5	3.8 +/- 1.6
Nondisabled Childless Adults Subject to Work Registration <sup>b</sup>	919	984	2,736	2,530	33.6	38.9	5.3 +/- 2.9
Noncitizens <sup>c</sup>	936	962	1,859	1,790	50.4	53.8	3.4 +/- 5.7
Citizen Children Living With Noncitizen Adults <sup>d</sup>	1,781	1,782	2,918	3,036	61.0	58.7	-2.4 +/- 6.6
Individuals in Households Without Any Nondisabled Childless Adults Subject to Work Registration or Noncitizens	21,428	21,949	30,974	30,744	69.2	71.4	2.2 +/- 1.8
Individuals by Household Composition							
Households With Children	18,941	19,100	23,415	23,636	80.9	80.8	-0.1 +/- 2.7
One Adult	10,898	11,143	9,795	9,817	111.3	113.5	2.3 +/- 6.4
Married Household Head	4,518	4,357	7,949	7,932	56.8	54.9	-1.9 +/- 4.3
Other Multiple Adults	2,156	2,298	4,245	4,369	50.8	52.6	1.8 +/- 5.6
Children Only	1,369	1,301	1,425	1,518	96.1	85.7	-10.4 +/- 12.4
Households Without Children	5,630	6,066	14,536	13,781	38.7	44.0	5.3 +/- 1.3

Sources: FY 2005 and 2006 FSP Program Operations Data and FSPQC Data, and March 2006 and 2007 CPS Data

<sup>a</sup> The estimates of participants in this report exclude certain participants and thus differ from official participant counts. See Appendix D for details.

<sup>b</sup> Referred to as ABAWDs in previous reports, these individuals are age 18 to 49, not disabled, not living with children under age 18, and are subject to work registration. With some exceptions, these individuals must meet work requirements or face time limits on benefit receipt.

<sup>c</sup> Noncitizens who are eligible and/or participating. This row does not include noncitizens who are outside the food stamp unit but reside in the same household.

<sup>d</sup> Citizen children living in a household with a noncitizen adult, regardless of the FSP participation or eligibility status of the adult.

Note: Participation rates over 100 percent are due to reporting errors in the CPS that affect identification of certain subgroups. See Appendix D for more information.



TABLE 4

## FSP INDIVIDUAL PARTICIPATION RATES BY ECONOMIC CHARACTERISTICS OF HOUSEHOLDS, FY 2005 AND FY 2006

	Participating <sup>a</sup> Individuals (000s)		Eligible Individuals (000s)		Participation Rate		
	FY 2005	FY 2006	FY 2005	FY 2006	FY 2005	FY 2006	Difference with 90% Confidence Interval
Individuals in All Households	24,571	25,166	37,951	37,418	64.7	67.3	2.5 +/- 1.5
Individuals by Household Income Source <sup>b</sup>							
Earnings	9,772	10,214	17,370	17,907	56.3	57.0	0.8 +/- 2.4
TANF	4,836	4,530	3,450	2,930	140.2	154.6	14.5 +/- 16.6
SSI <sup>c</sup>	5,183	5,363	4,934	4,620	105.0	116.1	11.1 +/- 8.6
Elderly SSI	1,292	1,353	1,284	1,149	100.6	117.8	17.2 +/- 10.0
Nonelderly SSI	3,954	4,079	3,757	3,556	105.3	114.7	9.5 +/- 10.3
Social Security	4,049	4,353	9,532	9,008	42.5	48.3	5.8 +/- 2.4
Individuals by Household Income as a Percentage of Poverty Level							
Total Below Poverty Line	21,815	21,982	27,004	26,313	80.8	83.5	2.8 +/- 2.4
No Income	2,722	2,778	5,948	5,845	45.8	47.5	1.8 +/- 3.6
1 - 50%	7,750	7,758	7,146	6,874	108.5	112.9	4.4 +/- 6.8
51 - 100%	11,343	11,445	13,911	13,594	81.5	84.2	2.6 +/- 3.6
Total Above Poverty Line	2,756	3,184	10,946	11,105	25.2	28.7	3.5 +/- 1.6
101 - 130%	2,618	2,999	9,041	9,176	29.0	32.7	3.7 +/- 2.0
131% or more	138	185	1,906	1,929	7.2	9.6	2.3 +/- 1.7
Individuals by Household Benefit as a Percentage of Maximum Benefit							
Minimum benefit (\$10 or less)	604	735	4,091	3,896	14.8	18.9	4.1 +/- 1.4
1 - 25%	2,406	2,590	8,750	8,595	27.5	30.1	2.6 +/- 1.9
26 - 50%	4,123	4,352	8,078	8,370	51.0	52.0	1.0 +/- 3.3
51 - 75%	5,620	5,606	7,585	7,171	74.1	78.2	4.1 +/- 5.9
76 - 99%	5,914	5,717	4,894	5,174	120.8	110.5	-10.3 +/- 9.3
100%	6,509	6,899	8,643	8,108	75.3	85.1	9.8 +/- 5.0

Sources: FY 2005 and 2006 FSP Program Operations Data and FSPQC Data, and March 2006 and 2007 CPS Data

<sup>a</sup> The estimates of participants in this report exclude certain participants and thus differ from official participant counts. See Appendix D for details.

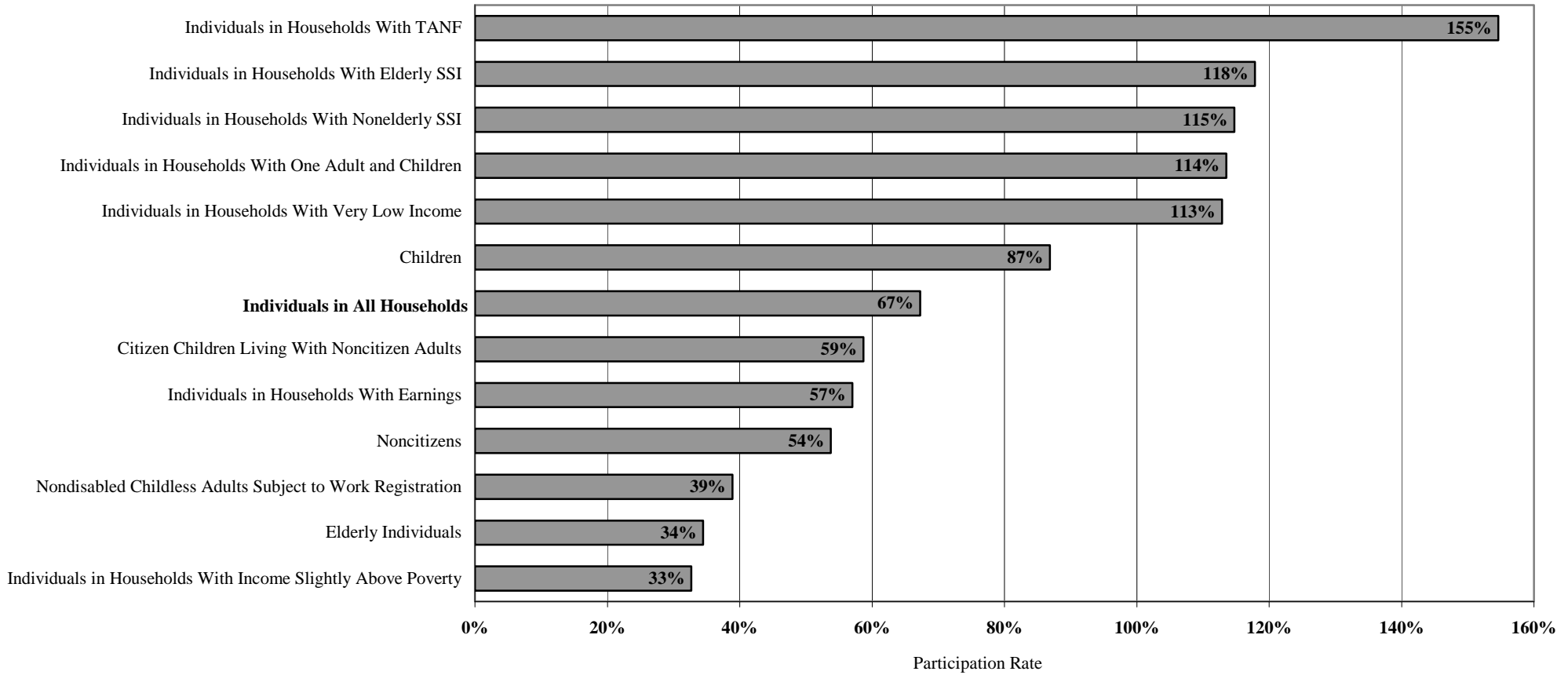
<sup>b</sup> These income sources are not mutually exclusive.

<sup>c</sup> Households receiving nonelderly SSI income or elderly SSI income are not mutually exclusive.

Note: Participation rates over 100 percent are due to reporting errors in the CPS that affect identification of certain subgroups. See Appendix D for more information.

FIGURE 2

INDIVIDUAL PARTICIPATION RATES BY SUBGROUP, FY 2006



Note: Participation rates over 100 percent are due to reporting errors in the CPS that affect identification of certain subgroups. See Appendix D for more information.

TABLE 5

## FSP PARTICIPATION RATES BY SELECTED CHARACTERISTICS, FY 2000 TO FY 2006

	Participation Rates						
	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006
Individuals in All Households	56.7	53.9	53.8	56.1	61.1	64.7	67.3
Households by Size							
Small (1-2 members)	44.8	42.3	42.3	43.9	49.1	52.1	55.9
Medium (3-4 members)	69.4	63.3	65.0	68.7	72.5	79.7	80.7
Large (5 or more members)	62.3	64.0	60.5	62.2	67.3	68.4	70.0
Age of Individual							
Children	72.8	70.2	71.0	74.4	81.5	86.9	86.9
Preschool Age (0 to 4 years)	73.5	72.0	72.8	77.1	85.2	91.8	88.3
School Age (5 to 17 years)	72.4	69.4	70.2	73.2	79.8	84.5	86.2
Nonelderly Adults (18 to 59 years)	52.7	49.8	49.7	51.6	56.0	59.7	63.1
Elderly Individuals	30.8	28.4	26.6	27.4	29.4	30.6	34.5
Nondisabled Childless Adults Subject to Work Registration	33.4	28.5	27.4	28.9	30.5	33.6	38.9
Noncitizens	83.0	68.9	54.4	49.1	43.8	50.4	53.8
Citizen Children Living with Noncitizen Adults	39.5	36.6	43.3	47.0	51.2	61.0	58.7
Individuals by Household Composition							
Households With Children	69.6	66.2	66.2	69.6	76.1	80.9	80.8
One Adult	97.7	95.0	96.4	94.1	106.9	111.3	113.5
Married Household Head	51.4	46.0	44.9	49.0	52.7	56.8	54.9
Other Multiple Adults	40.7	42.5	40.0	48.0	50.5	50.8	52.6
Children Only	48.6	45.7	60.7	71.6	79.6	96.1	85.7
Households Without Children	34.3	32.9	32.5	33.2	36.2	38.7	44.0
Individuals by Household Income Source							
Earnings	46.3	45.1	45.0	48.1	52.0	56.3	57.0
TANF	157.5	170.0	171.2	129.3	145.5	140.2	154.6
Elderly SSI	92.5	83.0	90.3	94.4	99.3	100.6	117.8
Nonelderly SSI	95.7	91.4	99.9	98.4	100.9	105.3	114.7
Individuals by Household Income as a Percentage of Poverty Level							
No Income	28.5	27.5	29.5	33.5	39.1	45.8	47.5
1 to 50%	86.3	85.8	91.6	92.7	103.6	108.5	112.9
51 to 100%	74.3	71.1	69.1	71.8	75.6	81.5	84.2
101 to 130%	26.6	24.1	24.8	25.8	29.9	29.0	32.7
131%+	8.4	8.2	6.6	5.8	6.8	7.2	9.6
Individuals by Household Benefit as a Percentage of Maximum Benefit							
Minimum Benefit (\$10 or less)	23.3	22.6	23.0	19.5	16.2	14.8	18.9
1 to 50%	42.5	39.7	38.4	38.8	38.6	38.8	40.9
51 to 99%	85.7	81.9	81.4	82.5	86.4	92.4	91.7
100%	47.6	47.5	50.9	56.3	70.3	75.3	85.1

Sources: FSP Program Operations Data, FSPQC Data, and CPS Data for the years shown

Note: Participation rates over 100 percent are due to reporting errors in the CPS that affect identification of certain subgroups. See Appendix D (pages 52-53) for details about why certain rates may exceed 100 percent.

## REFERENCES

- Wolkwitz, Kari. "Trends in Food Stamp Program Participation Rates: 1999 to 2005." Alexandria, VA. U.S. Department of Agriculture, Food and Nutrition Service, 2006.
- Barrett, Allison and Anni Poikolainen. "Food Stamp Program Participation Rates: 2004." Alexandria, VA. U.S. Department of Agriculture, Food and Nutrition Service, 2006.
- Cunyngham, Karen. "Food Stamp Program Participation Rates: 2003." Alexandria, VA: U.S. Department of Agriculture, Food and Nutrition Service, 2005.
- Cunyngham, Karen. "Trends in Food Stamp Program Participation Rates: 1999 to 2002." Alexandria, VA: U.S. Department of Agriculture, Food and Nutrition Service, 2004.
- Cunyngham, Karen. "Trends in Food Stamp Program Participation Rates: 1999 to 2001." Alexandria, VA: U.S. Department of Agriculture, Food and Nutrition Service, 2003.
- Cunyngham, Karen. "Trends in Food Stamp Program Participation Rates: 1994 to 2000." Alexandria, VA: U.S. Department of Agriculture, Food and Nutrition Services, 2002.

**APPENDIX A**

**SELECTED INDIVIDUAL AND HOUSEHOLD PARTICIPATION RATES AND  
BENEFIT RECEIPT RATES IN FY 2006**



TABLE A.1

INDIVIDUAL PARTICIPATION RATES AND BENEFIT RECEIPT RATES BY  
DEMOGRAPHIC CHARACTERISTICS, FISCAL YEAR 2006

	Individual Participation Rate	Prorated Benefit Receipt Rate
Age of Individual		
Children Under Age 18	86.87	101.80
Preschool	88.31	104.60
School-age	86.16	100.32
Adults Age 18 to 59	63.14	73.17
Elderly Age 60 and Over	34.47	48.77
Living Alone	47.26	76.83
Living with Others	20.12	22.59
 Nondisabled Childless Adults Subject to Work Registration	 38.89	 39.84
 Noncitizens	 53.78	 63.33
Citizen Children Living with Noncitizen Adults	58.69	74.20
 Employment Status of Nonelderly Adults		
Employed	53.46	71.83
Not Employed	68.01	73.61
 Individuals by Race/Ethnicity of Household Head		
Black or African American Only	82.26	96.52
Hispanic	56.24	71.29
White Only	64.97	79.29
Not Tabulated Above	57.81	66.60
 Gender of Individual		
Male	63.71	76.17
Female	70.00	86.25

Notes: Participation rates over 100 percent are due to reporting errors in the CPS that affect identification of certain subgroups. These estimates of participants differ from official participant counts. See Appendix D for details.

TABLE A.2

PARTICIPATION RATES AND BENEFIT RECEIPT RATES BY HOUSEHOLD-LEVEL  
DEMOGRAPHIC AND ECONOMIC CHARACTERISTICS, FISCAL YEAR 2006

	Household Participation Rate	Benefit Receipt Rate
All Households	62.74	82.80
Households with Children	82.94	95.33
Households with Elderly	35.37	44.22
Households with Disabled Nonelderly Adults	69.19	60.37
Households by Composition		
Households with Children	82.94	95.33
One Adult and Children	108.91	123.46
Married Household Head and Children	53.66	64.18
Other Multiple Adults and Children	55.86	63.37
Children Only	74.45	110.52
Households with No Children	49.71	58.74
Households by Income Sources		
Earnings	51.34	74.59
TANF	154.51	176.45
SSI	123.52	153.44
Households by Income as a Percentage of Poverty Level		
No Income	47.41	48.67
1 - 50%	106.35	115.61
51 - 100%	87.77	96.25
101% - 130%	23.41	43.51

Notes: Participation rates over 100 percent are due to reporting errors in the CPS that affect identification of certain subgroups. These estimates of participants differ from official participant counts. See Appendix D for details.



**APPENDIX B**

**DETAILED PARTICIPATION RATES IN FY 2006**



TABLE B.1

INDIVIDUAL AND HOUSEHOLD PARTICIPATION RATES AND BENEFIT RECEIPT RATES,  
FISCAL YEAR 2006

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals	25,165,678	37,417,632	67.26
Food Stamp Household Benefits	11,155,331	17,779,249	62.74
Average Food Stamp Household Size	2,337,211,879	2,822,736,345	82.80
Average Per Capita Benefit	2.26		92.87

Note: These estimates of participants differ from official participant counts. See Appendix D for details.

TABLE B.2

## INDIVIDUAL PARTICIPATION RATES BY HOUSEHOLD SIZE, FISCAL YEAR 2006

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals by Household Size			
1 Person	4,949,683	9,132,769	54.20
2 People	4,435,676	7,663,912	57.88
3 People	5,345,248	6,588,185	81.13
4 People	4,813,525	6,002,752	80.19
5 People	3,096,227	3,907,571	79.24
6 or More People	2,525,320	4,122,442	61.26
Individuals in All Households	25,165,678	37,417,632	67.26

Note: These estimates of participants differ from official participant counts. See Appendix D for details.

TABLE B.3

## INDIVIDUAL PARTICIPATION RATES BY DEMOGRAPHIC CHARACTERISTICS, FISCAL YEAR 2006

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in All Households	25,165,678	37,417,632	67.26
Age of Individual			
Children Under Age 18	12,363,617	14,232,217	86.87
Preschool	4,155,080	4,705,136	88.31
School-age	8,208,537	9,527,081	86.16
Adults Age 18 to 59	10,592,045	16,774,822	63.14
Elderly Age 60 and Over	2,210,017	6,410,593	34.47
Living Alone	1,602,111	3,389,825	47.26
Living with Others	607,906	3,020,769	20.12
Nondisabled Childless Adults Subject to Work Registration	984,046	2,530,015	38.89
Noncitizens	962,367	1,789,531	53.78
Citizen Children Living with Noncitizen Adults	1,781,813	3,036,212	58.69
Employment Status of Nonelderly Adults			
Employed	2,999,936	5,611,553	53.46
Not Employed	7,592,109	11,163,269	68.01
Individuals by Race/Ethnicity of Household Head			
Black or African American Only	8,257,746	10,038,218	82.26
Hispanic	4,872,578	8,664,560	56.24
White Only	11,039,040	16,991,298	64.97
Not Tabulated Above	996,314	1,723,555	57.81
Individuals by Household Composition			
Households with Children	19,099,536	23,636,328	80.81
One Adult	11,143,367	9,817,079	113.51
Married Household Head	4,357,450	7,932,302	54.93
Other Multiple Adults	2,298,156	4,369,262	52.60
Children Only	1,300,563	1,517,684	85.69
Households without Children	6,066,142	13,781,304	44.02
Gender of Individual			
Male	10,404,093	16,329,807	63.71
Female	14,761,585	21,087,825	70.00
Metropolitan Status			
Urban	19,452,474	29,687,956	65.52
Rural	5,713,204	7,729,676	73.91

Notes: Participation rates over 100 percent are due to reporting errors in the CPS that affect identification of certain subgroups. These estimates of participants differ from official participant counts. See Appendix D for details.

TABLE B.4

## INDIVIDUAL PARTICIPATION RATES BY ECONOMIC CHARACTERISTICS OF HOUSEHOLDS, FISCAL YEAR 2006

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in All Households	25,165,678	37,417,632	67.26
Individuals by Household Income Sources			
No Earnings	14,951,874	19,510,569	76.63
Earnings	10,213,804	17,907,063	57.04
No TANF	9,104,136	17,035,769	53.44
TANF	1,109,669	871,294	127.36
TANF	4,530,058	2,930,023	154.61
Unemployment Compensation	546,658	467,145	117.02
Nonelderly or Elderly SSI Benefits <sup>a</sup>	5,362,938	4,619,686	116.09
Nonelderly SSI Benefits	4,079,419	3,555,894	114.72
Elderly SSI Benefits	1,353,461	1,148,740	117.82
Social Security	4,353,301	9,008,425	48.32
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	21,981,676	26,312,923	83.54
No Income	2,778,293	5,845,488	47.53
1 - 50%	7,758,415	6,873,609	112.87
51 - 100%	11,444,968	13,593,826	84.19
Total Greater Than 100 % of Poverty	3,184,002	11,104,709	28.67
101% - 130%	2,999,272	9,175,581	32.69
131% or more	184,730	1,929,128	9.58
Individuals by Monthly Household Benefit			
\$10 or less	734,983	3,895,601	18.87
\$11 - \$25	346,122	934,853	37.02
\$26 - \$50	742,178	1,600,045	46.38
\$51 - \$75	868,988	1,602,183	54.24
\$76 - \$100	856,794	1,704,094	50.28
\$101 - \$150	2,162,102	3,633,339	59.51
\$151 - \$200	3,627,550	5,887,584	61.61
\$201 or more	15,826,961	18,159,935	87.15
Benefit as a Percentage of Maximum Benefit			
Low Benefits (1 - 50%)	6,942,677	16,964,288	40.93
1 - 25%	2,590,388	8,594,621	30.14
26 - 50%	4,352,290	8,369,667	52.00
High Benefits (51 - 99%)	11,323,658	12,345,529	91.72
51 - 75%	5,606,443	7,171,435	78.18
76 - 99%	5,717,215	5,174,094	110.50
100%	6,899,343	8,107,815	85.09

<sup>a</sup> Households receiving nonelderly SSI income or elderly SSI income are not mutually exclusive.

Notes: Participation rates over 100 percent are due to reporting errors in the CPS that affect identification of certain subgroups. These estimates of participants differ from official participant counts. See Appendix D for details.

TABLE B.5A

INDIVIDUAL PARTICIPATION RATES BY HOUSEHOLD COMPOSITION, FISCAL YEAR 2006  
Households with Children

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households with Children	19,099,536	23,636,328	80.81
Age of Individual			
Children Under Age 18	12,363,590	14,232,217	86.87
Adults Age 18 to 59	6,614,910	9,025,605	73.29
Elderly Age 60 and Over	121,037	378,506	31.98
Individuals by Household Income Sources			
No Income	1,785,624	3,075,973	58.05
No Earnings	9,628,747	8,824,638	109.11
Earnings	9,470,790	14,811,690	63.94
TANF	4,467,427	2,767,632	161.42
Earnings	1,104,334	821,055	134.50
No Earnings	3,363,093	1,946,577	172.77
No TANF	14,632,109	20,868,696	70.12
Earnings	8,366,456	13,990,635	59.80
No Earnings	6,265,654	6,878,061	91.10
Social Security	1,914,980	2,701,904	70.88
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	16,689,953	17,468,471	95.54
No Income	1,785,624	3,075,973	58.05
1 - 50%	6,914,042	5,398,314	128.08
51 - 100%	7,990,287	8,994,185	88.84
Total Greater Than 100 % of Poverty	2,409,584	6,167,856	39.07
101% - 130%	2,352,695	5,720,683	41.13
131% or more	56,889	447,174	12.72
Individuals by Household Earnings as a Percentage of Poverty Level			
Total 100% of Poverty or Less	17,691,030	18,936,830	93.42
No Earnings	9,650,131	8,824,638	109.35
1 - 50%	3,358,840	2,812,672	119.42
51 - 100%	4,682,059	7,299,520	64.14
Total Greater Than 100 % of Poverty	1,408,506	4,699,498	29.97
101% - 130%	1,392,028	4,526,214	30.75
131% or more	16,479	173,284	9.51

Notes: Participation rates over 100 percent are due to reporting errors in the CPS that affect identification of certain subgroups. These estimates of participants differ from official participant counts. See Appendix D for details.

TABLE B.5B

INDIVIDUAL PARTICIPATION RATES BY HOUSEHOLD COMPOSITION, FISCAL YEAR 2006  
Households with One Adult and Children

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households with One Adult and Children	11,143,367	9,817,079	113.51
Age of Individual			
Children Under Age 18	7,500,191	6,453,426	116.22
Adults Age 18 to 59	3,587,723	3,265,676	109.86
Elderly Age 60 and Over	55,453	97,977	56.60
Individuals by Household Income Sources			
No Income	1,200,981	1,846,034	65.06
No Earnings	6,560,777	5,216,278	125.78
Earnings	4,582,591	4,600,801	99.60
TANF	2,926,913	1,976,015	148.12
Earnings	564,957	473,177	119.40
No Earnings	2,361,956	1,502,839	157.17
No TANF	8,216,454	7,841,064	104.79
Earnings	4,017,634	4,127,625	97.34
No Earnings	4,198,820	3,713,439	113.07
Social Security	982,314	898,874	109.28
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	9,937,473	7,860,940	126.42
No Income	1,200,981	1,846,034	65.06
1 - 50%	4,460,218	2,876,621	155.05
51 - 100%	4,276,274	3,138,285	136.26
Total Greater Than 100 % of Poverty	1,205,894	1,956,139	61.65
101% - 130%	1,176,754	1,757,880	66.94
131% or more	29,139	198,259	14.70
Individuals by Household Earnings as a Percentage of Poverty Level			
Total 100% of Poverty or Less	10,524,683	8,415,712	125.06
No Earnings	6,562,928	5,216,278	125.82
1 - 50%	1,683,590	983,693	171.15
51 - 100%	2,278,165	2,215,742	102.82
Total Greater Than 100 % of Poverty	618,684	1,401,367	44.15
101% - 130%	612,328	1,302,753	47.00
131% or more	6,356	98,613	6.45

Notes: Participation rates over 100 percent are due to reporting errors in the CPS that affect identification of certain subgroups. These estimates of participants differ from official participant counts. See Appendix D for details.

TABLE B.5C

INDIVIDUAL PARTICIPATION RATES BY HOUSEHOLD COMPOSITION, FISCAL YEAR 2006  
Households with Married Household Head and Children

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households with Married Household Head and Children	4,357,450	7,932,302	54.93
Age of Individual			
Children Under Age 18	2,419,827	4,262,905	56.76
Adults Age 18 to 59	1,899,130	3,508,922	54.12
Elderly Age 60 and Over	38,493	160,475	23.99
Individuals by Household Income Sources			
No Income	328,719	600,458	54.74
No Earnings	1,361,519	1,771,264	76.87
Earnings	2,995,932	6,161,038	48.63
TANF	533,097	444,863	119.83
Earnings	205,030	203,483	100.76
No Earnings	328,067	241,381	135.91
No TANF	3,824,354	7,487,439	51.08
Earnings	2,790,901	5,957,556	46.85
No Earnings	1,033,452	1,529,883	67.55
Social Security	499,282	836,949	59.66
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	3,503,735	5,195,564	67.44
No Income	328,719	600,458	54.74
1 - 50%	1,077,010	1,219,671	88.30
51 - 100%	2,098,006	3,375,435	62.16
Total Greater Than 100 % of Poverty	853,716	2,736,738	31.19
101% - 130%	829,941	2,573,962	32.24
131% or more	23,775	162,776	14.61
Individuals by Household Earnings as a Percentage of Poverty Level			
Total 100% of Poverty or Less	3,746,079	5,684,219	65.90
No Earnings	1,364,139	1,771,264	77.01
1 - 50%	889,528	976,492	91.09
51 - 100%	1,492,412	2,936,463	50.82
Total Greater Than 100 % of Poverty	611,371	2,248,083	27.20
101% - 130%	601,249	2,189,806	27.46
131% or more	10,123	58,277	17.37

Notes: Participation rates over 100 percent are due to reporting errors in the CPS that affect identification of certain subgroups. These estimates of participants differ from official participant counts. See Appendix D for details.



TABLE B.5D

INDIVIDUAL PARTICIPATION RATES BY HOUSEHOLD COMPOSITION, FISCAL YEAR 2006  
Households with Other Multiple Adults and Children

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households with Other Multiple Adults and Children	2,298,156	4,369,262	52.60
Age of Individual			
Children Under Age 18	1,143,008	1,998,201	57.20
Adults Age 18 to 59	1,128,056	2,251,006	50.11
Elderly Age 60 and Over	27,091	120,055	22.57
Individuals by Household Income Sources			
No Income	140,187	441,812	31.73
No Earnings	1,095,006	1,536,457	71.27
Earnings	1,203,150	2,832,805	42.47
TANF	533,413	346,753	153.83
Earnings	187,437	144,395	129.81
No Earnings	345,976	202,358	170.97
No TANF	1,764,743	4,022,509	43.87
Earnings	1,015,713	2,688,410	37.78
No Earnings	749,030	1,334,099	56.15
Social Security	389,042	966,081	40.27
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	2,004,580	3,219,436	62.26
No Income	140,187	441,812	31.73
1 - 50%	850,244	1,020,149	83.35
51 - 100%	1,014,149	1,757,474	57.70
Total Greater Than 100 % of Poverty	293,576	1,149,827	25.53
101% - 130%	290,005	1,063,714	27.26
131% or more	3,571	86,112	4.15
Individuals by Household Earnings as a Percentage of Poverty Level			
Total 100% of Poverty or Less	2,149,133	3,626,787	59.26
No Earnings	1,096,001	1,536,457	71.33
1 - 50%	489,239	635,319	77.01
51 - 100%	563,892	1,455,011	38.76
Total Greater Than 100 % of Poverty	149,023	742,476	20.07
101% - 130%	149,023	726,083	20.52
131% or more	0	16,393	0.00

Notes: Participation rates over 100 percent are due to reporting errors in the CPS that affect identification of certain subgroups. These estimates of participants differ from official participant counts. See Appendix D for details.

TABLE B.5E

INDIVIDUAL PARTICIPATION RATES BY HOUSEHOLD COMPOSITION, FISCAL YEAR 2006  
Households with No Children

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households with No Children	6,066,142	13,781,304	44.02
Age of Individual			
Children Under Age 18	0	0	0.00
Adults Age 18 to 59	3,977,148	7,749,217	51.32
Elderly Age 60 and Over	2,088,994	6,032,087	34.63
Individuals by Household Income Sources			
No Income	992,669	2,769,515	35.84
No Earnings	5,323,127	10,685,931	49.81
Earnings	743,015	3,095,373	24.00
TANF	62,631	162,391	38.57
Earnings	5,335	50,239	10.62
No Earnings	57,296	112,151	51.09
No TANF	6,003,511	13,618,913	44.08
Earnings	737,680	3,045,134	24.22
No Earnings	5,265,831	10,573,779	49.80
Social Security	2,438,322	6,306,521	38.66
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	5,291,723	8,844,452	59.83
No Income	992,669	2,769,515	35.84
1 - 50%	844,373	1,475,295	57.23
51 - 100%	3,454,681	4,599,641	75.11
Total Greater Than 100 % of Poverty	774,419	4,936,852	15.69
101% - 130%	646,578	3,454,898	18.71
131% or more	127,841	1,481,954	8.63
Individuals by Household Earnings as a Percentage of Poverty Level			
Total 100% of Poverty or Less	5,951,702	12,462,019	47.76
No Earnings	5,327,235	10,685,931	49.85
1 - 50%	351,866	630,425	55.81
51 - 100%	272,601	1,145,663	23.79
Total Greater Than 100 % of Poverty	114,440	1,319,285	8.67
101% - 130%	106,307	1,113,350	9.55
131% or more	8,133	205,935	3.95

Note: These estimates of participants differ from official participant counts. See Appendix D for details.

TABLE B.6

PARTICIPATION RATES FOR INDIVIDUALS IN HOUSEHOLDS WITHOUT ANY NONCITIZENS OR  
NONDISABLED CHILDLESS ADULTS SUBJECT TO WORK REGISTRATION, FISCAL YEAR 2006

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households Without Any Noncitizens or Nondisabled Childless Adults Subject to Work Registration	21,948,574	30,743,639	71.39
Age of Individual			
Children Under Age 18	11,208,262	12,234,537	91.61
Adults Age 18 to 59	8,836,800	12,502,677	70.68
Elderly Age 60 and Over	1,903,512	6,006,424	31.69
Individuals by Household Composition			
One Adult and Children	10,499,542	9,171,589	114.48
Married Household Head and Children	3,542,637	6,143,399	57.67
No Children	4,766,053	10,176,752	46.83
Individuals by Household Income Sources			
Earnings	8,757,810	14,031,524	62.42
No Earnings	13,190,764	16,712,115	78.93
TANF	4,047,059	2,697,999	150.00
Individuals by Household Benefit as a Percentage of Maximum Benefit			
1 - 50%	6,149,487	14,640,047	42.00
51 - 99%	9,959,158	10,131,730	98.30

Notes: Participation rates over 100 percent are due to reporting errors in the CPS that affect identification of certain subgroups. These estimates of participants differ from official participant counts. See Appendix D for details.

TABLE B.7

## HOUSEHOLD PARTICIPATION RATES, FISCAL YEAR 2006

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Households with Children	5,784,053	6,974,099	82.94
Households with Elderly	2,007,818	5,676,448	35.37
Households with Disabled Nonelderly Adults	2,605,349	3,765,692	69.19
Households by Composition			
Households with Children	5,784,053	6,974,099	82.94
One Adult and Children	3,643,176	3,345,015	108.91
Married Household Head and Children	983,051	1,831,923	53.66
Other Multiple Adults and Children	541,322	969,067	55.86
Children Only	616,504	828,093	74.45
Households with No Children	5,371,278	10,805,150	49.71
Households by Income Source			
Earnings	3,271,470	6,372,033	51.34
TANF	1,468,166	950,202	154.51
SSI	3,023,763	2,447,918	123.52
Households with Noncitizens	675,434	1,289,845	52.37
Households with Nondisabled Childless Adults Subject to Work Registration	894,539	2,087,753	42.85
Households by Income as a Percentage of Poverty Level			
No Income	1,560,362	3,291,173	47.41
1 - 50%	2,856,871	2,686,314	106.35
51 - 100%	5,420,931	6,176,152	87.77
101% or more	1,317,168	5,625,610	23.41

Notes: Participation rates over 100 percent are due to reporting errors in the CPS that affect identification of certain subgroups. These estimates of participants differ from official participant counts. See Appendix D for details.

TABLE B.8

## BENEFIT RECEIPT RATES BY HOUSEHOLD-LEVEL DEMOGRAPHIC AND ECONOMIC CHARACTERISTICS, FISCAL YEAR 2006

	Benefits Received by Participating Households (QC)	Potential Benefits to Eligible Households (CPS)	Receipt Rate (QC/CPS)
Benefits for All Households	\$2,337,211,879	\$2,822,736,345	82.80
Benefits for Households with Children	1,769,378,965	1,856,119,936	95.33
Benefits for Households with Elderly	183,440,570	414,869,566	44.22
Benefits for Households with Disabled Nonelderly Adults	378,146,796	626,354,450	60.37
Benefits by Household Composition			
Households with Children	1,769,378,965	1,856,119,936	95.33
One Adult	1,084,783,231	878,616,377	123.46
Married Household Head	344,616,582	536,990,122	64.18
Other Multiple Adults	197,378,664	311,488,464	63.37
Children Only	142,600,489	129,024,972	110.52
Households without Children	567,832,914	966,616,410	58.74
Benefits by Household Income Sources			
No Earnings	1,513,518,490	1,718,477,107	88.07
Earnings	823,693,389	1,104,259,239	74.59
TANF	435,076,746	246,572,010	176.45
Unemployment Compensation	42,459,095	21,282,708	199.50
SSI	399,801,508	260,553,131	153.44
Social Security	292,637,681	461,127,472	63.46
Benefits by Household Income as a Percentage of Poverty Level			
No Income	384,654,150	790,340,887	48.67
1 - 50%	931,398,640	805,660,740	115.61
51 - 100%	893,464,292	928,255,150	96.25
101% - 130%	121,609,196	279,526,782	43.51
131% or more	6,085,602	18,952,787	32.11
Benefits by Monthly Household Benefit			
\$10 or less	6,438,987	33,394,451	19.28
\$11 - \$25	5,189,199	12,778,675	40.61
\$26 - \$50	22,492,667	42,194,376	53.31
\$51 - \$75	40,207,282	64,867,024	61.98
\$76 - \$100	50,220,294	84,381,634	59.52
\$101 - \$150	162,407,231	226,352,950	71.75
\$151 - \$200	404,524,433	590,085,637	68.55
\$201 or more	1,645,731,787	1,768,681,598	93.05
Household Benefits as a Percentage of Maximum Benefit			
1 - 25%	48,833,575	135,617,501	36.01
26 - 50%	223,397,963	416,334,263	53.66
51 - 75%	465,678,730	579,285,533	80.39
76 - 99%	653,523,611	592,142,286	110.37
100%	945,777,999	1,099,356,762	86.03

Notes: Benefit receipt rates over 100 percent are due to reporting errors in the CPS that affect identification of certain subgroups. These estimates of participants differ from official participant counts. See Appendix D for details.

TABLE B.9

BENEFIT RECEIPT RATES BY INDIVIDUAL-LEVEL DEMOGRAPHIC  
CHARACTERISTICS, FISCAL YEAR 2006

	Prorated Benefits Received by Participating Individuals (QC)	Prorated Potential Benefits to Eligible Individuals (CPS)	Receipt Rate (QC/CPS)
<b>Benefits by Age of Individual</b>			
Children Under Age 18	\$1,152,101,885	\$1,131,697,982	101.80
Preschool	410,008,896	391,978,299	104.60
School-age	742,092,989	739,719,683	100.32
Adults Age 18 to 59	1,028,154,774	1,405,163,332	73.17
Elderly Age 60 and Over	156,955,220	321,827,004	48.77
Living Alone	119,341,841	155,342,122	76.83
Living with Others	37,613,378	166,484,881	22.59
Benefits for Nondisabled Childless Adults Subject to Work Registration	121,389,912	304,655,546	39.84
Benefits for Noncitizens	88,174,984	139,236,879	63.33
Benefits for Citizen Children Living with Noncitizen Adults	175,087,023	235,967,396	74.20
<b>Benefits by Gender of Individual</b>			
Male	970,436,414	1,273,985,368	76.17
Female	1,366,775,465	1,584,702,949	86.25
<b>Benefits by Race/Ethnicity of Individual</b>			
Black or African American Only	791,553,649	820,113,972	96.52
Hispanic	468,609,801	657,306,750	71.29
White Only	981,988,443	1,238,539,068	79.29
Not Tabulated Above	95,059,986	142,728,529	66.60
<b>Benefits by Employment Status of Nonelderly Adults</b>			
Employed	247,933,470	345,176,964	71.83
Not Employed	780,221,305	1,059,986,368	73.61

Notes: An individual's prorated benefits are calculated by dividing the household benefit by the number of people in the household. Benefit receipt rates by individual-level characteristics are calculated by summing the prorated benefits of individuals with the selected characteristic. Receipt rates over 100 percent are due to reporting errors in the CPS that affect identification of certain subgroups. These estimates of participants differ from official participant counts. See Appendix D for details.

**APPENDIX C**

**CHANGE IN INDIVIDUAL FSP PARTICIPATION RATES, 1988 TO 2006**





TABLE C.1

## CHANGE IN INDIVIDUAL FSP PARTICIPATION RATES 1988 - 2006

Time Period	Change in Participation Rate	Change in Participants	Change in Eligible Individuals
1988-1990	6.1 points	11.1%	-1.4%
1990-1991	2.8 points	14.6%	8.9%
1991-1992	2.3 points	10.3%	6.1%
1992-1993	1.0 points	5.8%	4.1%
1993-1994 <sup>a</sup>	1.1 points	-0.2%	-2.0%
1994-1995 <sup>a</sup>	-2.1 points	-3.9%	-1.1%
1995-1996	-3.5 points	-5.3%	-0.5%
1996-1997	-5.2 points	-14.7%	-7.7%
1997-1998	-4.2 points	-10.9%	-4.6%
1998-1999 <sup>b</sup>	-1.9 points	-5.9%	-2.8%
1999-2000 <sup>b</sup>	-0.7 points	-5.7%	-4.5%
2000-2001	-2.8 points	0.8%	6.0%
2001-2002	-0.1 points	9.9%	10.1%
2002-2003	2.3 points	11.3%	6.7%
2003-2004	5.0 points	12.4%	3.3%
2004-2005	3.7 points	6.1%	0.1%
2005-2006	2.5 points	2.4%	-1.4%

Sources: FSP Program Operations data, FSPQC data, and March CPS data for the years shown.

<sup>a</sup> There are two estimates for 1994 due to revised methodologies for determining food stamp eligibility and for determining the number of participants. The original estimate is used for the change between 1993 and 1994, while the revised estimate is used for the change between 1994 and 1995.

<sup>b</sup> There are two estimates for 1999 due to reweighting of the March 2000 - 2003 CPS files to Census 2000 by the Census Bureau and revised methodologies for determining food stamp eligibility. The original estimate is used for the change between 1998 and 1999, while the revised estimate is used for the change between 1999 and 2000.



**APPENDIX D**  
**METHODOLOGY**



## METHODOLOGY

The participation rates reported here rely on estimates of individuals eligible for and individuals participating in the Food Stamp Program (FSP). The estimates of eligible individuals are derived from a microsimulation model that uses data from the U.S. Census Bureau's March Current Population Survey (CPS) and detailed information on program rules to simulate eligibility for the FSP. The estimates of participants are based on FSP Program Operations data and FSP Quality Control (FSPQC) data. The resulting participation rates estimate the percentage of individuals who are eligible for the FSP that choose to participate in the program.<sup>12</sup>

In the first section of the appendix, we provide a brief introduction to the methodologies used to estimate the number eligible for and the number participating in the FSP. Subsequent sections discuss selected items in detail.

The participation rates presented in this report for FY 2000 through FY 2006 are all methodologically consistent. The rates for FY 2000 through FY 2005 differ slightly from previous published rates due to small improvements in the estimation methodology. The improvements made for this report include:

- Updating a variable used to identify households with Hispanic heads in the asset eligibility equation
- Using updated multi-year averages by individual and grouped States to estimate the percentage of noncitizens who are undocumented noncitizens

---

<sup>12</sup> In an average month in fiscal year 2006, about 89,900 individuals participated in the Food Distribution Program on Indian Reservations (FDPIR). Some of these individuals were income and asset eligible for the FSP, but FDPIR participants are not eligible to also participate in the FSP. However, because the number of individuals who are participating in the FDPIR can be estimated only with substantial sampling and nonsampling error, they are included in the number of FSP-eligible individuals in this report. Because FDPIR participants are included in estimates of FSP eligibles, but not in estimates of FSP participants, the participation rates are slightly underestimated.

To prepare the 2006 file, we updated the data to March 2007 CPS, and updated the FSP eligibility parameters and rules to FY 2006. In summary, we made the following parameter and eligibility rule changes in the 2006 eligibility file:

- Updated the FSP gross income screen, net income screen, and maximum benefit amounts to reflect FY 2006 FSP regulations
- Updated the regression equation used to estimate FSP net income using the FY 2006 FSPQC data
- Estimated a new asset equation simulating asset rules in place in FY 2006
- Updated the percentage of nondisabled nonelderly childless adults who are qualified to receive FSP benefits, and the estimated percentage of noncitizens who are refugees

The remainder of this appendix describes the methodology used to calculate the participation rates. Appendix Tables D.1 through D.6 list the updated eligibility parameters and other information used to update the participation rates.

## **A. DETERMINING FSP-ELIGIBLE INDIVIDUALS**

The March CPS provides income and program participation information for the previous calendar year.<sup>13</sup> We estimate the number of FSP-eligible individuals with a microsimulation model that uses March CPS data to simulate the FSP in an average month. Although the model does not capture data specific to a particular month, it does impute monthly income for 12 individual (random) months.<sup>14</sup> We average the results from all 12 simulations to produce an average monthly estimate.

In the simulation procedure, FSP eligibility guidelines that were in effect in 2006 are applied to each household in the CPS. The FSP guidelines include unit formation rules, asset limits, and

---

<sup>13</sup> A summary of changes in the March CPS over time is presented in Appendix F.

<sup>14</sup> In the CPS-based estimate of eligibles, we simulate the number of months (or weeks in the case of earnings) that households typically receive various types of income, but we do not know in which months the income is received.

income limits. Because several types of information needed to determine FSP eligibility are missing from the CPS data, we impute some information to improve the model estimates of eligible households. This estimation procedure is explained below.

## **1. Simulating the Composition of the FSP Unit**

Rules regarding the composition of the FSP unit, those people who must apply for the FSP together, are based on shared living quarters and who purchases and prepares food together. While the CPS defines the dwelling unit based on shared living quarters, it does not identify who purchases and prepares food together. As a result, we simulate the formation of FSP units within each household. For most households, we simulate all household members to be in the same FSP unit. For some households with certain compositions (e.g., multiple-family households, households with unrelated individuals, etc.), we may simulate two or more groups of people to form separate FSP units. The probability that a household will form multiple units is based on observed rates for similar households from FSPQC data. We also use the following rules in identifying FSP units:

- We exclude ineligible noncitizens and nondisabled nonelderly childless adults subject to work registration.
- We exclude SSI recipients who are not eligible for the FSP because they receive cash instead of FSP benefits in SSI cashout States (currently only California).<sup>15</sup>
- We exclude all individuals who are living in group quarters, are full-time students, or live in households headed by a member of the Armed Forces.

---

<sup>15</sup> Since SSI is under-reported in the CPS, we would exclude too few individuals in California, thus artificially increasing the number of eligible individuals and lowering the participation rate, if we used reported SSI. (In other States, the under-reporting may affect benefit levels, but is not as likely to affect the number of eligible individuals.) To obtain the most accurate number of eligible individuals as possible, we simulate SSI receipt in California and exclude simulated SSI recipients.

## **2. Identifying Eligible Noncitizens and Nondisabled Nonelderly Childless Adults Subject to Work Registration**

The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) made most noncitizens ineligible and required many nondisabled childless adults to work or face time limits on benefit receipt. However, many noncitizens had their eligibility restored by the Agricultural Research, Extension and Education Reform Act (AREERA) of 1998 and the Farm Security and Rural Investment Act of 2002 (Farm Security Act), while some nondisabled childless adults remained eligible through waivers, exemptions, or by meeting the work requirements. Because the CPS does not track all the information needed to identify which noncitizens and nondisabled nonelderly childless adults are not categorically ineligible for the FSP, we make assumptions about how many and which of these individuals remain eligible. In order to retain sample size, we implement our eligibility assumptions for these populations through weighting adjustments.<sup>16</sup>

### **a. Identifying Eligible Noncitizens**

Although some legal noncitizens remain categorically ineligible for the FSP, AREERA and the Farm Security Act restored eligibility to many noncitizens who were otherwise eligible for the FSP. In FY 2006, the following legal resident noncitizens were eligible:

- Noncitizens who had lived legally in the United States for over 5 years (effective April 2003)
- Noncitizens who were receiving disability benefits, regardless of date of entry (effective October 2002)
- Noncitizens legally living in the United States who were under age 18, regardless of date of entry (effective October 2003)

---

<sup>16</sup> The weighting adjustments reflect the probability that a household of a certain composition is eligible for the FSP. For example, if a household has 1 noncitizen, we duplicate the record for that household. In the first copy of the record, we retain the noncitizen and multiply the household weight by the probability that the noncitizen is eligible for food stamps. In the second copy of the record, we exclude the noncitizen and multiply the household weight by the probability that the noncitizen is ineligible.



- Noncitizens who were admitted as refugees or granted asylum or a stay of deportation (eligible for 7 years after arrival)<sup>17</sup>
- Other groups of noncitizens such as lawful permanent residents with a military connection.

The CPS data distinguish between citizens and noncitizens, but do not include more detailed information such as whether a noncitizen is lawfully in the United States, was admitted as a refugee, or has permanent resident status. Since undocumented noncitizens are ineligible for the FSP, we randomly assign undocumented immigrant status to noncitizens according to estimates of the number of undocumented immigrants in the March CPS by State in 2004 through 2006 and exclude those individuals from the FSP unit.<sup>18</sup>

The CPS file includes information on noncitizens' year of arrival in the United States, so we use this information to determine which noncitizens have been in the country for at least 5 years. We allow qualified noncitizens age 18 and over who have been in the country for at least 5 years to be eligible in 2006. We allow qualified noncitizens under age 18 or who are receiving disability benefits to be eligible in 2006, regardless of year of entry.

We also use CPS year-of-arrival information and data from the U.S. Citizenship and Immigration Services (USCIS) to estimate the percentage of noncitizens who were admitted as refugees by year of entry. Using these estimates in our 2006 eligibility determination, we assume 14 percent of noncitizens who entered the United States in 2001, 7 percent who entered in 2002 or 2003, and 9 percent who entered in 2004, 2005, or 2006 were admitted as refugees. We allow refugees who have been in the United States for 7 years or less to be eligible in 2006.

---

<sup>17</sup> Refugees typically change their status to Legal Permanent Resident 1 year after arrival. After 5 years of residency, both refugees and those granted asylum would be eligible under the 5-year residency provision.

<sup>18</sup> Unpublished estimates of the number of unauthorized migrants included in the March CPS supplements for 1995 to 1996 and 1998 to 2006 are from Jeffrey Passel, prepared for the Urban Institute.

Recent changes in immigration laws have made it more difficult to estimate the number of noncitizens who are income and asset eligible for food assistance. Sponsors of noncitizens who arrived in the United States after 1997 are required to sign a legally enforceable affidavit of support, pledging to financially support the noncitizen for at least ten years. If the noncitizen applies for FSP benefits within those ten years, the State can sue a non-indigent sponsor to recoup the cost of any benefits issued to the sponsored noncitizen. However, the deeming provision applies only to those who have a sponsor who lives outside the household, since program rules already deem the income of sponsors—typically spouses or parents of minor children—who live with the sponsored immigrant. The deeming provision also does not apply to immigrants without individual sponsors, including those admitted as refugees or granted asylum, and those sponsored by an institution or an employer.

As a result, some noncitizens who appear to be eligible for the FSP based on income and asset tests are, in fact, subject to deeming of their sponsors' income and assets and therefore are likely either to not be eligible or to choose to remove themselves from the FSP unit to avoid negative repercussions for their sponsors. To account for this, we used data from the New Immigrant Survey to estimate the percentage of all documented non-refugee noncitizens in the CPS who have been in the country between five and ten years, are required to have one or more sponsors who sign an affidavit of support, and who live in a separate household from at least one sponsor. The New Immigrant Survey showed that 26.4 percent of all non-refugee immigrants fit those criteria. We then randomly assigned 26.4 percent of noncitizens arriving after December 1997 to be subject to deeming from a sponsor and therefore ineligible for the FSP.

The remaining noncitizens are identified as ineligible. We exclude them, along with undocumented noncitizens and noncitizens subject to deeming, from the FSP unit and assign a

prorated portion of their income to the FSP unit. We also consider the excluded members' assets when determining the eligibility of the remaining unit members.

**b. Identifying Nondisabled Nonelderly Childless Adults Subject to Work Registration**

Referred to as ABAWDs in past reports, these individuals are ages 18 to 49, not disabled, not living with children under age 18, and subject to work registration. With some exceptions, these individuals must meet work requirements to participate in the FSP. If they fail to meet the work requirements, they are limited to 3 months of benefit receipt in any 36-month period. They may be exempt from these requirements if they live in an area with high unemployment or insufficient jobs (waiver area), participate in an employment and training program, or are covered by their State's 15-percent exemption.

We identify nondisabled nonelderly childless adults subject to work registration by looking at basic demographic characteristics in the CPS.<sup>19</sup> Because we cannot determine from the CPS which of these individuals remain eligible for the FSP, we impute this information. We estimate the proportion who have not reached the time limit based on data from the SIPP and the proportion who are eligible due to the 15-percent exemption, participation in an employment and training program, or because they live in waiver areas using federal and State administrative data.<sup>20</sup> The target proportions for nondisabled nonelderly childless adults subject to work registration who are eligible for the FSP are presented in Table D.1. Nondisabled nonelderly childless adults who are not eligible are excluded from the FSP unit and, as with noncitizens, have a prorated portion of their income assigned to the FSP unit and their assets considered when we determine whether the unit is asset eligible.

---

<sup>19</sup> The population of nondisabled nonelderly childless adults subject to work registration includes some eligible noncitizens.

<sup>20</sup> We estimate the proportion that has received no more than 3 months of benefits while not working using separate estimates for current participants and for non-participants.

### **3. Identifying Categorically-Eligible FSP Units**

Certain FSP units are categorically eligible for the FSP and therefore not subject to income or asset limits. A unit is categorically eligible if all of its members receive SSI, cash or in-kind TANF benefits, or in some places, General Assistance (GA). A broader interpretation of categorical eligibility rules implemented on November 21, 2000 requires States to confer categorical eligibility on families receiving benefits or services that are at least 50 percent funded by TANF or Maintenance of Effort (MOE) funds. States have the option of conferring categorical eligibility on families receiving benefits or services that are less than 50 percent funded by TANF/MOE. They may also confer categorical eligibility on households where 1 member receives the benefit or service, but the State determines that the whole household benefits. To be categorically eligible for the FSP, households that receive services or benefits from a TANF/MOE-funded program whose purpose is to prevent out-of-wedlock pregnancies or foster or strengthen marriage must have gross incomes under 200 percent of poverty.

All the estimates in this report include households that are categorically eligible due to receipt of cash public assistance benefits (defined as TANF, SSI, or GA income). They also include households that are categorically eligible due to receipt of noncash TANF assistance and that would pass the applicable income tests, regardless of whether they would pass the FSP asset test. However, for reasons discussed below, households that are categorically eligible through noncash TANF assistance but have incomes higher than FSP eligibility limits are not included in either the numerator or the denominator of the estimated participation rates.

Using CPS data, we can identify units in which all members receive some type of cash public assistance benefits. These units are automatically eligible for the FSP and, as mentioned

above, those that qualify for a positive benefit are included in the denominator of the participation rates presented in this report.<sup>21</sup>

There are, however, significant challenges to identifying units that are categorically eligible due to the receipt of noncash public assistance benefits. Some States have very broad programs that provide a simple service—a TANF/MOE funded brochure on domestic violence, for example—to confer categorical eligibility on a large number of households. Other States have a wide variety of smaller programs, such as job training or after-school programs, with specific eligibility requirements for each program. While we are able to identify households that are likely eligible for some of these programs, we do not have data on which households are actually participating in the programs. For other programs, we are unable to ascertain which households may be eligible. Because of these challenges, we present participation rates that do not include individuals who are eligible solely through noncash TANF/MOE programs.<sup>22</sup>

Although we do not identify noncash public assistance recipients to include in the denominator of our participation rates, we do simulate asset eligibility based on expanded vehicle rules.<sup>23</sup> Some States expanded their asset rules by aligning their FSP vehicle rules with those from a TANF/MOE-funded program. Other States expanded asset rules through broadly conferred categorical eligibility. We simulate asset rules implemented through either program alignment or categorical eligibility. We do this in order to be consistent with our estimates of participating households.<sup>24</sup> As a result, both the numerator and the denominator are restricted to

---

<sup>21</sup> Because of the underreporting of program participation in the CPS, we likely underestimate the number of pure public assistance units.

<sup>22</sup> We are examining approaches for overcoming these data limitations in future reports.

<sup>23</sup> FSP asset rules and our asset-eligibility imputation are described below in Section A.5.

<sup>24</sup> Because many households flagged as categorically eligible in the FY 2006 FSPQC data file have no recorded countable assets, we are unable to identify which of these households would fail the asset test if they were not categorically eligible (Section B.1.)

households that are asset eligible based on expanded State-level asset rules and are either income eligible or pure cash public assistance (PA) households.

#### **4. Determining Income Eligibility**

Non-categorically eligible FSP units must meet income limits in order to be eligible for benefits. FSP units that do not contain elderly or disabled members must have a gross income below 130 percent of the monthly poverty guidelines. There is no gross income limit for units that contain elderly or disabled members. In addition, all non-categorically eligible FSP units must have a net income below 100 percent of the poverty guidelines.

Before determining each household's income eligibility, we estimate monthly income and household net income as follows:

- ***Estimating Monthly Income.*** The CPS database includes information on annual income, but eligibility for the FSP is determined according to monthly income. Therefore, we distribute annual income to months on the basis of patterns of income receipt shown by SIPP data and number of weeks worked shown in CPS data. We then sum the monthly income allocated to each month for each person in the household to determine each household's gross income for each month. Simply dividing annual income by 12 would underestimate the number of eligible individuals in any given month.
- ***Estimating Net Income.*** The CPS database does not include information on the expenses that are deducted from gross income to compute net income. Therefore, we model net income as a function of the household's demographic and economic characteristics for each year. This model is based on patterns observed in the FSPQC data. The estimated relationships (coefficients) are presented in Table D.2.

We use the FSP gross and net income screens and the maximum benefit amounts to reflect regulations for each fiscal year. We then determine income eligibility for each household based on these regulations. These parameters, along with other FSP eligibility criteria, are presented in Table D.3.

## **5. Determining Asset Eligibility**

To be eligible for FSP benefits, a non-categorically eligible food stamp unit must have countable assets under the applicable FSP asset limit. If the unit contains an elderly or disabled person, the asset limit is \$3,000. For all other households, the asset limit is \$2,000. Since asset balances are not reported in the CPS database, we use equations estimated from our SIPP-based microsimulation model to impute the probability that income-eligible units subject to the asset test are asset eligible and, therefore, fully eligible.

Expansions in FSP vehicle rules were gradually implemented across States throughout 2001 and 2002. Regulations implemented in January 2001 exclude from the asset test the value of vehicles with equity less than \$1,500 and the value of vehicles used to produce income, used as a home, used to transport a disabled household member, or used to carry fuel or water. In addition, for each adult household member, one vehicle not totally excluded is exempt from the equity test and instead counted at the fair market value (FMV) in excess of \$4,650. One additional vehicle per minor household member that is driven by the minor to work, school, or training is also counted at the vehicle's FMV in excess of \$4,650.

Additional vehicle rule expansions began in July 2001, when States were permitted to align their FSP vehicle rules with rules in place for other programs, such as TANF or child care assistance. In response to this new flexibility, States gradually began changing their vehicle rules. Additional States used broader categorical eligibility rules to exempt more households from the asset test. By the end of FY 2006, all but 1 State had implemented changes in the FSP vehicle rules. Twenty-eight States had changed rules to exclude the value of all vehicles when determining assets, and 13 States had changed rules to exclude at least one vehicle per household (with no cap on the equity value of the vehicle).

For years prior to 2005, we modeled these rule changes by estimating asset imputation equations at 2 points in time. For instance, for FY 2004, the first set of equations simulates FSP asset rules in place in October 2003 and is used to simulate the first half of 2004. The second set of equations simulates asset rules in place in September 2004 and is used to simulate the second half of 2004. For each time period, we model 20 different vehicle rules to fully capture State-level differences. For FY 2005 and FY 2006, since there were no vehicle rule changes during the fiscal year, we model one set of equations to capture the 20 different vehicle rules.

The unweighted counts of households in the March CPS for 1976 through 2006 are listed in Table D.4. Unweighted counts of households by their probability of being eligible in 2006 are listed in Table D.5.

## **6. Identifying FSP-Eligible Units with TANF**

Although we simulate FSP-eligible units as described above, we use the reported information in the CPS to identify those FSP-eligible units receiving TANF. Because participation in TANF is underreported in the CPS, the number of FSP-eligible units with TANF is underestimated. Typically, the number of households reporting TANF receipt in the March CPS is about 75 percent of the administrative totals. This leads to participation rates for FSP-eligible households receiving TANF that exceed 100 percent.<sup>25</sup>

Rates for subgroups that include a large proportion of TANF recipients, such as households with single adults and children, also exceed 100 percent. Difficulties correctly identifying which household members purchase and prepare food separately, and therefore form their own FSP unit, may add to the problem of rates exceeding 100 percent. Rates for other subgroups, such as

---

<sup>25</sup> While the CPS-based number of eligible FSP households with TANF (the denominator in the participation rate calculation) is underestimated, the administrative number of participating FSP households with TANF (the numerator) is not underestimated. The resulting participation rate exceeds 100 percent.



FSP-eligible households with SSI, also exceed 100 percent due to underreporting and possible unit definition issues.

One approach to correct for underreporting of TANF and SSI is to simulate TANF and SSI eligibility and receipt in the model. Future updates may incorporate TANF and SSI models that would correct for the underreporting of public assistance benefits and improve the estimates of participation rates among FSP units with TANF, SSI, and related subgroups.

## **B. DETERMINING THE NUMBER OF FSP PARTICIPANTS**

The number of participants for the participation rate comes from the FSP Statistical Summary of Operations (Program Operations) data and the FSPQC data file. We use these databases because FSP participation is underreported in the CPS data. The Program Operations data provides counts of individuals and households that were issued benefits and the total dollar value of these benefits in each month. The FSPQC data file is an edited version of the raw data file generated by the FSP Quality Control System and contains data on the demographic and economic characteristics of a sample of participating households.

The FY 2006 FSPQC data file is weighted to match Program Operations counts for households, individuals, and benefits, adjusting those totals to exclude benefits issued in response to a disaster and benefits issued to individuals found to be ineligible for benefits. We determine benefits issued under disaster-related rules by using data from USDA on the number of households and individuals who received disaster benefits, the amount of benefits issued to those households, and the amount of additional disaster-related benefits issued to existing FSP participants. We reduce the Program Operations counts of households, individuals, and benefits by the disaster-related counts in the months and states the disaster relief occurred. To adjust the program operations counts for benefits issued in error, we first use the unweighted FSPQC data

file to calculate disqualification rates for households, individuals, and benefits, and then reduce the program operations counts by those percentages.

The household disqualification rate is the percentage of all participating households that are either ineligible or are eligible but do not qualify for a positive benefit. The individual disqualification rate is the percentage of all participating individuals that are in households that are not eligible for a positive benefit. The benefit disqualification rate is slightly more complex—it takes into account over- and under-issuances to eligible households as well as benefits issued to disqualified households.

FSPQC files for years prior to 2005 are not weighted on the individual or benefit level, so for those years we ratio-adjust estimates of eligible participating individuals and benefits to match disaster- and ineligible-adjusted Program Operations counts of participating individuals and issued benefits. To be consistent with the estimated eligible population, we also remove households in Guam and the U.S. Virgin Islands and households that are categorically eligible and not income eligible.

For the participation rate numerators, we use the average monthly number of participants over the 12 months in the fiscal year. The sample sizes of participating households in the FSPQC data files are listed in Table D.6.

## **1. Identifying Categorically Eligible Participating FSP Units**

Because the 2006 FSPQC file does not contain the individual level information on TANF receipt that is needed to identify pure cash public assistance (PA) households, we use an algorithm for determining program coverage.<sup>26</sup> First, we assign coverage flags for individual

---

<sup>26</sup> The 2003 through 2005 FSPQC data files also did not contain person-level information on TANF receipt. The 2002 and earlier FSPQC data files included additional person-level information on program participation.

programs. SSI and GA cover only the person coded with the income, whereas TANF can cover additional family members as follows:

- TANF received by the head of the unit or the head's spouse covers the unit head, spouse, and children (as identified by the relationship codes and age)
- TANF received by a child of the head of the unit covers that child and other relatives (presumably the grandchildren of the unit head)
- In child-only units, TANF receipt anywhere in the household covers all the children

After assigning coverage flags, we identify a unit as pure cash PA if everyone in the unit is covered by TANF, SSI, or GA or if the unit has TANF income and all adults are covered by TANF, SSI, or GA. Pure cash PA units are categorically eligible for the FSP and therefore exempt from the income and asset tests. These units still must qualify for a positive benefit.

We can also identify units that are categorically eligible through noncash PA programs through a variable in the FSPQC data that flags these units. By applying the applicable income tests, we can determine which of these units are not income eligible and remove them from the participation rate numerator to be consistent with our estimates of eligible individuals (Section A.3). However, because the assets of categorically-eligible units are not usually recorded on the file, we are unable to identify which of these households would fail the asset test if they were not categorically eligible. As a result, we do not remove any households from the numerator based on their assets and we also restrict the denominator to households that are asset eligible based on expanded State-level asset rules and are either income eligible or pure cash PA households.

### **C. CALCULATING FSP PARTICIPATION RATES**

We estimate participation rates by dividing the number of participants recorded in the adjusted Program Operations data by the number of eligible individuals simulated on the basis of

CPS data. The numbers of participants and eligible individuals used to calculate the 2006 participation rates are presented in Appendix B.

#### **D. COMPARISON WITH SIPP-BASED RATES**

In addition to the CPS-based estimates presented in this report, the Survey of Income and Program Participation (SIPP) can also be used to measure participation rates. SIPP data contain more of the information needed to estimate eligibility for the FSP, and the methodology used to estimate eligibility with SIPP data more closely replicates the actual FSP eligibility determination process. However, the SIPP data cover a shorter period than the CPS, and certain types of SIPP data that are needed to estimate eligible individuals are available for only a limited number of years. In addition, CPS data are consistently available on a timelier basis than SIPP data.

Historically, the trends identified through the CPS-based data have been consistent with those identified through SIPP-based data (Figure D.1). The change in methodology implemented in the August 1995 report shifted the CPS-based rates up, and as a result, both the trend and the level of the CPS-based rates are more in line with the SIPP-based rates.

TABLE D.1

PERCENT OF NONDISABLED NONELDERLY CHILDLESS ADULTS SUBJECT TO WORK  
WHO ARE ELIGIBLE FOR THE FSP BY REASON FOR ELIGIBILITY, 2006

	Percent Eligible by Reason for Eligibility				Total Percent Eligible for the FSP <sup>a</sup>
	Living in Waiver Area	Have Not Exceeded Time Limits <sup>a</sup>	In E & T Program	Received Exemption	
Alabama	21	62 / 72	0	3	71 / 79
Alaska	100	62 / 72	0	0	100
Arizona	31	62 / 72	0	0	74 / 81
Arkansas	60	62 / 72	0	0	85 / 89
California	29	62 / 72	0	0	73 / 80
Colorado	2	62 / 72	100	0	100
Connecticut	17	62 / 72	0	1	69 / 77
Delaware	0	62 / 72	100	0	100
District of Columbia	100	62 / 72	0	0	100
Florida	14	62 / 72	0	0	67 / 76
Georgia	54	62 / 72	0	1	83 / 87
Hawaii	69	62 / 72	1	1	88 / 91
Idaho	18	62 / 72	100	0	100
Illinois	84	62 / 72	100	0	100
Indiana	60	62 / 72	100	1	100
Iowa	0	62 / 72	0	0	62 / 72
Kansas	51	62 / 72	0	0	81 / 86
Kentucky	60	62 / 72	1	2	85 / 89
Louisiana	100	62 / 72	0	0	100
Maine	19	62 / 72	51	10	87 / 91
Maryland	28	62 / 72	0	0	73 / 80
Massachusetts	0	62 / 72	100	1	100
Michigan	100	62 / 72	100	0	100
Minnesota	15	62 / 72	0	0	68 / 76
Mississippi	100	62 / 72	100	2	100
Missouri	38	62 / 72	0	5	78 / 84
Montana	18	62 / 72	1	0	69 / 77
Nebraska	1	62 / 72	100	1	100
Nevada	8	62 / 72	0	0	65 / 74
New Hampshire	37	62 / 72	0	0	76 / 82
New Jersey	45	62 / 72	100	0	100
New Mexico	62	62 / 72	0	0	86 / 89
New York	3	62 / 72	100	0	100
North Carolina	74	62 / 72	0	1	100
North Dakota	12	62 / 72	0	1	67 / 76
Ohio	33	62 / 72	100	0	100
Oklahoma	14	62 / 72	0	7	70 / 78
Oregon	100	62 / 72	7	0	100
Pennsylvania	40	62 / 72	1	0	77 / 83
Rhode Island	51	62 / 72	0	1	81 / 86
South Carolina	100	62 / 72	0	0	100
South Dakota	16	62 / 72	100	0	100
Tennessee	18	62 / 72	0	2	69 / 77
Texas	1	62 / 72	100	0	100
Utah	13	62 / 72	100	2	100
Vermont	8	62 / 72	0	0	65 / 74
Virginia	16	62 / 72	0	0	68 / 76
Washington	100	62 / 72	0	0	100
West Virginia	41	62 / 72	100	0	100
Wisconsin	65	62 / 72	1	0	87 / 90
Wyoming	7	62 / 72	0	0	64 / 74

<sup>a</sup> The lower number is for individuals in households reporting food stamp receipt in the SIPP. The higher number is for individuals in households not reporting food stamp receipt in the SIPP.

TABLE D.2

RESULTS FOR THE FOOD STAMP NET INCOME REGRESSION EQUATIONS  
(Standard Error Estimates in Parentheses)

Explanatory Variable	Coefficients Estimated Using Administrative Data For:			
	2000	2001	2002	2003
Constant	-108.45655 *	-112.6822 *	-125.41062 *	-182.95709 *
	(4.17453)	(4.38793)	(4.56782)	(4.71062)
Gross Income Minus Standard and Earned Income Deductions	1.06687 *	1.05739 *	1.06358 *	1.08187 *
	(0.0058)	(0.00584)	(0.00575)	(0.00599)
Flag for No Housing Expenses	64.81552 *	69.38112 *	71.78718 *	88.10331 *
	(1.42363)	(1.51534)	(1.55999)	(1.64417)
Maximum Allowable Shelter Expense	-0.02072 *	-0.02505 *	-0.03376 *	-0.02864 *
	(0.00368)	(0.00396)	(0.00412)	(0.00419)
Maximum Allowable Dependent Care	0.00004003	-0.00729	-0.00637	-0.01036
	(0.00506)	(0.00544)	(0.0056)	(0.00583)
Unit Size	-5.48806 *	-6.25171 *	-6.76042 *	-6.48828 *
	(0.80896)	(0.85948)	(0.86919)	(0.9028)
Flag for Household that Contains a Disabled Member	-10.34573 *	-8.67301 *	0.16096	-7.93387 *
	(1.63115)	(1.75215)	(1.82341)	(1.92109)
SSI Income	0.05188 *	0.05498 *	0.06049 *	0.06932 *
	(0.0032)	(0.00331)	(0.00341)	(0.00345)
TANF Income	0.00606	0.02121 *	0.02046 *	0.01315 *
	(0.00391)	(0.00416)	(0.00446)	(0.00477)
Flag for Gross Income of \$100 or Less	82.74963 *	93.07207 *	100.10238 *	118.88798 *
	(3.31656)	(3.4812)	(3.62107)	(3.72712)
Flag for Gross Income Between \$101 and \$200	84.42101 *	93.9834 *	100.65511 *	121.60384 *
	(3.6197)	(3.83583)	(3.98906)	(4.10418)
Flag for Gross Income Between \$201 and \$300	42.09649 *	48.29603 *	61.03039 *	79.63212 *
	(2.90802)	(3.15632)	(3.30995)	(3.42055)
Flag for Gross Income Between \$301 and \$400	12.31464 *	20.58321 *	28.73629 *	39.48056 *
	(2.64401)	(2.79878)	(2.92568)	(3.10402)
Gross Income as a Percentage of Poverty	-0.3628 *	-0.28379 *	-0.40238 *	-0.56133 *
	(0.06108)	(0.06271)	(0.06552)	(0.0695)
Gross Income as a Percentage of Poverty if White Head of Household	-0.12607 *	-0.11945 *	-0.09646 *	-0.21509 *
	(0.01736)	(0.01839)	(0.01938)	(0.02079)
Gross Income as a Percentage of Poverty if Hispanic Head of Household	-0.13547 *	-0.17943 *	-0.07442 *	-0.07368 *
	(0.02752)	(0.02877)	(0.03025)	(0.03188)
Flag for Households Residing in Alaska	-3.43195	-3.75758	21.52043 *	46.4004 *
	(7.37366)	(7.39527)	(7.14045)	(7.78751)

TABLE D.2, *continued*

Explanatory Variable	Coefficients Estimated Using Administrative Data For:			
	2000	2001	2002	2003
Flag for Households Residing in Hawaii	6.25458 (4.31531)	9.16738 (4.74176)	28.80363 * (4.81748)	79.66978 * (5.22521)
Flag for Households Residing in California	34.26747 * (4.40728)	24.69593 * (4.68272)	29.18724 * (4.91341)	63.80688 * (4.89846)
Flag for Households Residing in New York	-85.22265 * (4.19858)	-88.56049 * (4.3795)	-122.22554 * (4.65071)	55.34711 * (4.72065)
Flag for Households Residing in the Northeast	-25.68244 * (2.56336)	-32.87453 * (2.67895)	-14.87896 * (2.79359)	9.13402 * (2.92204)
Flag for Households Residing in the Mid-Atlantic	-4.27635 (2.29217)	-9.29002 * (2.41658)	-0.47923 (2.48302)	30.34131 * (2.58427)
Flag for Households Residing in the Southeast	9.6197 * (2.19532)	3.79357 (2.29971)	14.8601 * (2.39514)	35.82232 * (2.50708)
Flag for Households Residing in the Midwest	-4.07 (2.24002)	-14.4667 * (2.39445)	-5.70294 * (2.49169)	6.4728 * (2.68803)
Flag for Households Residing in the Southwest	11.22491 * (2.3221)	1.9032 (2.43158)	12.86077 * (2.49545)	42.29309 * (2.62936)
Flag for Households Residing in the Mountain Plains	1.70174 (2.22124)	-1.89416 (2.34561)	2.31958 (2.4043)	31.31009 * (2.48722)
Flag for Households Participating in MFIP	NA	NA	NA	-145.34147 * (6.76489)
Flag for Households Participating in SSI CAP in MS, NC, NY, SC, or TX	NA	NA	NA	NA
Flag for Households Participating in SSI CAP in FL, MA, or WA	NA	NA	NA	NA
Sample Size	46,336	46,412	47,452	47,954
R <sup>2</sup>	0.8823	0.8741	0.8704	0.862
Adjusted R <sup>2</sup>	0.8822	0.8741	0.8704	0.862

TABLE D.2, *continued*

Explanatory Variable	Coefficients Estimated Using Administrative Data For:		
	2004	2005	2006
Constant	-228.79176 *	-236.66516 *	-228.26556 *
	(4.95113)	(5.04374)	(5.27265)
Gross Income Minus Standard and Earned Income Deductions	0.96967 *	0.97247 *	0.96482 *
	(0.00575)	(0.00593)	(0.00615)
Flag for No Housing Expenses	92.69704 *	96.94207 *	102.7976 *
	(1.77867)	(1.88591)	(2.00290)
Maximum Allowable Shelter Expense	-0.02156 *	-0.02857 *	-0.04498 *
	(0.00442)	(0.00451)	(0.00464)
Maximum Allowable Dependent Care	-0.02570 *	-0.02642 *	-0.04052 *
	(0.00622)	(0.00661)	(0.00720)
Unit Size	6.72508 *	7.52245 *	7.70777 *
	(0.90144)	(0.93625)	(1.01042)
Flag for Household that Contains a Disabled Member	-14.27762 *	-12.19146 *	-14.1958 *
	(2.05375)	(2.14437)	(2.27566)
SSI Income	0.07597 *	0.08601 *	0.07896 *
	(0.00368)	(0.00378)	(0.00391)
TANF Income	0.04034 *	0.04491 *	0.03344 *
	(0.00519)	(0.00553)	(0.00628)
Flag for Gross Income of \$100 or Less	145.21487 *	149.9315 *	145.72049 *
	(3.91504)	(4.05408)	(4.22194)
Flag for Gross Income Between \$101 and \$200	136.73779 *	141.92914 *	148.57149 *
	(4.37301)	(4.62120)	(4.94720)
Flag for Gross Income Between \$201 and \$300	85.52055 *	95.26772 *	105.2159 *
	(3.65884)	(3.92684)	(4.30116)
Flag for Gross Income Between \$301 and \$400	45.51629 *	46.91855 *	56.56091 *
	(3.30786)	(3.55714)	(4.00322)
Gross Income as a Percentage of Poverty	0.40761 *	0.38613 *	0.3198 *
	(0.06957)	(0.07299)	(0.07694)
Gross Income as a Percentage of Poverty if White Head of Household	-0.26058 *	-0.30474 *	-0.2638 *
	(0.02251)	(0.02369)	(0.02471)
Gross Income as a Percentage of Poverty if Hispanic Head of Household	-0.21237 *	-0.22876 *	-0.15963 *
	(0.03411)	(0.03659)	(0.03794)
Flag for Households Residing in Alaska	41.54208 *	37.73781 *	42.47873 *
	(8.37939)	(7.94323)	(8.47712)



TABLE D.2, *continued*

Explanatory Variable	Coefficients Estimated Using Administrative Data For:		
	2004	2005	2006
Flag for Households Residing in Hawaii	88.90215 * (5.55783)	84.4869 * (5.73912)	92.84833 * (6.14183)
Flag for Households Residing in California	12.77084 * (5.47591)	13.84785 * (5.66192)	4.16605 (5.98781)
Flag for Households Residing in New York	-80.90515 * (5.4125)	-43.51807 * (5.8815)	-91.96236 * (6.19668)
Flag for Households Residing in the Northeast	-20.85525 * (3.16983)	-18.19682 * (3.17959)	-42.48817 * (3.37835)
Flag for Households Residing in the Mid-Atlantic	14.60675 * (2.82093)	18.26132 * (2.90475)	16.86089 * (3.09487)
Flag for Households Residing in the Southeast	28.18480 * (2.70949)	26.63604 * (2.7659)	29.21819 * (2.92469)
Flag for Households Residing in the Midwest	-4.30432 (2.94188)	-1.73601 (2.99986)	-19.2531 * (3.19838)
Flag for Households Residing in the Southwest	36.53885 * (2.86207)	41.33699 * (3.02181)	41.3745 * (3.20762)
Flag for Households Residing in the Mountain Plains	16.40894 * (2.71689)	17.22411 * (2.75405)	9.10594 * (2.96399)
Flag for Households Participating in MFIP	210.56995 * (7.42351)	205.75661 * (7.68924)	104.63726 * (7.95268)
Flag for Households Participating in SSI CAP in MS, NC, NY, SC, or TX	292.87668 * (6.41763)	282.19337 * (7.15411)	266.95631 * (7.29981)
Flag for Households Participating in SSI CAP in FL, MA, or WA	-71.90365 * (9.45977)	-36.1241 * (5.70086)	-22.64272 * (5.67541)
Sample Size	47,855	45,606	44,704
R <sup>2</sup>	0.8445	0.8437	0.8334
Adjusted R <sup>2</sup>	0.8444	0.8436	0.8333

\*Indicates significance at the .05 level using a two-tailed t-test. Coefficients identified as significant at the .05 level are those with t-values greater than 1.96.

NA indicates that the variable is not applicable for the specified year.

TABLE D.3

## FISCAL YEAR 2006 FSP ELIGIBILITY PARAMETERS

Countable Assets Screen	\$2,000 for households without elderly or disabled members \$3,000 for households with elderly or disabled members			
Gross Income Screen	130 percent of the Monthly Poverty Guidelines			
Net Income Screen	100 percent of the Monthly Poverty Guidelines			
Monthly Poverty Guidelines	<u>Unit Size</u>	<u>Continental US</u>	<u>Alaska</u>	<u>Hawaii</u>
	1	\$ 798	\$ 996	\$ 918
	2	1,070	1,336	1,230
	3	1,341	1,676	1,543
	4	1,613	2,016	1,855
	5	1,885	2,356	2,168
	6	2,156	2,696	2,480
	7	2,428	3,036	2,793
	8	2,700	3,376	3,105
	Each Additional	+ 272	+ 340	+ 313
Standard Deduction	<u>Unit Size</u>	<u>Continental US</u>	<u>Alaska</u>	<u>Hawaii</u>
	1 - 4	\$134	\$229	\$189
	5	157	229	189
	6+	179	229	206
Maximum Dependent Care Deduction	\$200 for dependents under age 2, \$175 for dependents age 2 and over			
Excess Shelter Deduction		<u>Continental US</u>	<u>Alaska</u>	<u>Hawaii</u>
		\$400	\$640	\$539
Benefit Calculation	Benefit = Maximum benefit – 30 percent of Net Income			
Maximum Monthly Benefit	<u>Unit Size</u>	<u>Continental US</u>	<u>Alaska</u>	<u>Hawaii</u>
	1	\$152	\$181	\$229
	2	278	333	421
	3	398	477	602
	4	506	606	765
	5	601	720	909
	6	722	864	1,090
	7	798	955	1,205
	8	912	1,091	1,378
	Each Additional	+ 114	+ 136	+ 172
Minimum Monthly Benefit	<u>Unit Size</u>			
	1 - 2	\$10		
	3+	\$ 0		
Categorically Eligible	Receipt of cash or in-kind TANF benefits, SSI, or GA			
SSI Cashout States	California only			

Note: Eligibility parameters are for the 50 States and the District of Columbia.

TABLE D.4  
 UNWEIGHTED SAMPLE SIZES FOR THE CPS,  
 1976 – 2006

Analysis Year	All Households
1976	68,294
1978	68,455
1980	81,451
1982	73,195
1984	74,568
1986	73,843
1988	70,454
1990	75,076
1991	74,236
1992	73,878
1993	73,126
1994	72,152
1995	63,339
1996	64,046
1997	64,659
1998	65,377
1999	51,016
2000	78,054
2001	78,265
2002	78,310
2003	77,149
2004	76,447
2005	75,939
2006	75,477

TABLE D.5

UNWEIGHTED COUNTS OF HOUSEHOLDS BY THE PROBABILITY OF  
BEING ELIGIBLE, 2006

	Unweighted Counts
All Households	59,321
Households With a Probability of Being Eligible Greater Than Zero	
Total	14,683
Probability of Being Eligible	
>0.0 - 0.25	1,217
>0.25 - 0.50	671
>0.50 - 0.75	2,837
>0.75 - <1.00	8,279
1.00	1,679

Note: Estimates in this table reflect the number of CPS households in which at least 1 unit has a non-zero probability of being eligible for food stamps. We determine the probability that a unit is eligible by calculating whether it passes the appropriate income tests and estimating the probability of passing the asset test. The final probability of being eligible is multiplied by the weight to determine the unit's contribution to the total (weighted) number of eligible units. In households with multiple food stamp units, the probabilities of each unit are combined into one household probability. The data shown in the column reflect the number of households in the month with the median number of households with a positive probability of being eligible.

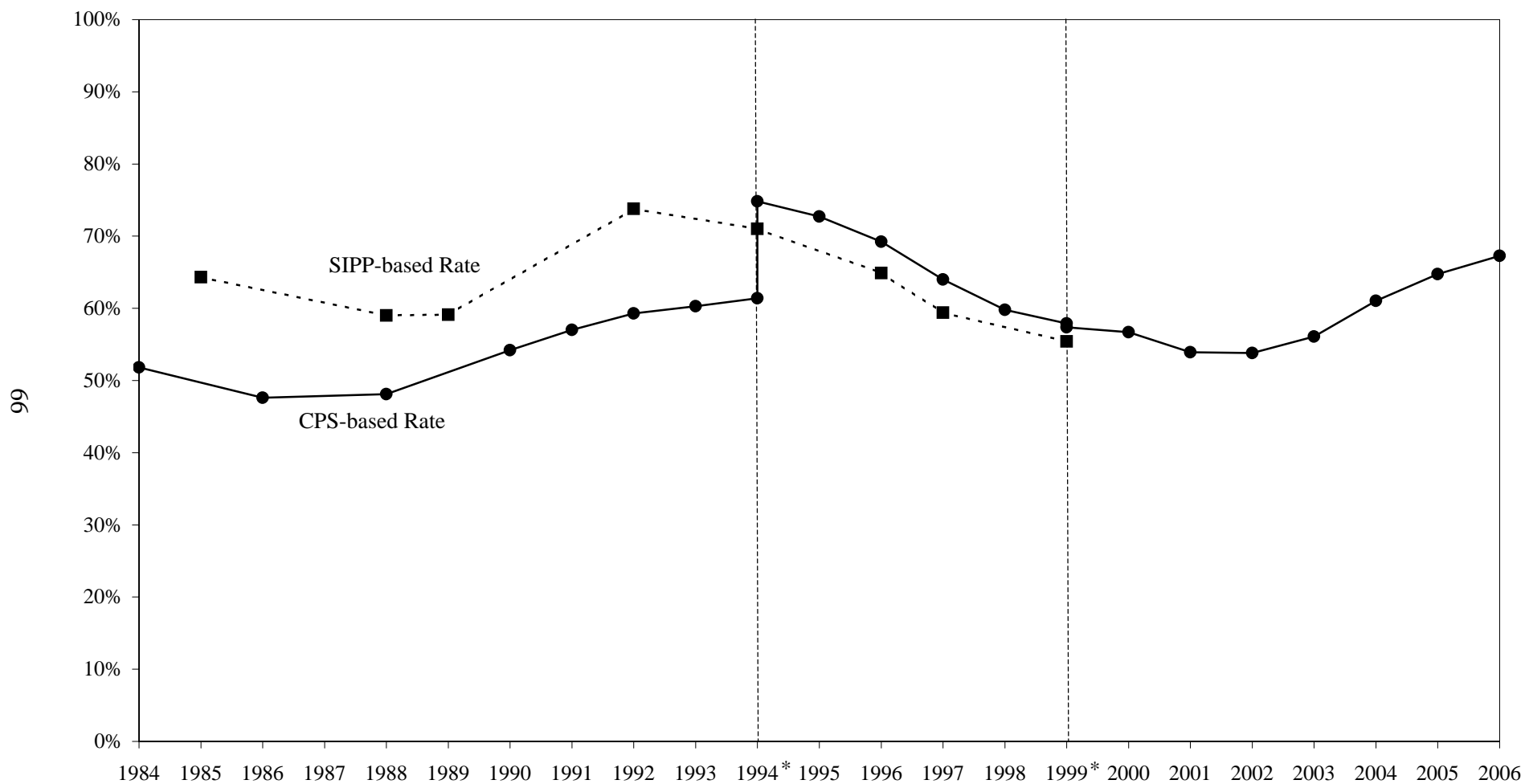
TABLE D.6

## UNWEIGHTED SAMPLE SIZES FOR THE FSPQC CASE RECORDS

Month/Year	FSPQC Case Records
September 1976	11,038
February 1978	14,211
August 1980	4,140
August 1982	7,224
August 1984	6,918
July/August 1986	11,010
July/August 1988	10,695
July/August 1990	10,639
July/August 1991	10,602
July/August 1992	9,586
July/August 1993	9,389
August/September 1994	8,933
August/September 1995	8,313
August/September 1996	8,304
August/September 1997	7,907
August/September 1998	7,336
August/September 1999	7,558
Fiscal Year 1999	46,935
Fiscal Year 2000	46,336
Fiscal Year 2001	46,412
Fiscal Year 2002	47,602
Fiscal Year 2003	48,896
Fiscal Year 2004	48,806
Fiscal Year 2005	46,673
Fiscal Year 2006	45,734

FIGURE D.1

TRENDS IN INDIVIDUAL PARTICIPATION RATES BY DATA SOURCE, 1984-2006



Sources: FSP Program Operations data, FSPQC data, SIPP data, and March CPS data for the years shown.

\*There are breaks in the time series in 1994 and 1999 due to revisions in the methodology for determining eligibility.

## **APPENDIX E**

### **SAMPLING ERROR OF PARTICIPATION RATE ESTIMATES**





## SAMPLING ERROR OF PARTICIPATION RATE ESTIMATES

The participation rates contained in this report represent the ratio of FSP participants to FSP-eligible individuals. Participant counts are based on FSP Program Operations data and FSP Quality Control (FSPQC) data. Eligible counts are based on March CPS data. Since both counts are derived from samples, both are subject to statistical sampling error, as are the resulting participation rate estimates.

### Standard Errors of Participation Rates

One indicator of the magnitude of the sampling error associated with a given estimate is its standard error. Standard errors measure the variation in estimated values that would be observed if multiple replications of the sample were drawn. The magnitude of the standard errors depends on: (1) the degree of variation in the variable within the population from which the sample is drawn; (2) the design of the sample, including such issues as stratification and sampling probabilities; and (3) the size of the sample on which the estimate is based.

Generally, the standard error of a nonlinear variable, such as a participation rate, cannot be estimated directly. Rather, one must estimate the standard error of a linear approximation of the nonlinear variable. To estimate the standard error of participation rates contained in this report, we use a Taylor series expansion to produce a linear approximation of the participation rate. The variance of the participation rate,  $\text{var}(r)$ , can be expressed as a function of the number of participants ( $p$ ), the number of eligible individuals ( $e$ ), and their respective variances:

$$(1) \quad \text{var}(r) = \text{var}(p/e) B(p/e)^2 [\text{var}(p)/p^2 + \text{var}(e)/e^2]$$

The standard error of the participation rate is simply the square root of the variance.

Because the FSPQC sample design is relatively simple, we directly calculated the variance of the number of participants. The CPS, however, has a complex sample design. Therefore, we

estimated the variance of the number of eligible individuals using a "jackknife" estimator. The jackknife method involves calculating alternative estimates of the number of eligible individuals based on subsamples of the CPS, then obtaining a variance by measuring the variability in the estimates.

### **Confidence Intervals**

Standard errors can be used to compute confidence intervals for the estimated participation rates. A confidence interval is a range of values that will contain the true value of an estimated participation rate with a known probability. For instance, a 90-percent confidence interval extends 1.645 standard errors above and below the estimated rate, and indicates that there is a 90-percent chance that the confidence interval will contain the true value. Table E.1 presents standard errors and confidence intervals for selected participation rates.

TABLE E.1

## SAMPLING ERROR ASSOCIATED WITH SELECTED PARTICIPATION RATES, FISCAL YEAR 2006

Variable	Participation Rate with 90% Confidence Interval		Eligibles		Participants	
			Number	Standard Error	Number	Standard Error
Individuals	67.3	+/- 1.2	37,417,632	398,108	25,165,678	59,632
Households	62.7	+/- 1.0	17,779,249	171,354	11,155,331	25,229
Benefits	82.8	+/- 1.9	2,822,736,345	39,538,749	2,337,211,879	5,680,702
Children	86.9	+/- 2.6	14,232,217	251,725	12,363,617	46,013
Nonelderly Adults	63.1	+/- 1.3	16,774,822	191,902	10,592,045	46,294
Elderly Individuals	34.5	+/- 1.4	6,410,593	123,631	2,210,017	31,471
Nondisabled Childless Adults Subject to Work Registration	38.9	+/- 2.3	2,530,015	71,554	984,046	22,341
Noncitizens	53.8	+/- 4.6	1,789,531	69,679	962,367	32,725
Citizen Children Living With Noncitizen Adults	58.7	+/- 4.9	3,036,212	124,290	1,781,813	52,216
Individuals in Households With Children and One Adult	113.5	+/- 5.0	9,817,079	245,944	11,143,367	101,968
Individuals In Households						
With Earnings	57.0	+/- 1.7	17,907,063	275,993	10,213,804	94,748
With TANF	154.6	+/- 14.0	2,930,023	153,392	4,530,058	74,756
With Nonelderly SSI	114.7	+/- 7.6	3,555,894	131,808	4,079,419	66,818
With Elderly SSI	29.3	+/- 1.3	4,619,686	70,302	1,353,461	31,281
Individuals In Households With Very Low Income	112.9	+/- 5.5	6,873,609	183,034	7,758,415	98,250
Individuals In Households With Income Slightly Above Poverty	32.7	+/- 1.6	9,175,581	191,226	2,999,272	63,490

Sources: FSP Program Operations data, FSPQC data, and March CPS data.

Note: Participation rates over 100 percent are due to reporting errors in the CPS that affect identification of certain subgroups. See Appendix D for more information.



**APPENDIX F**

**ECONOMIC AND POLICY INFLUENCES  
ON THE FOOD STAMP PROGRAM**



TABLE F.1

## SUMMARY OF MAJOR INFLUENCES ON FSP PARTICIPATION RATES, 1976-2006

Period of Change	Major Influences	Effect on Number of Participants and Eligible Individuals	Participation Rate Change
1978 to 1980	Food Stamp Act of 1977	Substantial increase in participants. Decrease in eligible individuals.	Up 17 points
1980 to 1982	Recession	Almost no change in participants. Substantial increase in eligible individuals.	Down 3 points
1982 to 1984	Economic recovery	Slight decrease in both participants and eligible individuals.	No change
1984 to 1986	1985 Food Security Act	Almost no change in participants. Substantial increase in eligible individuals.	Down 4 points
1986 to 1988	Growth in economy	Small decrease in participants and eligible individuals.	No change
1988 to 1990	Medicaid expansion, Homeless Assistance Act, IRCA, worsening economy	Increase in participants. Small decrease in eligible individuals.	Up 6 points
1990 to 1991	Continued Medicaid expansion, recession	Increase in participants. Smaller percent increase in eligible individuals.	Up 3 points
1991 to 1992	Continued Medicaid expansion, recession	Increase in participants. Smaller percent increase in eligible individuals.	Up 2 points
1992 to 1993	Improving economy	Increase in participants. Smaller percent increase in eligible individuals.	Up 1 point
1993 to 1994	Improving economy	No change in participants. Small drop in eligible individuals.	Up 1 point
1994 to 1995	Improving economy	Decrease in eligible individuals. Relatively larger decrease in participants.	Down 2 point
1995 to 1996	Improving economy	No change in eligible individuals, decrease in participants.	Down 3 points
1996 to 1997	Welfare reform, improving economy	Large decrease in participants and eligible individuals. Larger decrease in participants.	Down 5 points
1997 to 1998	Welfare reform, improving economy	Large decrease in participants and eligible individuals. Larger decrease in participants.	Down 4 points
1998 to 1999	Welfare reform, improving economy	Decrease in participants and eligible individuals. Larger decrease in participants.	Down 2 points
1999 to 2000	Welfare reform, improving economy	Decrease in participants and eligible individuals. Larger decrease in participants.	Down less than 1 point
2000 to 2001	Increased asset eligibility, worsening economy	Slight increase in participants. Large increase in eligible individuals.	Down 3 points
2001 to 2002	Increased asset eligibility, increased poverty	Large increase in participants and eligible individuals. Larger increase in eligible individuals.	Down less than 1 point
2002 to 2003	Increased outreach, increased eligibility for noncitizens, increased poverty	Increase in both participants and eligible individuals.	Up 2 points
2003 to 2004	Increased outreach, increased poverty	Increase in both participants and eligible individuals. Larger increase in participants.	Up 5 points
2004 to 2005	Increased outreach	Increase in both participants and eligible individuals.	Up 4 points
2005 to 2006	Increased outreach, decreased poverty	Increase in participants, decrease in eligible individuals.	Up 3 points

TABLE F.2

## MAJOR ECONOMIC INDICATORS, CALENDAR YEARS 1976-2006

Year	Real GDP Increase <sup>a</sup>	Productivity Increase <sup>b</sup>	Unemployment Rate <sup>c</sup>	Inflation Rate <sup>d</sup>	Poverty Rate	Individuals in Poverty (000s)
1976	5.3	3.1	7.7	5.8	11.8	24,975
1977	4.6	1.7	7.1	6.4	11.6	24,720
1978	5.6	1.1	6.1	7.0	11.4	24,497
1979	3.2	0.0	5.8	8.3	11.7	26,072
1980	-0.2	-0.2	7.1	9.1	13.0	29,272
1981	2.5	2.1	7.6	9.4	14.0	31,822
1982	-1.9	-0.8	9.7	6.1	15.0	34,398
1983	4.5	3.6	9.6	4.0	15.2	35,303
1984	7.2	2.7	7.5	3.8	14.4	33,700
1985	4.1	2.2	7.2	3.0	14.0	33,064
1986	3.5	2.9	7.0	2.2	13.6	32,370
1987	3.4	0.5	6.2	2.7	13.4	32,221
1988	4.1	1.5	5.5	3.4	13.0	31,745
1989	3.5	1.0	5.3	3.8	12.8	31,528
1990	1.9	2.1	5.6	3.9	13.5	33,585
1991	-0.2	1.6	6.8	3.5	14.2	35,708
1992	3.3	4.3	7.5	2.3	14.8	38,014
1993	2.7	0.4	6.9	2.3	15.1	39,265
1994	4.0	1.0	6.1	2.1	14.5	38,059
1995	2.5	0.1	5.6	2.0	13.8	36,425
1996	3.7	3.0	5.4	1.9	13.7	36,529
1997	4.5	1.9	4.9	1.7	13.3	35,574
1998	4.2	2.8	4.5	1.1	12.7	34,476
1999	4.5	3.1	4.2	1.4	11.8	32,258
2000	3.7	2.9	4.0	2.2	11.3	31,581
2001	0.8	2.6	4.7	2.4	11.7	32,907
2002	1.6	4.1	5.8	1.7	12.1	34,570
2003	2.5	3.8	6.0	2.1	12.5	35,861
2004	3.6	2.9	5.5	2.9	12.7	37,040
2005	3.1	2.0	5.1	3.2	12.6	36,950
2006	2.9	1.0	4.6	3.2	12.3	36,460

Sources (by column of data):

First: Department of Commerce, Bureau of Economic Analysis, National Income and Product Accounts.

Second: Department of Labor, Bureau of Labor Statistics. "Major Sector Productivity and Costs Index."

Third: Department of Labor, Bureau of Labor Statistics.

Fourth: Department of Commerce, Bureau of Economic Analysis, National Income and Product Accounts.

Fifth and sixth: U.S. Census Bureau, *Poverty in the United States*.

<sup>a</sup>Percentage change from preceding year.

<sup>b</sup>Percentage change from preceding year in output per hour, business sector.

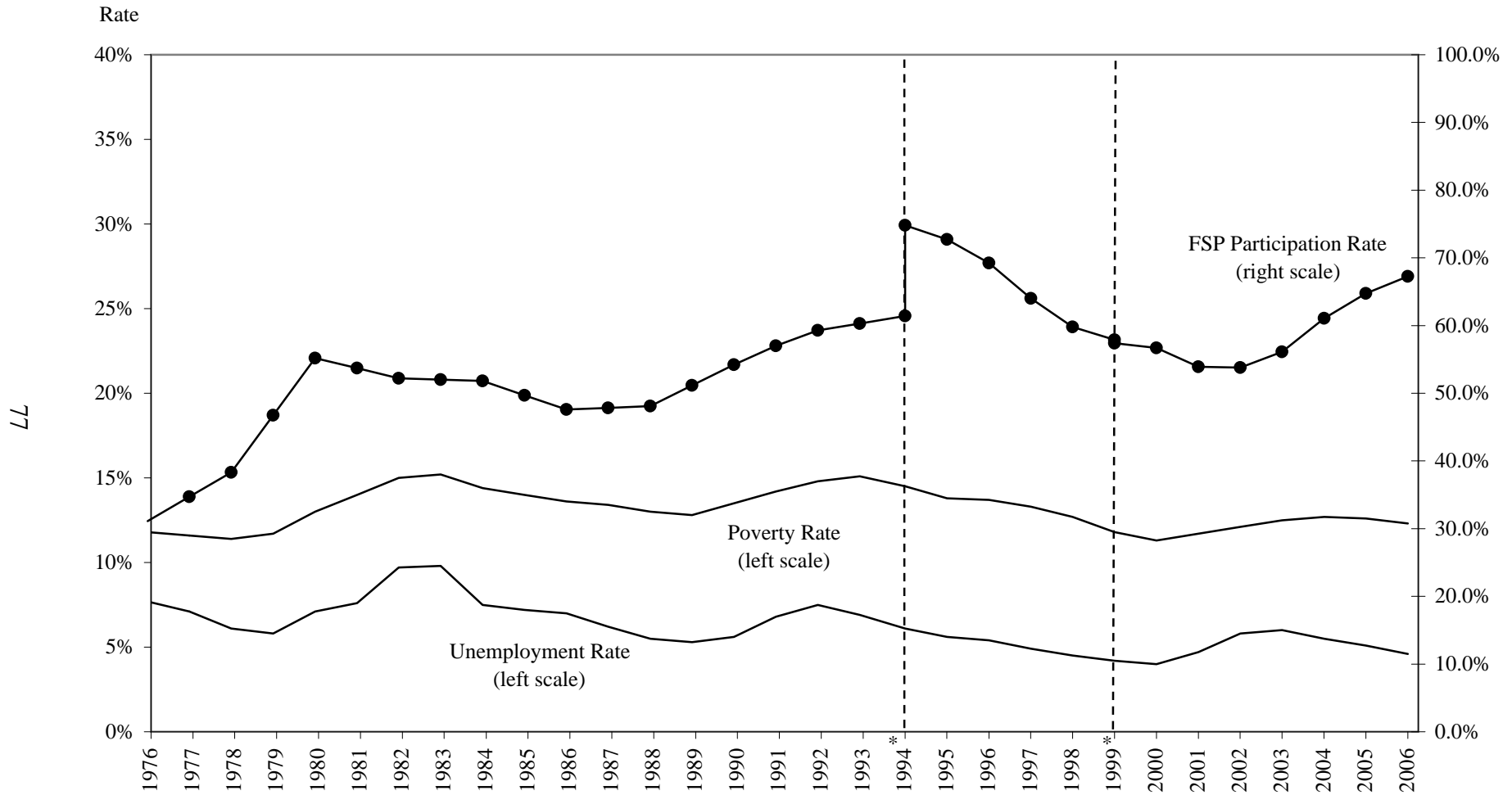
<sup>c</sup>All civilian workers.

<sup>d</sup>Percentage change from preceding year in the implicit price deflator for Gross Domestic Product.



FIGURE F.1

TRENDS IN FSP PARTICIPATION RATES, POVERTY RATES, AND UNEMPLOYMENT RATES, 1976-2006



Sources: Participation rates from FSP Program Operations data, FSPQC data, and March CPS data for the years shown. Poverty rates from U.S. Bureau of the Census, Poverty in the United States. Unemployment rates from Department of Labor, Bureau of Labor Statistics.

\*There are breaks in the time series in 1994 and 1999 due to revisions in the methodology for determining eligibility.

TABLE F.3A

SELECTED FEATURES OF THE FSP UNDER PAST AND CURRENT LEGISLATION  
Income Limits

Legislation	Income Limits
Food Stamp Act of 1964 as Amended (PL 88-525)	Net income had to be less than or equal to the maximum food stamp net income which was tied to the maximum coupon allotment.
Food Stamp Act of 1977 (PL 95-113) Effective 1/1/79	Net income had to be less than or equal to the poverty line.
Food Stamp Amendments of 1979 and 1980 (PL 96-58 and PL 96-249)	Excluded energy assistance as income. Included income of ineligible aliens less prorated share.
OBRA of 1981 (PL 86-35) and Food Stamp Amendments and Reauthorization Act of 1981 (PL97-98) Effective 10/1/98	Gross income had to be less than or equal to 130% of the poverty line, except for elderly and disabled, who kept previous net income limit.
Food Stamp Amendments of 1982 (PL 97-253) Effective 10-82 and Continuing Resolution of 1984 (PL 84-473)	Nonelderly and nondisabled subjected to both net and gross income limits.
1985 Food Security Act (PL 99-198) Effective 5-86	Minor changes in treatment of income.
1987 Homeless Assistance Act (PL 100-77)	Moved annual adjustment in income eligibility guidelines to October 1 of each year from July 1.
Hunger Prevention Act of 1988 (PL 100-435)	No Change
Farm, Agriculture, Conservation and Trade Act of 1990 and 1991 (FACTA) (PL 102-237)	Certain types of educational assistance not counted as income.
Amendments to FACTA of 1991	No Change
The Mickey Leland Childhood Hunger Relief Act of 1993 (PL 103-66)	Earnings of students excluded from income through age 21. Excluded as income 100% of vendor payments made to transitional housing facilities on behalf of homeless households and GA vendor payments for utility-cost assistance.
The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) (PL 104-193)	Earnings of students excluded from income through age 17.
The Balanced Budget Act of 1997 (BBA) (PL 105-33)	No Change
Agricultural Research, Extension and Education Reform Act of 1998 (AREERA) (PL 105-185)	No Change
Agriculture Appropriations Act of 2001 (PL 106-387)	No Change
Farm Security and Rural Investment Act of 2002	State options to exclude certain types of income that are not counted under the State's TANF cash assistance or Medicaid programs and to treat legally obligated child support payments to a non-household member as an income exclusion rather than a deduction.

TABLE F.3B

SELECTED FEATURES OF THE FSP UNDER PAST AND CURRENT LEGISLATION  
Asset Limits

Legislation	Asset Limits
Food Stamp Act of 1964 as Amended (PL 88-525)	\$1,500; \$3,000 for elderly household of at least 2 persons. Excluded vehicles used for employment or handicapped transportation.
Food Stamp Act of 1977 (PL 95-113) Effective 1/1/79	\$1,750; \$3,000 for elderly household of at least 2 persons. Excluded first \$4,500 of the Fair Market Value for vehicles.
Food Stamp Amendments of 1979 and 1980 (PL 96-58 and PL 96-249)	\$1,500; \$3,000 for elderly household of at least 2 persons. Excluded vehicles used for handicapped.
OBRA of 1981 (PL 86-35) and Food Stamp Amendments and Reauthorization Act of 1981 (PL97-98) Effective 10/1/98	No Change
Food Stamp Amendments of 1982 (PL 97-253) Effective 10-82 and Continuing Resolution of 1984 (PL 84-473)	State option to waive asset test for pure AFDC households passing gross income test. IRA KEOGH accounts counted as assets.
1985 Food Security Act (PL 99-198) Effective 5-86	\$2,000; \$3,000 for households with elderly member(s) (including one-person households). Changed definition of countable resources.
1987 Homeless Assistance Act (PL 100-77)	No Change
Hunger Prevention Act of 1988 (PL 100-435)	No Change
FACTA (PL 102-237)	Non-liquid resources and those exempted by AFDC and SSI are not counted.
Amendments to FACTA of 1991	Same limits. Asset holding of AFDC and SSI recipients not counted.
The Mickey Leland Childhood Hunger Relief Act of 1993 (PL 103-66)	Raised the vehicle Fair Market Value asset limit to \$4,550 on 9/1/94, to \$4,600 on 10/1/95, and \$5,000 on 10/1/96 with annual cost-of-living adjustments thereafter. Excluded vehicles necessary to carry food or water.
PRWORA (PL 104-193)	Vehicle Fair Market Value asset limit raised to \$4,650, with no planned future cost-of-living adjustments.
BBA (PL 105-33)	No Change
AREERA (PL 105-185)	No Change
Agriculture Appropriations Act of 2001 (PL 106-387)	Allowed States to use the vehicle limit they use in a TANF assistance program, if it would result in a lower attribution of resources for the household.
Farm Security and Rural Investment Act of 2002	Increased the resource limit for households with a disabled member from \$2,000 to \$3,000.

TABLE F.3C

SELECTED FEATURES OF THE FSP UNDER PAST AND CURRENT LEGISLATION  
Benefits

Legislation	Maximum Benefit	Minimum Benefit	Benefit Reduction Rate
Food Stamp Act of 1964 as Amended (PL 88-525)	Thrifty Food Plan. Indexed since 1971, indexed semiannually from 1973-1979 based on BLS food price index.	Minimum benefit varied by household size.	Basis of issuance tables (average 30% above lowest levels).
Food Stamp Act of 1977 (PL 95-113) Effective 1/1/79	Indexed semiannually based on Thrifty Food Plan components.	\$10 for one-and two-person households only.	30%
Food Stamp Amendments of 1979 and 1980 (PL 96-58 and PL 96-249)	Indexed annually in January based on September cost of Plan components.	No Change	No Change
OBRA of 1981 (PL 86-35) and Food Stamp Amendments and Reauthorization Act of 1981 (PL97-98) Effective 10/1/98	Indexing frozen until 7/1/83, next adjustment 10/1/84 based on June cost of Plan components.	No Change	No Change
Food Stamp Amendments of 1982 (PL 97-253) Effective 10-82 and Continuing Resolution of 1984 (PL 84-473)	Indexed to 99% of Thrifty Food Plan cost. Changed back to 100% by PL 98-473. Last step in benefit calculation rounded down.	No Change	No Change
1985 Food Security Act (PL 99-198) Effective 5-86	No Change	No Change	No Change
1987 Homeless Assistance Act (PL 100-77)	No Change	No Change	No Change
Hunger Prevention Act of 1988 (PL 100-435)	Incremental indexing to 103% of Thrifty Food Plan by FY 1991 and thereafter.	No Change	No Change
FACTA (PL 102-237)	No Change	Required annual adjustments to the \$10 minimum benefit.	No Change
Amendments to FACTA of 1991	No Change*	No Change	No Change
The Mickey Leland Childhood Hunger Relief Act of 1993 (PL 103-66)	No Change	No Change	No Change
PRWORA (PL 104-193)	Reduced to 100% of Thrifty Food Plan for Continental U.S. and District of Columbia; Alaska and Hawaii remained at 1996 levels.	Removed requirement for indexing of minimum benefit.	No Change
BBA (PL 105-33)	No Change	No Change	No Change
AREERA (PL 105-185)	No Change	No Change	No Change
Agriculture Appropriations Act of 2001 (PL 106-387)	No Change	No Change	No Change
Farm Security and Rural Investment Act of 2002	No Change	No Change	No Change

TABLE F.3D

SELECTED FEATURES OF THE FSP UNDER PAST AND CURRENT LEGISLATION  
Deductions

Legislation	Deductions
Food Stamp Act of 1964 as Amended (PL 88-525)	Payroll; 10% of earnings up to \$30; child care; education; medical over \$10; alimony or child support; casualty losses; shelter in excess of 30% of net income.
Food Stamp Act of 1977 (PL 95-113) Effective 1/1/79	Standard \$60. Indexed semi-annually to CPI nonfood components. 20% of earnings; child care up to \$75; shelter in excess of 50% of net not to exceed \$80 in combination with child care. Limit indexed annually in July based on shelter-fuel-utilities component of the CPI.
Food Stamp Amendments of 1979 and 1980 (PL 96-58 and PL 96-249)	1980 Act: standard deduction and shelter/child care cap indexed annually in Jan. based on Sept./Sept. change; 1979 Act: elderly and disabled not subjected to the shelter deduction maximum and allowed medical expenses over \$35.*
OBRA of 1981 (PL 86-35) and Food Stamp Amendments and Reauthorization Act of 1981 (PL97-98) Effective 10/1/98	18% of earnings, shelter/child care cap set at \$115 with next inflation adjustment on 7/1/83, then 10/1/84 and each October thereafter.
Food Stamp Amendments of 1982 (PL 97-253) Effective 10-82 and Continuing Resolution of 1984 (PL 84-473)	Standard deduction raised to \$89. Next inflation adjustment delayed until 10/1/83. Limited use of standard utility expense allowances.
1985 Food Security Act (PL 99-198) Effective 5-86	20% of earnings; separate cap on shelter deduction of \$147, with indexed increases; separate cap on dependent care of \$160, not indexed.
1987 Homeless Assistance Act (PL 100-77)	Increased cap on shelter deduction for all households certified after 10/1/87.
Hunger Prevention Act of 1988 (PL 100-435)	Dependent care deduction increased to \$160 per month per dependent, rather than per household.
FACTA (PL 102-237)	No Change
Amendments to FACTA of 1991	No Change
The Mickey Leland Childhood Hunger Relief Act of 1993 (PL 103-66)	Increased cap on shelter deductions for all households to \$231 after 7/1/94 and to \$247 after 10/1/95. Raised the dependent care deduction cap to \$200 a month for each child under the age of 2 and \$175 a month for all other dependents.
PRWORA (PL 104-193)	Standard deduction frozen at current levels. Raised excess shelter deduction to \$250 on 1/1/97, to \$275 on 10/1/98, to \$300 on 10/1/00.
BBA (PL 105-33)	No Change
AREERA (PL 105-185)	No Change
Agriculture Appropriations Act of 2001 (PL 106-387)	Increased the excess shelter cap to \$340 in fiscal year 2001 and then indexed the cap to changes in the Consumer Price Index for All Consumers each year beginning in fiscal year 2002.
Farm Security and Rural Investment Act of 2002	Changed standard deduction to vary according to household size and be adjusted annually for cost-of-living increases, allowed States to simplify the SUA if they elect to use the SUA rather than actual utility costs for all households, and allowed States to use a standard deduction of \$143 per month for homeless households with some shelter expenses.

\*A provision to reduce the medical deduction from \$35 to \$25 was repealed in OBRA and never implemented.

TABLE F.3E

SELECTED FEATURES OF THE FSP UNDER PAST AND CURRENT LEGISLATION  
Accounting Period, Categorical Eligibility

Legislation	Accounting Period	Categorical Eligibility
Food Stamp Act of 1964 as Amended (PL 88-525)	Prospective month	Public assistance households automatically eligible
Food Stamp Act of 1977 (PL 95-113) Effective 1/1/79	Prospective month	Public assistance households not automatically eligible
Food Stamp Amendments of 1979 and 1980 (PL 96-58 and PL 96-249)	State option to use prospective or retrospective with monthly report.	No Change
OBRA of 1981 (PL 86-35) and Food Stamp Amendments and Reauthorization Act of 1981 (PL97-98) Effective 10/1/98	Retrospective becomes mandatory 10/1/83 for some households, prospective for others.	No Change
Food Stamp Amendments of 1982 (PL 97-253) Effective 10-82 and Continuing Resolution of 1984 (PL 84-473)	Migrant workers, elderly and disabled households with no earnings exempt from monthly reporting.	No Change
1985 Food Security Act (PL 99-198) Effective 5-86	Retrospective budgeting and monthly reporting required for households with earnings or work history except migrant farmers and elderly or disabled.	Categorical eligibility for pure AFDC or SSI households.
1987 Homeless Assistance Act (PL 100-77)	Exempted seasonal farm workers and households in which all members are homeless from monthly reporting requirements.	No Change
Hunger Prevention Act of 1988 (PL 100-435)	No Change	No Change
FACTA (PL 102-237)	No Change	Expanded categorical eligibility to recipients of certain State and local general assistance payments.
Amendments to FACTA of 1991	No Change	No Change
The Mickey Leland Childhood Hunger Relief Act of 1993 (PL 103-66)	No Change	No Change
PRWORA (PL 104-193)	No Change	No Change
BBA (PL 105-33)	No Change	No Change
AREERA (PL 105-185)	No Change	No Change
Agriculture Appropriations Act of 2001 (PL 106-387)	No Change	No Change
Farm Security and Rural Investment Act of 2002	No Change	No Change

TABLE F.3F

SELECTED FEATURES OF THE FSP UNDER PAST AND CURRENT LEGISLATION  
Work Registration Requirements and Time Limits

Legislation	Work Registration Requirements and Time Limits
Food Stamp Act of 1964 as Amended (PL 88-525)	Required work registration and employment as a condition of eligibility for able-bodied adults between 18 and 65 years except for individuals with responsibility for care of a dependent child or of an incapacitated adult; students; or persons employed 30 hours/week.
Food Stamp Act of 1977 (PL 95-113) Effective 1/1/79	Lowered age for individuals required to work from 65 to 60 years; added job search as a work requirement; lowered age for caretaker exemption from 18 to 12 years.
Food Stamp Amendments of 1979 and 1980 (PL 96-58 and PL 96-249)	No requirement
OBRA of 1981 (PL 86-35) and Food Stamp Amendments and Reauthorization Act of 1981 (PL97-98) Effective 10/1/98	Applied disqualification for voluntarily quitting a job to participants as well as applicants; lowered age for caretaker exemption to 6 years old.
Food Stamp Amendments of 1982 (PL 97-253) Effective 10-82 and Continuing Resolution of 1984 (PL 84-473)	No requirement
1985 Food Security Act (PL 99-198) Effective 5-86	Disqualified only violating member rather than entire household unless that member was also head of household; required all States to implement an E&T program by April 1, 1987.
1987 Homeless Assistance Act (PL 100-77)	No requirement
Hunger Prevention Act of 1988 (PL 100-435)	No requirement
FACTA (PL 102-237)	No requirement
Amendments to FACTA of 1991	No requirement
The Mickey Leland Childhood Hunger Relief Act of 1993 (PL 103-66)	No requirement
PRWORA (PL 104-193)	Able-bodied adults without dependents required to work at least 20 hours per week in a job or qualified training program. If individual is subject to, but not complying with the requirement, they are limited to 3 months of benefits in any 36-month period. Minimum disqualification periods for individuals who failed to comply with work requirements from 1 month to permanently depending on the number of violations.
BBA (PL 105-33)	Increased funds for Food Stamp Employment and Training programs, but restricted the use of the funds (requiring them to earmark 80% for ABAWDs). Made the funds available until expended. Allowed States to grant discretionary exemptions from the time limits for up to 15% of the State's unwaived able-bodied caseload.
AREERA (PL 105-185)	No Change
Agriculture Appropriations Act of 2001 (PL 106-387)	No Change
Farm Security and Rural Investment Act of 2002	Authorized additional funding for States that pledge to offer work slots to all unemployed childless adults who are subject to the 3-month time limit and eliminated the requirement that 80% of unmatched funds be used for nondisabled childless adults.

TABLE F.3G

SELECTED FEATURES OF THE FSP UNDER PAST AND CURRENT LEGISLATION  
Treatment of Noncitizens

Legislation	Treatment of Noncitizens
Food Stamp Act of 1964 as Amended (PL 88-525)	No disqualifications
Food Stamp Act of 1977 (PL 95-113) Effective 1/1/79	No disqualifications
Food Stamp Amendments of 1979 and 1980 (PL 96-58 and PL 96-249)	No disqualifications
OBRA of 1981 (PL 86-35) and Food Stamp Amendments and Reauthorization Act of 1981 (PL97-98) Effective 10/1/98	The 1980 amendments required certification workers to report an ineligible alien to INS. Income and assets of aliens' sponsors were deemed to alien for 3 years after entry into the country.
Food Stamp Amendments of 1982 (PL 97-253) Effective 10-82 and Continuing Resolution of 1984 (PL 84-473)	No disqualifications
1985 Food Security Act (PL 99-198) Effective 5-86	No disqualifications
1987 Homeless Assistance Act (PL 100-77)	No disqualifications
Hunger Prevention Act of 1988 (PL 100-435)	No disqualifications
FACTA (PL 102-237)	No disqualifications
Amendments to FACTA of 1991	No disqualifications
The Mickey Leland Childhood Hunger Relief Act of 1993 (PL 103-66)	No disqualifications
PRWORA (PL 104-193)	Permanent resident aliens disqualified unless they have 40 quarters of qualified work history in the United States, are currently or were formerly members of the U.S. Armed Forces. Members of their family also exempt. Refugees, asylees, and deportees eligible for 5 years after entering the United States.
BBA (PL 105-33)	No Change
AREERA (PL 105-185)	Restored eligibility to permanent resident aliens lawfully in the United States on August 22, 1996 and disabled, blind, or under age 18, or were 65 or older on August 22, 1996. Extended eligibility for refugees, asylees, and deportees from 5 to 7 years after entering the United States.
Agriculture Appropriations Act of 2001 (PL 106-387)	No Change
Farm Security and Rural Investment Act of 2002	Restored eligibility to qualified noncitizens who are otherwise eligible for the FSP and who: are receiving disability benefits regardless of date of entry (effective FY 2003); are under 18 regardless of date of entry (effective FY 2004); or have lived in the U.S. for 5 years as a qualified noncitizen (effective April 2003).



TABLE F.3H

SELECTED FEATURES OF THE FSP UNDER PAST AND CURRENT LEGISLATION  
Other Changes

Legislation	Other Changes
Food Stamp Act of 1964 as Amended (PL 88-525)	Nationwide program
Food Stamp Act of 1977 (PL 95-113) Effective 1/1/79	Eliminated purchase requirement
Food Stamp Amendments of 1979 and 1980 (PL 96-58 and PL 96-249)	Increased State incentives for reducing error. SSNs required. Limits on eligible students; residents of shelters for battered women and disabled in small groups may participate. Established Quality Control system.
OBRA of 1981 (PL 86-35) and Food Stamp Amendments and Reauthorization Act of 1981 (PL97-98) Effective 10/1/81	Tightened definition of household, no extra benefits for strikers, prorated first month benefits. Replaced the FSP with a block grant Nutrition Assistance Program for Puerto Rico.
Food Stamp Amendments of 1982 (PL 97-253) Effective 10-82 and Continuing Resolution of 1984 (PL 84-473)	Replaced three-tiered incentive system with increased administrative funding for States with error rates below 5%, limited student eligibility, benefits rounded down, job search requirements, Puerto Rico cashout prohibited. Household unit definition altered. No initial month benefits less than \$10. SSU and SS COLA adjustments disregarded up to 3 months. New definition of disabled.
1985 Food Security Act (PL 99-198) Effective 5-86	New definition of disabled, Puerto Rico block grant funds, students in JTPA exempt from categorical restriction; residents of publicly operated mental health centers may participate.
1987 Homeless Assistance Act (PL 100-77)	Outreach efforts for homeless persons and other hard-to-serve groups. Simplified application process for these groups. Expanded eligibility for expedited source.
Hunger Prevention Act of 1988 (PL 100-435)	Expanded the definition of disabled. Excluded advanced EITC payments as income.
FACTA (PL 102-237)	Rules for student eligibility modified.
Amendments to FACTA of 1991	All Title IV payments and Bureau of Indian Affairs educational assistance excluded from food stamp countable income (Higher Education Amendments of 1992 (PL 102-325)).
The Mickey Leland Childhood Hunger Relief Act of 1993 (PL 103-66)	Simplified the household definition by allowing persons who live together but do not purchase and prepare food together to be in separate food stamp units. Spouses must still be in the same household. Effective 9/1/94.
PRWORA (PL 104-193)	Children under age 22 living with parents must apply as part of the parents' household even if the child is married or has children of his/her own.
BBA (PL 105-33)	None
AREERA (PL 105-185)	None
Agriculture Appropriations Act of 2001 (PL 106-387)	None
Farm Security and Rural Investment Act of 2002	Allowed States to offer transitional food stamp benefits for up to 5 months after households lose TANF cash assistance and allowed States to extend semiannual reporting of changes to all households not exempt from periodic reporting.



## **APPENDIX G**

### **CHANGES IN THE MARCH CPS OVER TIME**



TABLE G.1

## CHANGES IN THE MARCH CPS OVER TIME

March Year	Data Year	Changes in Design or Weighting From Previous Year
79	78	Changes in metro/nonmetro definitions. New, more detailed income questions were introduced for 2 rotation groups.
80	79	Definition of adult changed from age 14 to age 15. New concept of families and headship status. New income questions were introduced for all rotation groups.
81	80	New weighting procedure based on 1980 Census was introduced which increased the overall population by 2.3% and had a disproportionate impact on Hispanics.
82	81	Top coding of income variables was increased from \$50,000 to \$75,000.
83	82	New industry and occupation coding. New definition of group quarters. The poverty index was modified slightly (deleting the farm/nonfarm dimension).
84	83	The March 1984 file was issued twice. In the second (unofficial) version, the Bureau of the Census introduced the revised weighting procedure developed for the March 1985 CPS.
85	84	Revised weighting procedures--specifically, the control on Hispanics was changed. This caused a slight increase in poverty with disproportionate impacts on the Hispanic population, male unrelated individuals, and persons in related subfamilies. Changes in the designation of metro/nonmetro, farm/nonfarm, central city/noncentral city statuses.
86	85	More metro/nonmetro changes
87	86	None
88	87	None
89	88	Revised processing procedures increased income overall and reduced poverty. The poverty rate changed more severely for blacks and persons in selected age ranges.
90	89	None
91	90	None
92	91	None
93	92(r)	New population controls based on 1990 census and adjustments for the census undercount increased the poverty population. The largest increases in poverty rates were for Hispanic families, families with single female householders, white children, and persons in unrelated subfamilies.
94	93	Survey was redesigned to improve the measurement of labor force concepts and wording of questions, and to implement a computerized questionnaire.
95	94	None
96	95	Sample reduction. Revised earnings topcoding--instead of topcoding earnings variables at 99,999, records that were topcoded were assigned the mean earnings for topcoded individuals with similar characteristics. Revised race edit and allocation. Caution is urged when comparing 1995 and 1996 data on race groups.
97	96	None
98	97	None
99	98	None
00	99	Reweight based on Census 2000
01	00	Reweight based on Census 2000, expanded sample size
02	01	Weights based on Census 2000
03	02	Expanded racial categories
04	03	None
05	04	None
06	05	None
07	06	None



**APPENDIX H**

**FSP ELIGIBILITY PARAMETERS**





TABLE H.1

SELECTED FOOD STAMP ELIGIBILITY PARAMETERS, 1976 TO 2006

Analysis Year		<i>September 1976</i> Food Stamp Act of 1964 As Amended			<i>February 1978</i> Food Stamp Act of 1964 As Amended			<i>August 1980</i> Food Stamp Act of 1977 As Amended; Effective late 1978, early 1979			<i>August 1982</i> OBRA 1981 As Amended in 1981; Effective 10/81		
Gross Income Eligibility		No test									<= 1.3 * Poverty Line		
Net Income Eligibility		<= Maximum Food Stamp Income						<= Poverty Line					
Asset Eligibility		\$1500; \$3000 for elderly households with at least 2 members											
Minimum Benefit		Varies by household size						\$10 for 1 and 2 person households; \$0 for all others					
Eligibility of Pure PA Households		No Automatic Eligibility			Automatically Eligible			No Automatic Eligibility					
Benefit Calculation		Benefit = Maximum benefit (household size)						Benefit = Maximum benefit minus 30% of net income					
SSI Cashout States		California, Wisconsin, Massachusetts											
Monthly Food Stamp Net Income Screen	Unit Size	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>
	1	245	307	273	262	328	286	316	AK	HI	390	490	450
	2	322	413	407	344	447	427	418	397	365	519	650	597
	3	433	593	580	460	633	607	621	650	598	647	810	745
	4	553	753	740	580	807	773	723	777	715	775	970	892
	5	660	893	880	687	960	920	825	904	831	904	1,130	1,040
	6	787	1,073	1,053	827	1,147	1,100	926	1,030	948	1,032	1,290	1,187
	7	873	1,187	1,167	913	1,273	1,220	1,02	1,157	1,065	1,180	1,450	1,335
	8	993	1,353	1,333	1,047	1,453	1,393	8	1,284	1,181	1,289	1,610	1,482
	additional	+ 127	+ 167	+ 166	+ 133	+ 180	+ 173	+	+ 127	+ 117	+ 129	+ 160	+ 142
Monthly Maximum Food Stamp Allotment	Unit Size	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>
	1	50	68	66	52	72	70	63	98	84	70	108	95
	2	92	124	122	96	134	128	115	180	158	128	197	175
	3	130	178	174	138	190	182	165	258	226	183	293	250
	4	166	226	222	174	242	232	209	327	287	233	359	318
	5	198	268	264	206	288	276	248	388	341	277	426	378
	6	236	322	316	248	344	330	298	466	409	332	512	453
	7	262	356	350	274	382	366	329	515	452	367	565	501
	8	298	406	400	314	436	418	376	589	517	419	646	572
	additional	+ 38	+ 50	+ 50	+ 40	+ 54	+ 52	+ 47	+ 74	+ 65	+ 53	+ 81	+ 72

Analysis Year		<i>August 1984</i> OBRA As Amended in 1982; Effective 10/82			<i>August 1986</i> Food Security Act of 1985; Effective 5/86			<i>August 1988</i> 1987 Homeless Assistance Act; Effective 7/87			<i>August 1990</i> Leland Hunger Prevention Act of 1988		
Gross Income Eligibility		<= 1.3 * Poverty Line											
Net Income Eligibility		<= Poverty Line											
Asset Eligibility		\$1,500; \$3,000 for elderly households with 2 or more members			\$2000; \$3000 for elderly households								
Minimum Benefit		\$10 for 1 and 2 person households; \$0 for all others											
Eligibility of Pure PA Households		No Automatic Eligibility			Automatically Eligible								
Benefit Calculation		Benefit = Maximum benefit minus 30% of net income											
SSI Cashout States		CA, WI, MA			California, Wisconsin								
Monthly Food Stamp Net Income Screen	Unit Size	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>
	1	415	520	478	447	559	515	459	572	526	499	624	573
	2	560	701	645	604	755	695	617	770	709	699	836	769
	3	705	882	811	760	950	875	775	969	891	839	1,049	965
	4	850	1,063	978	917	1,146	1,055	934	1,167	1,074	1,009	1,261	1,160
	5	995	1,244	1,145	1,074	1,342	1,235	1,092	1,365	1,256	1,179	1,474	1,356
	6	1,140	1,425	1,311	1,230	1,538	1,415	1,250	1,564	1,439	1,349	1,686	1,552
	7	1,285	1,605	1,478	1,387	1,732	1,595	1,409	1,762	1,621	1,519	1,899	1,748
	8	1,430	1,786	1,645	1,544	1,930	1,775	1,567	1,960	1,804	1,689	2,111	1,944
	additional	+ 145	+ 181	+ 167	+ 157	+ 196	+ 180	+ 158	+ 198	+ 183	+ 170	+ 213	+ 196
Monthly Maximum Food Stamp Allotment	Unit Size	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>
	1	76	109	108	80	111	124	87	113	133	99	123	151
	2	139	200	198	147	204	228	159	207	244	182	227	276
	3	199	286	283	211	293	327	228	297	350	260	325	396
	4	253	364	360	268	372	415	290	378	444	331	413	503
	5	301	432	427	318	442	493	344	448	527	393	490	598
	6	361	518	513	382	530	592	413	538	633	472	588	717
	7	399	473	567	422	586	654	457	595	700	521	650	793
	8	457	655	648	483	670	748	522	680	800	596	743	906
	additional	+ 57	+ 82	+ 81	+ 60	+ 84	+ 94	+ 65	+ 85	+ 100	+ 75	+ 93	+ 113

Analysis Year		<i>August 1991</i> FACTA of 1991			<i>August 1992</i> FACTA of 1991 and amendments			<i>August 1993</i> FACTA of 1991 and amendments		
Gross Income Eligibility		<= 1.3 * Poverty Line								
Net Income Eligibility		<= Poverty Line								
Asset Eligibility		\$2000; \$3000 for elderly households								
Benefit Reduction Rate		0.3								
Minimum Benefit		\$10 for 1 and 2 person households; \$0 for all others								
Eligibility of Pure PA Households		Automatically Eligible (AFDC or SSI)			Automatically Eligible (AFDC, SSI, or GA)					
Benefit Calculation		Benefit = Maximum benefit minus 30% of net income								
SSI Cashout States		California, Wisconsin			California only					
Monthly Food Stamp Net Income Screen	Unit Size	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>
	1	524	654	603	552	691	635	568	709	653
	2	702	877	808	740	926	851	766	957	881
	3	880	1,100	1,013	929	1,161	1,068	965	1,205	1,110
	4	1,059	1,324	1,218	1,117	1,396	1,285	1,163	1,454	1,338
	5	1,237	1,547	1,428	1,305	1,631	1,501	1,361	1,702	1,566
	6	1,415	1,770	1,628	1,494	1,866	1,718	1,560	1,950	1,795
	7	1,594	1,994	1,833	1,682	2,101	1,935	1,758	2,199	2,023
	8	1,772	2,217	2,038	1,870	2,336	2,151	1,956	2,447	2,251
	additional	+ 179	224	+ 205	+ 189	+ 235	+ 217	+ 199	+ 249	+ 229
Monthly Maximum Food Stamp Allotment	Unit Size	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>
	1	105	137	172	111	142	181	111	143	182
	2	193	252	316	203	261	333	203	262	335
	3	277	361	452	292	374	477	292	376	480
	4	352	459	574	370	475	606	370	477	609
	5	418	545	682	440	564	720	440	567	724
	6	502	655	819	528	677	864	528	680	868
	7	555	723	905	584	748	955	584	752	960
	8	634	827	1,034	667	855	1,091	667	859	1,097
	additional	+ 79	+ 103	+ 129	+ 83	+ 107	+ 136	+ 83	+ 107	+ 137

Analysis Year		<i>September 1994</i>			<i>September 1995</i> Mickey Leland Childhood Hunger Relief Act of 1993			<i>September 1996</i> Personal Responsibility and Work Opportunity Reconciliation Act of 1996		
Gross Income Eligibility		<= 1.3 * Poverty Line								
Net Income Eligibility		<= Poverty Line								
Asset Eligibility		\$2000; \$3000 for elderly households								
Minimum Benefit		\$10 for 1 and 2 person households; \$0 for all others								
Eligibility of Pure PA Households		Automatically Eligible (AFDC/TANF, SSI, or GA)								
Benefit Calculation		Benefit = Maximum benefit minus 30% of net income								
SSI Cashout States		California only								
Monthly Food Stamp Net Income Screen	Unit Size	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>
	1	581	725	670	614	767	706	623	779	718
	2	786	982	905	820	1,025	944	836	1,045	963
	3	991	1,239	1,140	1,027	1,284	1,181	1,050	1,312	1,208
	4	1,196	1,495	1,375	1,234	1,542	1,419	1,263	1,579	1,453
	5	1,401	1,752	1,610	1,440	1,800	1,656	1,476	1,845	1,698
	6	1,606	2,009	1,845	1,647	2,059	1,894	1,690	2,112	1,943
	7	1,811	2,265	2,080	1,854	2,317	2,131	1,903	2,379	2,188
	8	2,016	2,522	2,315	2,060	2,575	2,369	2,116	2,645	2,433
	additional	+ 205	+ 257	+ 235	+ 207	+ 259	+ 238	+ 214	+ 267	+ 245
Monthly Maximum Food Stamp Allotment	Unit Size	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>
	1	112	147	187	115	147	193	119	153	198
	2	206	271	343	212	271	354	218	280	364
	3	295	388	492	304	388	508	313	401	522
	4	375	492	625	386	492	645	397	510	663
	5	446	585	742	459	585	766	472	605	787
	6	535	702	890	550	702	919	566	726	945
	7	591	776	984	608	776	1,016	626	803	1,044
	8	676	887	1,125	695	887	1,161	716	918	1,193
	additional	+ 85	+ 111	+ 141	+ 87	+ 111	+ 145	+90	+ 115	+ 149

Analysis Year		<i>September 1997</i>			<i>September 1998</i>			<i>September 1999</i> Agricultural Research, Extension and Education Reform Act of 1998; Effective November 1, 1998		
Gross Income Eligibility		<= 1.3 * Poverty Line								
Net Income Eligibility		<= Poverty Line								
Asset Eligibility		\$2,000; \$3,000 for elderly households								
Minimum Benefit		\$10 for 1 and 2 person households; \$0 for all others								
Eligibility of Pure PA Households		Automatically Eligible (TANF, SSI, or GA)								
Benefit Calculation		Benefit = Maximum benefit (household size) - .3 x Food Stamp Net Income								
SSI Cashout States		California only								
Monthly Food Stamp Net Income Screen	Unit Size	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>
	1	645	805	743	658	823	756	671	840	772
	2	864	1,079	994	885	1,106	1,017	905	1,131	1,040
	3	1,082	1,352	1,245	1,111	1,390	1,278	1,138	1,423	1,309
	4	1,300	1,625	1,495	1,338	1,673	1,539	1,371	1,715	1,577
	5	1,519	1,899	1,746	1,565	1,956	1,800	1,605	2,006	1,845
	6	1,737	2,172	1,997	1,791	2,240	2,060	1,838	2,298	2,114
	7	1,955	2,445	2,248	2,018	2,523	2,321	2,071	2,590	2,382
	8	2,174	2,719	2,499	2,245	2,806	2,582	2,305	2,881	2,650
	additional	+ 219	+ 274	+251	+ 227	+ 284	+ 261	+ 234	+ 292	+ 269
Monthly Maximum Food Stamp Benefits	Unit Size	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>
	1	120	153	198	122	154	197	125	157	197
	2	220	280	364	224	283	361	230	287	362
	3	315	401	522	321	405	517	329	412	518
	4	400	510	663	408	514	657	419	523	658
	5	475	605	787	485	611	780	497	621	781
	6	570	726	945	582	733	936	597	746	938
	7	630	803	1,044	643	810	1,035	659	824	1,036
	8	720	918	1,193	735	926	1,183	754	942	1,185
	additional	+ 90	+ 115	+ 149	+92	+ 116	+ 148	+ 94	+ 118	+ 148

Analysis Year		<i>September 2000</i>			<i>FY 2001</i>			<i>FY 2002</i>			<i>FY 2003</i>		
Gross Income Eligibility		<= 1.3 * Poverty Line											
Net Income Eligibility		<= Poverty Line											
Asset Eligibility		\$2,000; \$3,000 for elderly households									\$2,000; \$3,000 for elderly or disabled households		
Minimum Benefit		\$10 for 1 and 2 person households; \$0 for all others											
Eligibility of Pure PA Households		Automatically Eligible (TANF, SSI, or GA)											
Benefit Calculation		Benefit = Maximum benefit (household size) - .3 x Food Stamp Net Income											
SSI Cashout States		California only											
Monthly Food Stamp Net Income Screen	Unit Size	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>
	1	687	860	791	696	870	800	716	895	825	739	924	850
	2	922	1,154	1,061	938	1,172	1,078	968	1,210	1,114	995	1,245	1,145
	3	1,157	1,447	1,331	1,180	1,475	1,356	1,220	1,525	1,403	1,252	1,565	1,440
	4	1,392	1,740	1,601	1,421	1,770	1,635	1,471	1,840	1,692	1,507	1,886	1,735
	5	1,627	2,034	1,871	1,663	2,080	1,913	1,723	2,155	1,981	1,765	2,207	2,030
	6	1,862	2,327	2,141	1,905	2,382	2,191	1,975	2,470	2,270	2,022	2,528	2,325
	7	2,097	2,620	2,411	2,146	2,685	2,470	2,226	2,785	2,560	2,279	2,849	2,620
	8	2,332	2,914	2,681	2,388	2,987	2,748	2,478	3,100	2,849	2,535	3,170	2,915
	additional	+ 235	+ 270	+ 270	+ 242	+ 303	+ 279	+ 252	+ 315	+ 290	+ 257	+ 321	+ 295
Monthly Maximum Food Stamp Benefits	Unit Size	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>
	1	127	158	199	130	160	199	135	167	204	139	169	212
	2	234	290	365	238	294	366	248	307	374	256	309	389
	3	335	415	523	341	421	524	356	440	536	366	443	557
	4	426	528	664	434	535	665	452	559	680	465	563	707
	5	506	627	789	515	635	790	537	663	808	553	669	840
	6	607	752	947	618	762	948	644	796	970	664	803	1,008
	7	671	831	1,047	683	842	1,048	712	880	1,072	733	887	1,114
	8	767	950	1,196	781	963	1,198	814	1,006	1,225	838	1,014	1,273
additional	+ 96	+ 119	+ 150	+ 98	+ 120	+ 150	+ 102	+ 126	+ 153	+ 105	+ 127	+ 159	

Analysis Year		FY 2004			FY 2005			FY 2006		
Gross Income Eligibility		≤ 1.3 * Poverty Line								
Net Income Eligibility		≤ Poverty Line								
Asset Eligibility		\$2,000; \$3,000 for elderly or disabled households								
Minimum Benefit		\$10 for 1 and 2 person households; \$0 for all others								
Eligibility of Pure PA Households		Automatically Eligible (TANF, SSI, or GA)								
Benefit Calculation		Benefit = Maximum benefit (household size) - .3 x Food Stamp Net Income								
SSI Cashout States		California only								
Monthly Food Stamp Net Income Screen	Unit Size	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>
	1	749	935	861	776	970	892	798	996	918
	2	1,010	1,262	1,162	1,041	1,301	1,197	1,070	1,336	1,230
	3	1,272	1,590	1,463	1,306	1,633	1,502	1,341	1,676	1,543
	4	1,534	1,917	1,764	1,571	1,965	1,807	1,613	2,016	1,855
	5	1,795	2,245	2,065	1,836	2,296	2,112	1,885	2,356	2,168
	6	2,057	2,572	2,365	2,101	2,628	2,417	2,156	2,696	2,480
	7	2,319	2,900	2,666	2,366	2,960	2,722	2,428	3,036	2,793
	8	2,580	3,227	2,967	2,631	3,291	3,027	2,700	3,376	3,105
	additional	+ 262	+ 328	+ 301	+ 265	+ 332	+ 305	+ 272	+ 340	+ 313
Monthly Maximum Food Stamp Benefits	Unit Size	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>
	1	141	167	210	149	177	222	152	181	229
	2	259	307	386	274	324	408	278	333	421
	3	371	439	553	393	465	585	399	477	602
	4	471	558	702	499	590	742	506	606	765
	5	560	663	834	592	701	882	601	720	909
	6	672	795	1,001	711	841	1,058	722	864	1,090
	7	743	879	1,106	786	930	1,170	798	955	1,205
	8	849	1,005	1,264	898	1,063	1,337	912	1,091	1,378
	additional	+ 106	+ 126	+ 158	+ 112	+ 133	+ 167	+ 114	+ 136	+ 172

Notes: Eligibility parameters are for the 50 States and the District of Columbia. Puerto Rico is excluded from data for 1976 and 1978 in order to be consistent with other years, and Guam and the Virgin Islands are excluded for all years.

<sup>a</sup>A reduction in the maximum benefit between 1992 and 1993 was prevented by an amendment to the Food Stamp Act of 1977 P.L. 102-351).