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Food Stamp Program Participation Rates: 2004

Current Perspectives on Food Stamp Program Participation

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Food Stamp Program Participation Rates: 2004

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CONTENTS

	Page
EXECUTIVE SUMMARY.....	xi
INTRODUCTION.....	1
NATIONAL PARTICIPATION RATES IN FY 2004.....	2
SUBGROUP PARTICIPATION RATES IN FY 2004	3
HISTORICAL TRENDS IN PARTICIPATION RATES	5
METHODOLOGY	7
REFERENCES	17
APPENDIX A: PARTICIPATION RATES IN FY 2004	19
APPENDIX B: CHANGE IN INDIVIDUAL FSP PARTICIPATION RATES, 1988-2004....	33
APPENDIX C: METHODOLOGY	37
APPENDIX D: SAMPLING ERROR OF PARTICIPATION RATE ESTIMATES.....	64
APPENDIX E: ECONOMIC AND POLICY INFLUENCES ON THE FOOD STAMP PROGRAM	70
APPENDIX F: CHANGES IN THE MARCH CPS OVER TIME	84
APPENDIX G: FSP ELIGIBILITY PARAMETERS.....	88

TABLES

Table		Page
1	INDIVIDUAL, HOUSEHOLD, AND BENEFIT PARTICIPATION RATES, FISCAL YEAR 2004	9
2	FSP PARTICIPATION RATES FOR INDIVIDUALS BY DEMOGRAPHIC CHARACTERISTICS, FY 2004	10
3	FSP PARTICIPATION RATES FOR INDIVIDUALS BY ECONOMIC CHARACTERISTICS OF HOUSEHOLDS, FY 2004	11
4	PREVIOUSLY ESTIMATED FSP PARTICIPATION RATES FOR INDIVIDUALS BY SELECTED CHARACTERISTICS, FY 1999 - FY 2002	12
5	MONTHLY NUMBER OF ELIGIBLE AND PARTICIPATING INDIVIDUALS, HOUSEHOLDS, AND BENEFITS, AND PARTICIPATION RATES, 1976 – 2004	14

FIGURES

Figure		Page
1	INDIVIDUAL PARTICIPATION RATES BY SUBGROUP, FY 2004	13
2	TRENDS IN MONTHLY FSP PARTICIPATION RATES, 1976 – 2004.....	15

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 a program's performance is its ability to reach its target population, as indicated by the fraction of people eligible for benefits who actually participate.

Of the 38 million individuals who were eligible for food stamp benefits in an average month of 2004, 23 million individuals (60.5 percent) chose to participate. There were over 15 million eligible individuals who did not participate in 2004. Although the FSP served more than 60 percent of all eligible individuals, it provided over two-thirds (70.6 percent) of the benefits that all eligible individuals could receive. This is because the neediest individuals, who are eligible for higher benefits, participated at higher rates than other eligible individuals.

The rate of participation by demographic and economic subgroups continued to follow historical patterns in 2004. Rates were relatively high for individuals in households below the poverty line, in households with children, and for recipients of Temporary Assistance for Needy Families (TANF) or Supplemental Security Income (SSI), with at least three-quarters of all eligibles from these groups participating. On the other hand, less than a third of eligible elderly adults, nondisabled childless adults, and individuals living in households with incomes above the poverty line, and only slightly more eligible noncitizens, participated in the FSP in 2004. Participation rates for eligible individuals in households with earnings and citizen children living with noncitizens were also lower than average, just over 50 percent.

Nationally, the participation rate among individuals increased by just under 5 percentage points between 2003 and 2004, the third annual increase after declining for 7 years. Almost every demographic and economic subgroup experienced a rise in participation rates, with particularly large increases in the participation rate of children, of individuals in households with very low income, and of individuals receiving the maximum benefit.

Expanded eligibility continued to affect participation rates for some subgroups, although it had less of an effect than in previous years. The 2002 Farm Security and Rural Investment Act restored eligibility for qualified noncitizens receiving disability benefits effective October 1, 2002; to qualified noncitizens who have lived in the United States for over 5 years effective April 1, 2003; and to all legal noncitizens under the age of 18 years effective October 1, 2003. This expansion of eligibility explains why noncitizens are one of the few subgroups not experiencing a significant change in its participation rate in 2004. The number of participating noncitizens increased 28 percent over 2003, but the number of eligible noncitizens also increased in the same time period, so the change in the participation rate was not statistically significant.

INTRODUCTION

The Food Stamp Program (FSP) helps low-income individuals purchase food so that they can obtain a nutritious diet. The number of eligible individuals served in an average month by the FSP increased from 20.6 million in fiscal year (FY) 2003 to 23.2 million participants in fiscal year 2004, an increase of over 12 percent. Most individuals are eligible for the program 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, many 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 food stamp dollars flowing into local markets.

One important measure of a program's performance is its ability to reach its target population. The national food stamp participation rate has been a standard for assessing performance for over 15 years. In fiscal year 2004, the participation rate for eligible individuals rose by almost 5 percentage points to over 60 percent (Table 1). Both the household and benefit participation rates also increased 5 percentage points, rising to 55 percent and 71 percent, respectively.¹ Participation rates began rising in 2001 after declining for 7 years; rates rose by almost 2 points in 2003 and by an additional 5 points in 2004.²

Along with presenting the overall 2004 participation rate, this report presents participation rates for subgroups of the eligible population, describes historic trends in participation rates, and

¹ The benefit participation rate measures the amount of benefits received as a proportion of total benefits that would be paid out if every eligible household participated.

² The 2-point rise in the participation rate between 2002 and 2003 is based on an adjusted 2002 rate that is methodologically consistent with the 2003 and 2004 rates presented in this report.

describes the estimation methodology employed. More detailed tables on subgroups' participation rates are contained in Appendix A, and Appendix B displays the change in individual FSP participation rates since 1988. Appendixes C and D present an in-depth explanation of the methodology and the sampling error of the participation rate estimates, while Appendix E lists historic economic and policy influences on the FSP, Appendix F lists changes in the March CPS over time, and Appendix G contains prior years' FSP eligibility parameters. All 2004 participation rate estimates in this report are based on data from the March 2005 Current Population Survey (CPS) and FY 2004 FSP administrative data.

NATIONAL PARTICIPATION RATES IN FY 2004

Of the 38 million individuals who were eligible for the FSP in an average month of 2004, 23 million individuals (60.5 percent) chose to participate. This is the second year in a row that participation rates have increased, rising by almost 2 points in 2003 and by 5 points in 2004.³ The number of individuals eligible for the FSP rose by over 1 million people, while the number of individuals participating rose more than twice as fast, by over 2 ½ million. The number of eligible individuals who did not participate dropped from 16 million in 2003 to 15 million in 2004.

Although the FSP served just over 60 percent of eligible individuals, it provided 71 percent of the benefits that eligible individuals qualified for. This is because the neediest individuals, who are eligible for higher benefits, participated at higher rates than other eligible individuals. Children and adults living in households with children had the highest benefit participation rate,

³ Because of important improvements in the estimation methodology, the 2003 and 2004 participation rates presented in this report should not be directly compared to the estimates in Cunnyngham (2004). Comparisons can be made, however, after adjusting the 2002 rates so that they are methodologically consistent with the 2003-2004 rates presented here. All comparisons made in this report refer to the change between the 2003 rate and the adjusted 2002 rate.

receiving over 80 percent of the benefits to which they were entitled.⁴ The elderly and individuals living in households above the poverty line had the lowest benefit participation rates, receiving only about one-third of the benefits for which they were eligible. The benefit participation rate increased 5 points in 2004, matching the rise in the individual participation rate.

Since small households were on average less likely to participate, the household participation rate (55 percent) was slightly lower than the individual rate. Over two-thirds of eligible individuals living in households containing 3 or more people participated, while less than half of eligible individuals living in smaller households of 1 or 2 people participated. The household participation rate increased 5 points in 2004.

SUBGROUP PARTICIPATION RATES IN FY 2004

As noted above, analysis of the patterns of participation among demographic and economic subgroups helps in understanding changes in overall participation, but they are also of interest in themselves. Table 2 presents 2003 and 2004 participation rates for individuals by demographic characteristics and Table 3 presents 2003 and 2004 participation rates for individuals by economic characteristics of households. Table 4 presents previously estimated subgroup participation rates for 1999–2002. These participation rates are presented here for the reader’s convenience—the revised methodology for estimating the participation rate has not been applied to 2002 and earlier years, so these rates are not strictly comparable to the 2003 and 2004 rates presented in Tables 2 and 3.

Nonetheless, the rates of participation by demographic and economic subgroups continued to follow historical patterns in 2004. Rates were relatively high for individuals in households

⁴ See Table A.8 in Appendix A for benefit participation rates by subgroup.

containing children and households below the poverty line, as well as for recipients of Temporary Assistance for Needy Families (TANF) or Supplemental Security Income (SSI), with at least three-quarters of all eligibles from these groups participating. On the other hand, less than a third of eligible elderly adults, nondisabled childless adults, and individuals in households with income above the poverty line participated. Participation rates for eligible noncitizens were only slightly higher (42 percent). Just over half of the individuals in eligible households with earnings, and citizen children living with noncitizens, participated in 2004.

Almost every demographic and economic subgroup experienced a rise in participation rates in 2004, although the change was not statistically significant for some subgroups. No subgroups experienced a statistically significant decline in participation rates. The change in participation rates for elderly individuals, noncitizens, citizen children living with noncitizen adults, children living in children-only households, and nondisabled childless adults subject to work registration was not statistically significant. In contrast, some subgroups with already high participation rates saw large increases. Individuals living in households with children increased their participation rate by almost 7 points to 76 percent, and children's participation rate rose by more than 7 points to 81 percent. The participation rate of preschool-age children, in particular, expanded by over 9 points to 86 percent.

The poorest and most needy households also experienced relatively larger gains in participation rates. The participation rate of individuals in households below the poverty line increased by 6 points, twice as much as the rate of individuals in households above the poverty line. Participation rates increased at every income level with the exception of individuals in households above 130 percent of the poverty line, who experienced a statistically insignificant change in participation rates. Individuals in households eligible for larger benefits also saw significant increases: the participation rate rose almost 10 percent for individuals in households

eligible for a benefit worth at least three-quarters of the maximum benefit, and the participation rate rose 13 percent for individuals in households receiving the maximum benefit. Individuals at lower benefit levels had no significant change in participation rates.

Access to the FSP expanded in 2004 through the continued restoration of eligibility to certain noncitizens under the 2002 Farm Security and Rural Investment Act. In FY 2004, noncitizens under the age of 18 years old who met the program's requirements, regardless of the date of entry into the United States, were eligible to receive food stamps.⁵ This expansion of eligibility explains why noncitizens had no significant increase in their participation rate in 2004, despite a jump in the number of participating noncitizens over 2003. Rule changes expanding eligibility 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. The number of participating noncitizens increased 28 percent over 2003, but the number of eligible noncitizens increased by over 41 percent in the same time period, causing a statistically insignificant decline in the overall participation rate for noncitizens.

HISTORICAL TRENDS IN PARTICIPATION RATES

Table 5 presents estimates of participating and eligible individuals, households, and benefits along with participation rates from 1976 through 2004. Both the number of participants and the number of eligibles have been increasing since 2000. Since 2001, the number of participants has been increasing more quickly than the number of eligibles, so participation rates have been rising. This trend continued in 2004 even as policy reforms continued to expand eligibility. The

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

two most significant recent eligibility expansions were the Farm Security and Rural Investment Act of 2002's restoration of eligibility to many legal noncitizens, and an increasing number of States choosing to expand their asset rules by aligning their FSP vehicle rules with less-stringent rules from a TANF or State Maintenance of Effort-funded (TANF/MOE) assistance program or exempting vehicles entirely through broadly conferred categorical eligibility.

As shown in Figure 2, participation rates increased substantially in the late 1970s, leveled off in the early and mid-1980s, and then increased again through the early 1990s.⁶ After peaking in 1994, individual participation rates began a 7-year decline. This decline 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.⁷ 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.⁸

⁶ See Appendix Table B.1 for the change in individual participation rates from 1988 to 2004. Note that the table does not present the change in individual FSP participation rates from 2002 to 2003 because different methodologies are used to estimate the two rates.

⁷ See Appendix E for economic and policy influences on participation rates.

⁸ Individuals who receive TANF are categorically eligible for the FSP. While most individuals who leave TANF still qualify for food stamps, 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 2004, individuals receiving TANF were almost 3 times more likely to participate in the FSP than individuals not receiving TANF.

Since 2001, 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 persons to apply for and receive food stamps. Many States, 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. Ongoing studies are examining the reasons for the recent rise in participation rates.

Historically, some subgroups have had consistently high participation rates while others have had consistently low rates. Children, individuals in households receiving TANF, and those with very low incomes have consistently participated at higher-than-average rates. In contrast, elderly individuals, noncitizens, and individuals in households with earnings have consistently participated at lower-than-average rates.

METHODOLOGY

The estimates of participation rates presented in this report were derived using data from the March 2005 CPS and FY 2004 FSP administrative data.⁹ The participation rate is calculated as the ratio of the number of individuals participating in the FSP to the number of individuals eligible for food stamps, with the ratio expressed as a percentage. The estimates of participants are from the FY 2004 FSP Statistical Summary of Operations (Program Operations) and the FY 2004 FSP Quality Control (FSPQC) data. We use administrative counts of participants because FSP participation is underreported in the CPS. From the administrative data, we use the average

⁹ Because the CPS collects household income data for the previous calendar year, we used the March 2005 CPS to derive estimates of eligible individuals in calendar year 2004.

monthly number of participants over the 12 months in the fiscal year. We make adjustments to the participant counts in order to ensure consistency between the participation rate numerators and denominators.

We estimate the number of eligible individuals by applying the food stamp eligibility rules that were in effect in FY 2004 to households in the CPS using a microsimulation model. These eligibility rules include the food stamp 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.

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 food stamp eligibility. Appendix C describes the methodology in more detail.

TABLE 1

INDIVIDUAL, HOUSEHOLD, AND BENEFIT PARTICIPATION RATES, FISCAL YEAR 2004

	Participating (000s)	Eligible (000s)	Participation Rate with 90% Confidence Interval
Individuals	23,188	38,355	60.5 +/- 1.2
Food Stamp Household	9,989	18,266	54.7 +/- 0.9
Benefits (in dollars)	1,981,192	2,807,735	70.6 +/- 1.7
Average Food Stamp Household Size	2.3		
Average Per Capita Benefit Per Month	\$85		

Sources: FY 2004 FSP Program Operations Data and FSPQC Data, and March 2005 CPS Data

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

TABLE 2

FSP INDIVIDUAL PARTICIPATION RATES BY DEMOGRAPHIC CHARACTERISTICS, FY 2003 AND 2004

	Eligible Individuals (000s)			Participating ^a Individuals (000s)			Participation Rate		Difference With 90% Confidence Interval
	FY 2003	FY 2004	FY 2003	FY 2004	FY 2003	FY 2004	FY 2003	FY 2004	
Individuals in All Households	37,028	38,355	20,591	23,188	55.6	60.5	4.8 +/-	1.3	
Individuals by Household Size									
Small (1-2 members)	16,543	16,912	7,278	8,246	44.0	48.8	4.8 +/-	1.4	
Medium (3-4 members)	12,407	13,107	8,369	9,347	67.5	71.3	3.9 +/-	3.2	
Large (5 or more members)	8,078	8,335	4,944	5,595	61.2	67.1	5.9 +/-	5.2	
Age of Individual									
Children	14,172	14,294	10,456	11,648	73.8	81.5	7.7 +/-	2.8	
Preschool Age (0 to 4 years)	4,560	4,571	3,480	3,914	76.3	85.6	9.3 +/-	4.4	
School Age (5 to 17 years)	9,612	9,723	6,976	7,734	72.6	79.5	7.0 +/-	3.4	
Nonelderly Adults (18 to 59 years)	16,438	17,367	8,369	9,640	50.9	55.5	4.6 +/-	1.4	
Elderly Individuals	6,417	6,694	1,765	1,900	27.5	28.4	0.9 +/-	1.4	
Nondisabled Childless Adults Subject to Work Registration ^b	2,568	2,855	734	873	28.6	30.6	2.0 +/-	2.3	
Noncitizens ^c	1,504	2,124	703	901	46.7	42.4	-4.3 +/-	4.9	
Citizen Children Living With Noncitizen Adults ^d	2,888	2,899	1,362	1,493	47.2	51.5	4.3 +/-	4.7	
Individuals in Households Without Any Nondisabled Childless Adults Subject to Work Registration or Noncitizens	31,118	30,985	18,067	20,147	58.1	65.0	7.0 +/-	1.7	
Individuals by Household Composition									
Households With Children	23,384	23,830	16,070	18,015	68.7	75.6	6.9 +/-	2.5	
One Adult	9,984	9,749	9,306	10,399	93.2	106.7	13.5 +/-	5.8	
Married Household Head	8,098	8,584	3,885	4,469	48.0	52.1	4.1 +/-	3.5	
Other Multiple Adults	3,874	4,204	1,805	2,080	46.6	49.5	2.9 +/-	5.3	
Children Only	1,429	1,293	1,074	1,067	75.2	82.6	7.4 +/-	10.2	
Households Without Children	13,643	14,525	4,521	5,173	33.1	35.6	2.5 +/-	1.1	

Sources: FY 2003 and 2004 FSP Program Operations Data and FSPQC Data, and March 2004 and 2005 CPS Data

^a The estimates of participants in this report exclude certain participants and thus differ from official participant counts. See Appendix C for details.^b 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 limit on benefit receipt.^c 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.^d Citizen children living in a household with a noncitizen adult, regardless of the FSP participation of the adult.

Note: Participation rates over 100 percent are due to reporting errors in the CPS. See Appendix C for more information.

TABLE 3

FSP INDIVIDUAL PARTICIPATION RATES BY ECONOMIC CHARACTERISTICS OF HOUSEHOLDS, FY 2003 AND FY 2004

	Eligible Individuals (000s)			Participating ^a Individuals (000s)			Participation Rate		Difference With 90% Confidence Interval
	FY 2003	FY 2004	FY 2003	FY 2004	FY 2003	FY 2004	FY 2003	FY 2004	
Individuals in All Households	37,028	38,355	20,591	23,188	55.6	60.5	4.8	+/- 1.3	
Individuals by Household Income Source									
Earnings	16,869	17,878	7,996	9,164	47.4	51.3	3.9	+/- 2.0	
TANF	3,804	3,458	4,785	5,026	125.8	145.3	19.5	+/- 13.5	
Elderly SSI	1,264	1,288	1,167	1,250	92.3	97.0	4.7	+/- 12.3	
Nonelderly SSI	3,703	3,848	3,509	3,745	94.8	97.3	2.6	+/- 8.6	
Social Security	9,102	9,748	3,376	3,854	37.1	39.5	2.4	+/- 2.1	
Individuals by Household Income as a Percentage of Poverty Level									
Total Below Poverty Line	26,277	27,065	18,275	20,414	69.5	75.4	5.9	+/- 2.2	
No Income	5,579	5,862	1,857	2,314	33.3	39.5	6.2	+/- 2.5	
1 - 50%	7,209	7,143	6,678	7,448	92.6	104.3	11.6	+/- 6.1	
51 - 100%	13,488	14,059	9,740	10,652	72.2	75.8	3.6	+/- 3.1	
Total Above Poverty Line	10,751	11,290	2,316	2,774	21.5	24.6	3.0	+/- 1.5	
101 - 130%	8,760	8,987	2,212	2,644	25.2	29.4	4.2	+/- 1.9	
131% or more	1,991	2,303	104	130	5.2	5.6	0.4	+/- 1.0	
Individuals by Household Benefit as a Percentage of Maximum Benefit									
Minimum benefit (\$10 or less)	4,026	3,795	824	674	20.5	17.8	-2.7	+/- 1.4	
1 - 25%	8,725	8,181	2,724	2,627	31.2	32.1	0.9	+/- 1.8	
26 - 50%	7,860	7,975	3,985	4,038	50.7	50.6	-0.1	+/- 3.1	
51 - 75%	6,742	7,784	4,824	5,254	71.6	67.5	-4.1	+/- 4.6	
76 - 99%	4,964	5,337	4,458	5,311	89.8	99.5	9.7	+/- 7.6	
100%	8,736	9,077	4,601	5,957	52.7	65.6	13.0	+/- 3.1	

Sources: FY 2003 and 2004 FSP Program Operations Data and FSPQC Data, and March 2004 and 2005 CPS Data

^aThe estimates of participants in this report exclude certain participants and thus differ from official participant counts. See Appendix C for details.

Note: Participation rates over 100 percent are due to reporting errors in the CPS. See Appendix C for more information.

TABLE 4

PREVIOUSLY ESTIMATED FSP PARTICIPATION RATES BY SELECTED CHARACTERISTICS,
FY 1999 - FY 2002

	Participation Rates ^a			
	FY 1999	FY 2000	FY 2001	FY 2002
Individuals in All Households	56.2	55.7	53.2	53.8
Households by Size				
Small (1-2 members)	45.8	43.8	42.3	42.6
Medium (3-4 members)	67.6	68.2	62.5	64.5
Large (5 or more members)	59.6	60.4	61.5	57.3
Age of Individual				
Children	69.7	71.4	69.1	70.3
Preschool Age (0 to 4 years)	76.5	73.3	71.1	72.4
School Age (5 to 17 years)	66.9	70.5	68.2	69.3
Nonelderly Adults (18 to 59 years)	52.9	51.9	49.1	49.9
Elderly Individuals	31.1	30.3	28.1	26.9
Individuals by Household Composition				
Households With Children	67.0	68.0	64.7	65.4
One Adult	94.3	96.5	93.8	96.1
Married Household Head	49.4	49.6	44.1	44.7
Other Multiple Adults	42.4	39.5	41.4	39.2
Children Only	39.5	47.3	46.3	56.5
Households Without Children	35.1	34.2	32.9	33.2
Individuals by Household Income Source				
Earnings	43.2	46.0	45.7	46.1
TANF	149.7	153.1	166.2	167.9
Elderly SSI	91.8	90.1	80.5	88.0
Nonelderly SSI	92.9	93.3	88.3	97.0
Individuals by Household Income as a Percentage of Poverty Level				
No Income	30.1	28.3	27.7	30.3
1 to 50%	85.5	85.1	84.9	92.4
51 to 100%	73.2	74.3	70.7	68.6
101 to 130%	24.1	25.8	23.7	24.8
131%+	6.9	7.5	8.2	8.3
Individuals by Household Benefit as a Percentage of Maximum Benefit				
1 to 50%	41.5	42.7	40.4	40.1
51 to 99%	82.5	83.5	79.0	78.4
100%	47.1	45.0	45.2	49.2

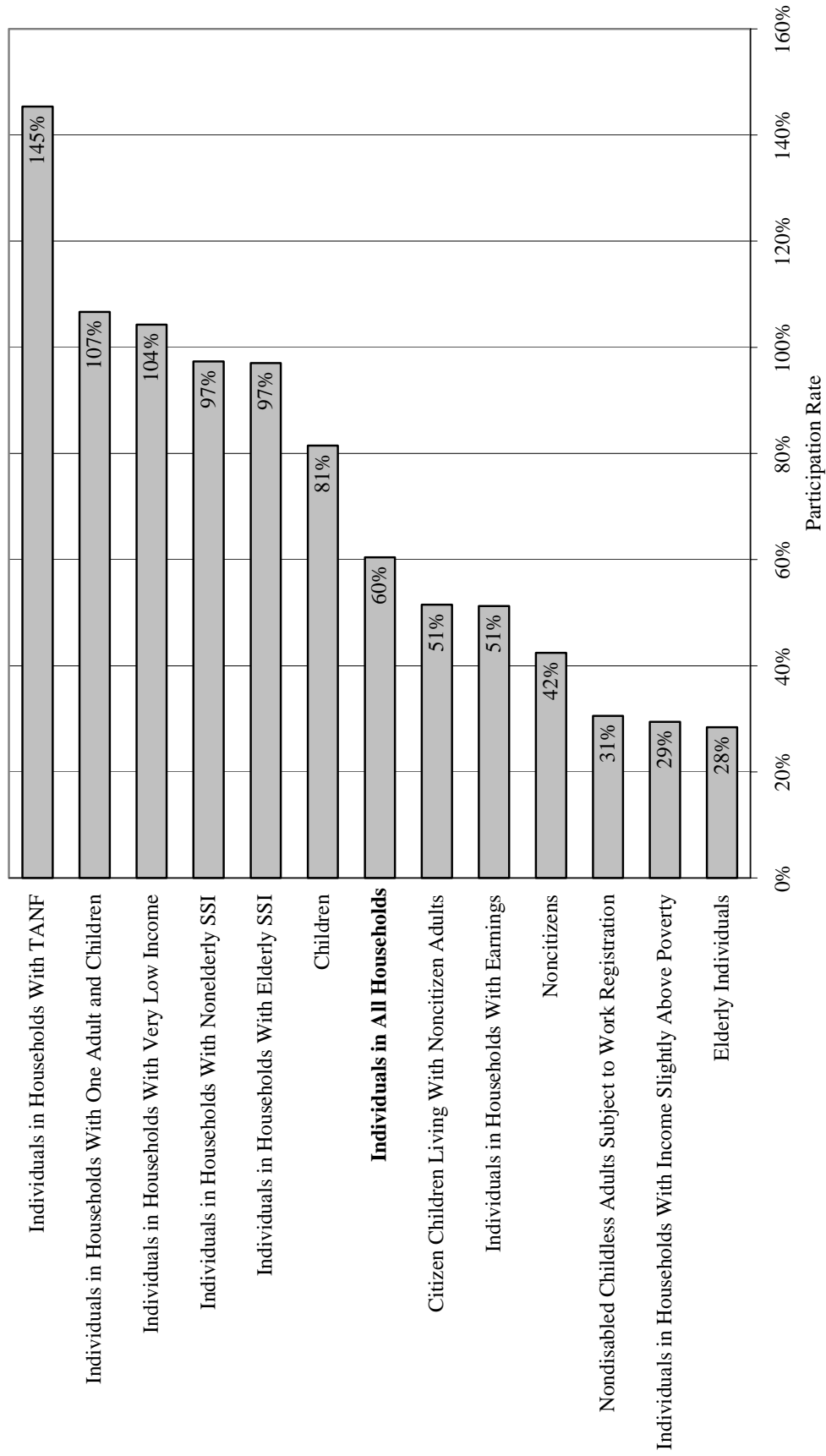
Sources: FSP Program Operations Data, FSPQC Data, and CPS Data for the years shown

^a These participation rates were developed for Cunningham (2004) using methodologies that differ from the current methodologies and so should not be directly compared to the 2003 rates presented in Tables 1 and 2. See Appendix C for more information.

Note: Participation rates over 100 percent are due to reporting errors in the CPS. See Appendix C for more information.

FIGURE 1

INDIVIDUAL PARTICIPATION RATES BY SUBGROUP, FY 2004



Note: Participation rates over 100 percent are due to reporting errors in the CPS. See Appendix C for more information.

TABLE 5

MONTHLY NUMBER OF ELIGIBLE AND PARTICIPATING INDIVIDUALS, HOUSEHOLDS, AND BENEFITS, AND PARTICIPATION RATES, 1976 - 2004

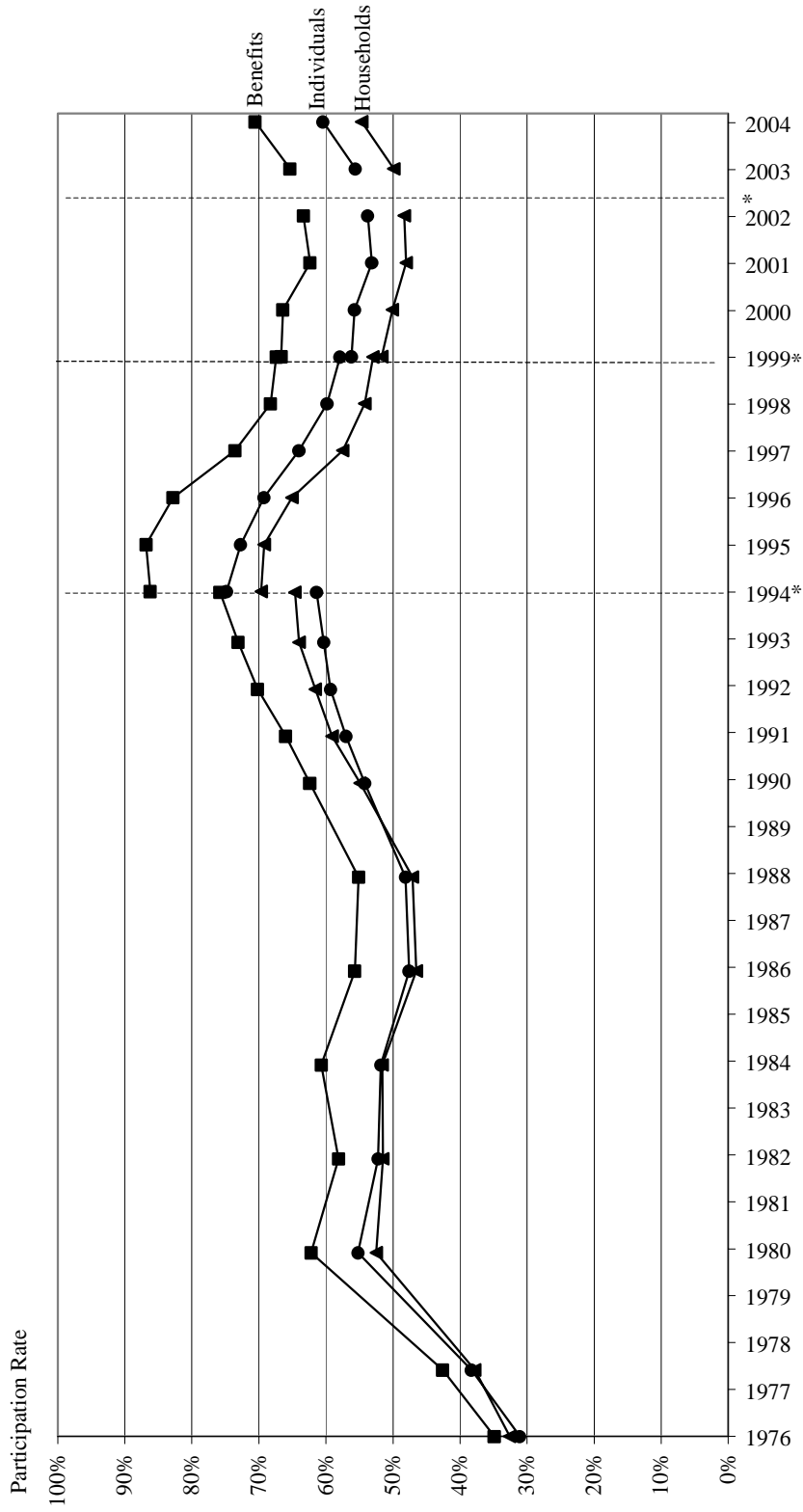
	Eligible (000's) ^a			Participating (000's) ^a			Participation Rates (%)		
	Individuals	Households	Benefits	Individuals	Households	Benefits	Individuals	Households	Benefits
September 1976 ^b	50,061	16,282	\$1,075,819	15,880	5,308	\$375,461	31.1	32.6	34.9
February 1978	40,175	13,984	934,427	15,387	5,286	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	31,528	14,503	1,876,732	17,710	7,496	1,251,475	56.2	51.7	66.7
FY 2000	29,968	14,296	1,795,209	16,705	7,157	1,192,194	55.7	50.1	66.4
FY 2001	31,783	15,162	1,986,479	16,898	7,285	1,239,291	53.2	48.0	62.4
FY 2002	34,693	16,609	2,290,877	18,656	8,023	1,450,803	53.8	48.3	63.3
FY 2003	37,028	17,829	2,612,492	20,591	8,890	1,707,485	55.6	49.9	65.4
FY 2004	38,355	18,266	2,807,735	23,188	9,989	1,981,192	60.5	54.7	70.6

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

^aThe estimates of participants in this report exclude certain participants and thus differ from official participant counts. See Appendix C for details.^bThe 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 2002 estimates. Because of additional changes in methodology, the estimates for 2003 and 2004 should not be directly compared to previous estimates. Please see Appendix C for details.

FIGURE 2
TRENDS IN MONTHLY FSP PARTICIPATION RATES, 1976 - 2004



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 and between 2002 and 2003 due to revisions in the methodology for determining eligibility.

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APPENDIX A
PARTICIPATION RATES IN FY 2004

TABLE A.1

INDIVIDUAL, HOUSEHOLD, AND BENEFIT PARTICIPATION RATES, FISCAL YEAR 2004

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals	23,187,688	38,354,693	60.46
Food Stamp Household	9,988,818	18,266,333	54.68
Benefits	1,981,191,535	2,807,734,679	70.56
Average Food Stamp Household Size	2.32		
Average Per Capita Benefit	85.44		

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

TABLE A.2

INDIVIDUAL PARTICIPATION RATES BY HOUSEHOLD SIZE, FISCAL YEAR 2004

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals by Household Size			
1 Person	4,193,377	9,543,868	43.94
2 People	4,052,430	7,368,582	55.00
3 People	4,890,613	6,461,608	75.69
4 People	4,456,676	6,645,747	67.06
5 People	2,876,363	4,353,297	66.07
6 or More People	2,718,229	3,981,591	68.27
Individuals in All Households	23,187,688	38,354,693	60.46

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

TABLE A.3

INDIVIDUAL PARTICIPATION RATES BY DEMOGRAPHIC CHARACTERISTICS,
FISCAL YEAR 2004

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in All Households	23,187,688	38,354,693	60.46
Age of Individual			
Children Under Age 18	11,647,694	14,293,940	81.49
Preschool	3,913,919	4,571,214	85.62
School-age	7,733,775	9,722,726	79.54
Adults Age 18 to 59	9,639,966	17,367,239	55.51
Elderly Age 60 and Over	1,900,029	6,693,514	28.39
Living Alone	1,346,504	3,616,384	37.23
Living with Others	553,525	3,077,130	17.99
Nondisabled Childless Adults Subject to Work Registration	872,651	2,855,321	30.56
Noncitizens	901,145	2,124,131	42.42
Citizen Children Living with Noncitizen Adults	1,492,690	2,898,691	51.50
Employment Status of Nonelderly Adults			
Employed	2,687,334	5,878,435	45.72
Not Employed	6,952,632	11,488,805	60.52
Individuals by Race/Ethnicity of Household Head			
Black or African American Only	7,623,753	10,436,328	73.05
Hispanic	4,378,944	8,504,163	51.49
White Only	10,255,575	17,784,118	57.67
Not Tabulated Above	929,417	1,630,084	57.02
Individuals by Household Composition			
Households with Children	18,014,875	23,829,673	75.60
One Adult	10,398,921	9,749,026	106.67
Married Household Head	4,469,047	8,583,878	52.06
Other Multiple Adults	2,079,655	4,203,987	49.47
Children Only	1,067,253	1,292,781	82.55
Households without Children	5,172,813	14,525,020	35.61
Gender of Individual			
Male	9,545,161	16,861,220	56.61
Female	13,642,527	21,493,473	63.47
Metropolitan Status			
Urban	17,890,597	30,140,712	59.36
Rural	5,297,091	8,213,981	64.49

Notes: Participation rates over 100 percent are due to reporting errors in the CPS. See Appendix C for more information. These estimates of participants differ from official participant counts. See Appendix C for details.

TABLE A.4

INDIVIDUAL PARTICIPATION RATES BY ECONOMIC CHARACTERISTICS OF HOUSEHOLDS, FISCAL YEAR 2004

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in All Households	23,187,688	38,354,693	60.46
Individuals by Household Income Sources			
No Earnings	14,024,162	20,476,893	68.49
Earnings	9,163,526	17,877,800	51.26
No TANF	8,002,623	16,804,132	47.62
TANF	1,160,903	1,073,668	108.12
TANF	5,025,838	3,458,087	145.34
Unemployment Compensation	761,222	496,259	153.39
Nonelderly SSI Benefits	3,745,342	3,847,749	97.34
Elderly SSI Benefits	1,250,141	1,288,345	97.03
Social Security	3,854,040	9,748,092	39.54
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	20,413,854	27,064,734	75.43
No Income	2,314,208	5,862,013	39.48
1 - 50%	7,447,547	7,143,375	104.26
51 - 100%	10,652,099	14,059,346	75.77
Total Greater Than 100 % of Poverty	2,773,835	11,289,959	24.57
101% - 130%	2,644,097	8,987,300	29.42
131% or more	129,738	2,302,660	5.63
Individuals by Monthly Household Benefit			
\$10 or less	674,108	3,795,299	17.76
\$11 - \$25	398,084	846,945	47.00
\$26 - \$50	831,219	1,686,620	49.28
\$51 - \$75	820,932	1,834,663	44.75
\$76 - \$100	932,923	1,859,510	50.17
\$101 - \$150	3,559,983	6,868,997	51.83
\$151 - \$200	1,708,250	3,194,384	53.48
\$201 or more	14,262,188	18,268,277	78.07
Benefit as a Percentage of Maximum Benefit			
Low Benefits (1 - 50%)	6,665,454	16,156,034	41.26
1 - 25%	2,627,241	8,180,791	32.11
26 - 50%	4,038,213	7,975,243	50.63
High Benefits (51 - 99%)	10,564,953	13,121,306	80.52
51 - 75%	5,254,018	7,784,209	67.50
76 - 99%	5,310,934	5,337,096	99.51
100%	5,957,281	9,077,354	65.63

Notes: Participation rates over 100 percent are due to reporting errors in the CPS. See Appendix C for more information. These estimates of participants differ from official participant counts. See Appendix C for details.

TABLE A.5A

INDIVIDUAL PARTICIPATION RATES BY HOUSEHOLD COMPOSITION, FISCAL YEAR 2004
Households with Children

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households with Children	18,014,875	23,829,673	75.60
Age of Individual			
Children Under Age 18	11,647,504	14,293,940	81.49
Adults Age 18 to 59	6,247,458	9,149,647	68.28
Elderly Age 60 and Over	119,913	386,086	31.06
Individuals by Household Income Sources			
No Income	1,457,015	3,150,007	46.25
No Earnings	9,449,391	9,249,770	102.16
Earnings	8,565,484	14,579,903	58.75
TANF	4,966,778	3,170,611	156.65
Earnings	1,151,647	953,175	120.82
No Earnings	3,815,131	2,217,436	172.05
No TANF	13,048,097	20,659,062	63.16
Earnings	7,413,838	13,626,728	54.41
No Earnings	5,634,260	7,032,334	80.12
Social Security	1,815,747	2,757,368	65.85
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	15,865,594	17,883,521	88.72
No Income	1,457,015	3,150,007	46.25
1 - 50%	6,742,571	5,491,806	122.78
51 - 100%	7,666,008	9,241,708	82.95
Total Greater Than 100 % of Poverty	2,149,281	5,946,152	36.15
101% - 130%	2,109,756	5,468,173	38.58
131% or more	39,525	477,979	8.27
Individuals by Household Earnings as a Percentage of Poverty Level			
Total 100% of Poverty or Less	16,784,301	19,368,089	86.66
No Earnings	9,552,573	9,249,770	103.27
1 - 50%	2,965,049	2,742,899	108.10
51 - 100%	4,266,679	7,375,420	57.85
Total Greater Than 100 % of Poverty	1,230,574	4,461,584	27.58
101% - 130%	1,223,597	4,318,078	28.34
131% or more	6,977	143,506	4.86

Notes: Participation rates over 100 percent are due to reporting errors in the CPS. See Appendix C for more information. These estimates of participants differ from official participant counts. See Appendix C for details.

TABLE A.5B

INDIVIDUAL PARTICIPATION RATES BY HOUSEHOLD COMPOSITION, FISCAL YEAR 2004
Households with One Adult and Children

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households with One Adult and Children	10,398,921	9,749,026	106.67
Age of Individual			
Children Under Age 18	7,001,786	6,469,708	108.22
Adults Age 18 to 59	3,342,635	3,193,133	104.68
Elderly Age 60 and Over	52,694	86,185	61.14
Individuals by Household Income Sources			
No Income	979,059	1,827,325	53.58
No Earnings	6,385,966	5,414,041	117.95
Earnings	4,012,955	4,334,986	92.57
TANF	3,172,859	2,218,179	143.04
Earnings	561,984	553,166	101.59
No Earnings	2,610,876	1,665,012	156.81
No TANF	7,226,062	7,530,847	95.95
Earnings	3,450,971	3,781,819	91.25
No Earnings	3,775,091	3,749,028	100.70
Social Security	976,045	1,000,230	97.58
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	9,345,085	8,081,538	115.63
No Income	979,059	1,827,325	53.58
1 - 50%	4,412,554	3,012,206	146.49
51 - 100%	3,953,472	3,242,007	121.95
Total Greater Than 100 % of Poverty	1,053,836	1,667,488	63.20
101% - 130%	1,028,125	1,490,920	68.96
131% or more	25,710	176,568	14.56
Individuals by Household Earnings as a Percentage of Poverty Level			
Total 100% of Poverty or Less	9,864,046	8,617,473	114.47
No Earnings	6,409,837	5,414,041	118.39
1 - 50%	1,460,778	973,121	150.11
51 - 100%	1,993,431	2,230,311	89.38
Total Greater Than 100 % of Poverty	534,875	1,131,554	47.27
101% - 130%	529,818	1,062,731	49.85
131% or more	5,057	68,823	7.35

Notes: Participation rates over 100 percent are due to reporting errors in the CPS. See Appendix C for more information. These estimates of participants differ from official participant counts. See Appendix C for details.

TABLE A.5C

INDIVIDUAL PARTICIPATION RATES BY HOUSEHOLD COMPOSITION, FISCAL YEAR 2004
Households with Married Household Head and Children

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households with Married Household Head and Children	4,469,047	8,583,878	52.06
Age of Individual			
Children Under Age 18	2,518,394	4,635,112	54.33
Adults Age 18 to 59	1,909,253	3,786,762	50.42
Elderly Age 60 and Over	41,399	162,003	25.55
Individuals by Household Income Sources			
No Income	289,859	674,384	42.98
No Earnings	1,494,648	1,909,015	78.29
Earnings	2,974,399	6,674,863	44.56
TANF	743,739	486,561	152.86
Earnings	293,433	236,909	123.86
No Earnings	450,306	249,652	180.37
No TANF	3,725,307	8,097,317	46.01
Earnings	2,680,966	6,437,955	41.64
No Earnings	1,044,342	1,659,362	62.94
Social Security	508,690	872,568	58.30
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	3,657,187	5,687,074	64.31
No Income	289,859	674,384	42.98
1 - 50%	1,121,169	1,276,770	87.81
51 - 100%	2,246,158	3,735,919	60.12
Total Greater Than 100 % of Poverty	811,860	2,896,804	28.03
101% - 130%	801,850	2,716,503	29.52
131% or more	10,010	180,301	5.55
Individuals by Household Earnings as a Percentage of Poverty Level			
Total 100% of Poverty or Less	3,927,982	6,195,881	63.40
No Earnings	1,509,607	1,909,015	79.08
1 - 50%	868,712	960,633	90.43
51 - 100%	1,549,662	3,326,234	46.59
Total Greater Than 100 % of Poverty	541,065	2,387,997	22.66
101% - 130%	539,880	2,334,455	23.13
131% or more	1,185	53,542	2.21

Notes: Participation rates over 100 percent are due to reporting errors in the CPS. See Appendix C for more information. These estimates of participants differ from official participant counts. See Appendix C for details.

TABLE A.5D

INDIVIDUAL PARTICIPATION RATES BY HOUSEHOLD COMPOSITION, FISCAL YEAR 2004
Households with Other Multiple Adults and Children

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households with Other Multiple Adults and Children	2,079,655	4,203,987	49.47
Age of Individual			
Children Under Age 18	1,058,898	1,896,338	55.84
Adults Age 18 to 59	994,948	2,169,751	45.86
Elderly Age 60 and Over	25,808	137,898	18.72
Individuals by Household Income Sources			
No Income	116,243	424,121	27.41
No Earnings	1,006,757	1,562,767	64.42
Earnings	1,072,898	2,641,220	40.62
TANF	567,606	465,871	121.84
Earnings	180,030	163,100	110.38
No Earnings	387,576	302,771	128.01
No TANF	1,512,049	3,738,116	40.45
Earnings	892,867	2,478,120	36.03
No Earnings	619,181	1,259,996	49.14
Social Security	298,355	878,575	33.96
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	1,841,211	3,052,750	60.31
No Income	116,243	424,121	27.41
1 - 50%	746,554	948,868	78.68
51 - 100%	978,414	1,679,761	58.25
Total Greater Than 100 % of Poverty	238,443	1,151,237	20.71
101% - 130%	236,591	1,031,926	22.93
131% or more	1,852	119,311	1.55
Individuals by Household Earnings as a Percentage of Poverty Level			
Total 100% of Poverty or Less	1,949,041	3,456,972	56.38
No Earnings	1,011,339	1,562,767	64.71
1 - 50%	409,679	650,972	62.93
51 - 100%	528,022	1,243,233	42.47
Total Greater Than 100 % of Poverty	130,614	747,015	17.48
101% - 130%	130,614	727,428	17.96
131% or more	0	19,588	0.00

Notes: Participation rates over 100 percent are due to reporting errors in the CPS. See Appendix C for more information. These estimates of participants differ from official participant counts. See Appendix C for details.

TABLE A.5E

INDIVIDUAL PARTICIPATION RATES BY HOUSEHOLD COMPOSITION, FISCAL YEAR 2004
Households with No Children

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households with No Children	5,172,813	14,525,020	35.61
Age of Individual			
Children Under Age 18	0	0	
Adults Age 18 to 59	3,392,598	8,217,593	41.28
Elderly Age 60 and Over	1,780,215	6,307,428	28.22
Individuals by Household Income Sources			
No Income	857,192	2,712,006	31.61
No Earnings	4,574,771	11,227,124	40.75
Earnings	598,042	3,297,897	18.13
TANF	59,060	287,476	20.54
Earnings	9,256	120,493	7.68
No Earnings	49,804	166,983	29.83
No TANF	5,113,753	14,237,544	35.92
Earnings	588,786	3,177,404	18.53
No Earnings	4,524,967	11,060,140	40.91
Social Security	2,038,294	6,990,724	29.16
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	4,548,260	9,181,213	49.54
No Income	857,192	2,712,006	31.61
1 - 50%	704,976	1,651,570	42.69
51 - 100%	2,986,091	4,817,638	61.98
Total Greater Than 100 % of Poverty	624,553	5,343,807	11.69
101% - 130%	534,341	3,519,126	15.18
131% or more	90,212	1,824,681	4.94
Individuals by Household Earnings as a Percentage of Poverty Level			
Total 100% of Poverty or Less	5,090,743	13,334,955	38.18
No Earnings	4,582,007	11,227,124	40.81
1 - 50%	311,136	586,844	53.02
51 - 100%	197,600	1,520,987	12.99
Total Greater Than 100 % of Poverty	82,070	1,190,065	6.90
101% - 130%	77,162	950,398	8.12
131% or more	4,909	239,667	2.05

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

TABLE A.6

PARTICIPATION RATES FOR INDIVIDUALS IN HOUSEHOLDS WITHOUT ANY NONCITIZENS OR NONDISABLED CHILDLESS ADULTS SUBJECT TO WORK REGISTRATION, FISCAL YEAR 2004

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households Without Any Noncitizens or Nondisabled Childless Adults Subject to Work Registration	20,146,898	30,985,193	65.02
Age of Individual			
Children Under Age 18	10,500,995	12,222,942	85.91
Adults Age 18 to 59	8,020,355	12,490,101	64.21
Elderly Age 60 and Over	1,625,548	6,272,150	25.92
Individuals by Household Composition			
One Adult and Children	9,797,491	9,191,235	106.60
Married Household Head and Children	3,541,799	6,411,766	55.24
No Children	4,055,678	10,492,564	38.65
Individuals by Household Income Sources			
Earnings	7,789,659	13,656,623	57.04
No Earnings	12,357,239	17,328,570	71.31
TANF	4,523,908	3,191,302	141.76
Individuals by Household Benefit as a Percentage of Maximum Benefit			
1 - 50%	5,921,054	13,697,046	43.23
51 - 99%	9,191,961	10,742,471	85.57

Notes: Participation rates over 100 percent are due to reporting errors in the CPS. See Appendix C for more information. These estimates of participants differ from official participant counts. See Appendix C for details.

TABLE A.7

HOUSEHOLD PARTICIPATION RATES, FISCAL YEAR 2004

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Households with Elderly	1,731,427	5,936,458	29.17
Households with Children	5,415,609	6,924,441	78.21
Households with Disabled Nonelderly Adults	2,300,002	3,914,765	58.75
Households by Composition			
Households with Children	5,415,609	6,924,441	78.21
One Adult and Children	3,408,847	3,245,993	105.02
Married Household Head and Children	993,713	1,999,545	49.70
Other Multiple Adults and Children	485,490	959,816	50.58
Children Only	527,559	719,086	73.37
Households with No Children	4,573,209	11,341,893	40.32
Households by Income Source			
Earnings	2,881,762	6,310,973	45.66
TANF	1,623,344	1,119,433	145.01
SSI	2,707,704	2,582,936	104.83
Households with Noncitizens	621,558	1,397,046	44.49
Households with Nondisabled Childless Adults Subject to Work Registration	799,223	2,355,342	33.93
Households by Income as a Percentage of Poverty Level			
No Income	1,306,724	3,279,469	39.85
1 - 50%	2,663,054	2,848,740	93.48
51 - 100%	4,870,339	6,356,905	76.61
101% or more	1,148,702	5,781,219	19.87

Notes: Participation rates over 100 percent are due to reporting errors in the CPS. See Appendix C for more information. These estimates of participants differ from official participant counts. See Appendix C for details.

TABLE A.8

BENEFIT PARTICIPATION RATES, FISCAL YEAR 2004

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Benefits for Elderly	146,751,716	422,721,913	34.72
Benefits for Children	1,533,598,440	1,830,102,112	83.80
Benefits for Disabled Nonelderly Adults	315,631,154	610,902,226	51.67
Benefits by Household Composition			
Households with Children	1,533,598,440	1,830,102,112	83.80
One Adult and Children	938,083,596	862,158,444	108.81
Married Household Head and Children	324,323,411	567,290,286	57.17
Other Multiple Adults and Children	163,301,327	280,093,030	58.30
Children Only	107,890,106	120,560,353	89.49
Households with No Children	447,593,094	977,632,567	45.78
Benefits by Household Income Source			
Earnings	673,149,079	1,092,192,417	61.63
TANF	445,427,613	283,594,707	157.06
SSI	329,074,325	288,382,726	114.11
Benefits for Households with Noncitizens	137,485,757	288,921,506	47.59
Benefits for Households with Nondisabled Childless Adults Subject to Work Registration	144,010,240	346,434,992	41.57
Benefits by Household Income as a Percentage of Poverty Level			
No Income	300,584,300	739,072,058	40.67
1 - 50%	831,887,921	802,271,443	103.69
51 - 100%	752,332,674	952,030,064	79.02
101% or more	96,386,639	314,361,115	30.66

Notes: Participation rates over 100 percent are due to reporting errors in the CPS. See Appendix C for more information. These estimates of participants differ from official participant counts. See Appendix C for details.

APPENDIX B

CHANGE IN INDIVIDUAL FSP PARTICIPATION RATES, 1988 - 2004

TABLE B.1
CHANGE IN INDIVIDUAL FSP PARTICIPATION RATES
1988 - 2004

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 ^a	1.1 points	-0.2%	-2.0%
1994-1995 ^a	-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 ^b	-1.9 points	-5.9%	-2.8%
1999-2000 ^b	-0.4 points	-5.7%	-4.9%
2000-2001	-2.6 points	1.2%	6.1%
2001-2002	0.6 points	10.4%	9.2%
2002-2003 ^c	--	--	--
2003-2004	4.8 points	12.6%	3.6%

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

^a 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.

^b 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.

^c We do not present the change in individual FSP participation rates from 2002 to 2003 because the methodologies used to estimate the two rates differ enough that the rates should not be directly compared.

APPENDIX C
METHODOLOGY

APPENDIX C

The participation rates reported here rely on estimates of individuals eligible for food stamps and individuals participating in the Food Stamp Program (FSP). The estimates of eligible individuals are derived from a 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.¹

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 2004 participation rates presented in this report are methodologically consistent with the 2003 rates published in Cunyningham (2005), and thus can be directly compared.² The 2003 and 2004 rates include a methodological change that corrects for a previous inconsistency between the numerator and denominator that existed in the 2002 and 2001 rates. The rates published in 2002 and 2001 include in the numerator (participants) but not the denominator (eligible persons) persons who are categorically eligible for the FSP through receipt of noncash public assistance

¹ In an average month in fiscal year 2004, about 104,400 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 participate in the FSP at the same time. 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.

² We made one minor correction to the way in which earnings were counted in SSI units, but this had virtually no impact on the estimates.

(PA) benefits but who would fail the FSP income tests. These persons were not included in the denominator because CPS data do not provide sufficient information to identify them. In the 2003 and 2004 rates, we remove these persons from the numerator in order to maintain consistency with the denominator.³

Historically, when we have made major methodological improvements to the estimation procedure, we report two participation rates for the previous year: an original rate, based on the previous methodology, and a revised rate, based on the improved methodology. This allows for a consistent trend in rates without a gap in the years with changes. As shown in Table 5 of the report, rates from 1976 to 1994, from 1994 to 1999, from 1999 to 2002, and from 2003 to 2004 are consistent. The 1994 to 1999 rates correct for a downward bias in rates due to limitations in the CPS data.

The 1999 to 2002 rates reflect a change to report fiscal year rather than monthly rates because the larger sample size results in smaller sampling errors for subgroup participation rates. The 1999 to 2002 rates also differ from previous rates because these are based on a revised March 2000 CPS file that was reweighted based on Census 2000 and because of minor modeling changes for forming FSP units and identifying individuals with disabilities.

The 2003 to 2004 rates remove from the numerator participating persons who are categorically eligible only through receipt of noncash PA (but who would fail the FSP income tests) to be consistent with the definition of eligible persons used in the denominator. However, unlike with previous methodological improvements, there is no revised 2002 rate that would allow for a consistent comparison between 2002 and 2003.

³ See Sections A.3 and B.1 of this appendix for more detail on modeling categorical eligibility.

We did not make any methodological changes to the CPS eligibility file between 2003 and 2004. Therefore, to prepare the 2004 file, we updated the data to March 2005 CPS, and updated the food stamp eligibility parameters and rules to fiscal year 2004. In summary, we made the following parameter and eligibility rule changes in the 2004 eligibility file:

- Updated the FSP gross income screen, net income screen, and maximum benefit amounts to reflect the implementation of fiscal year 2004 FSP regulations
- Updated the regression equation used to estimate FSP net income using the fiscal year 2004 FSPQC data
- Estimated two new asset equations simulating asset rules in place in October 2003 and September 2004
- Updated the percentage of nondisabled nonelderly childless adults who are qualified to receive food stamps, and the estimated percentage of noncitizens who are refugees
- Implemented changes made under the Farm Security Act of 2002 that were effective starting in FY 2004. A key policy change that was implemented on October 1, 2003, was the restoration of eligibility for all legal noncitizens under age 18 (regardless of their date of entry). Changes implemented under the Farm Security Act are described in more detail below.

The remainder of this appendix describes the methodology used to calculate the participation rates. At the end of the appendix, we include a section describing potential future improvements to our methodology. Appendix Tables C.1–C.6 list the updated eligibility parameters and other information used in updating the participation rates.

A. DETERMINING FSP-ELIGIBLE INDIVIDUALS

The March CPS provides income and program participation information for the previous calendar year.⁴ We estimate the number of food stamp eligible individuals with a 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)

⁴ A summary of changes in the March CPS over time is presented in Appendix F.

months.⁵ We average the results from all 12 simulations to produce an average monthly estimate. Because asset eligibility rules changed during fiscal year 2004, we ran two sets of 12 simulations. The first set of simulations reflects rules in place at the beginning of the fiscal year and the second set reflects rules in place at the end of the fiscal year. We average the results to simulate asset eligibility using the earlier rules for the first 6 months of the year and the later rules for the second 6 months.

In the simulation procedure, FSP eligibility guidelines that were in effect in 2004 are applied to each household in the CPS. The FSP guidelines include unit formation rules, asset limits, and 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 Food Stamp Unit

In the FSP, the food stamp unit is 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 food stamp units within each household. For most households, we simulate all household members to be in the same food stamp 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 food stamp 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 food stamp units:

⁵ 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.

- 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 food stamps in SSI cashout States (currently only California).⁶
- 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.

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, some noncitizens remained eligible through waiver exemptions, and more 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). Likewise, some nondisabled nonelderly childless adults retained their eligibility through waivers, exemptions, or by meeting the work requirements. Because the CPS does not track all of the information needed to identify eligible noncitizens and nondisabled nonelderly childless adults, 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.⁷

⁶ 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.

⁷ 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

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 fiscal year 2004, the following noncitizens were eligible:

- Noncitizens who have lived legally in the United States for over 5 years (effective April 2003)
- Noncitizens who are receiving disability benefits, regardless of date of entry (effective October 2002)
- Noncitizens who are under age 18, regardless of date of entry (effective October 2003)
- Refugees, deportees, or asylees (eligible for 7 years after arrival)
- 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, is 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 by State in 2002 and exclude those individuals from the food stamp unit.⁸

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 allowed qualified noncitizens age 18 and over who have been in the country for at least 5

(continued)

copy of the record, we exclude the noncitizen and multiply the household weight by the probability that the noncitizen is ineligible.

⁸ Passel et al, 2004.

years to be eligible in 2004. We allowed qualified noncitizens under age 18 to be eligible in 2004, regardless of year of entry.

We also use CPS year-of-arrival information and data from the Immigration and Naturalization Service to estimate the percent of noncitizens who are refugees by year of entry. Using these estimates in our 2004 eligibility determination, we assume 16 percent of noncitizens who entered the United States in 1998 or 1999, 14 percent who entered in 2000 or 2001, and 8 percent who entered in 2002, 2003, or 2004 are refugees. We allowed refugees who have been in the United States for 7 years or less to be eligible in 2004.

The remaining noncitizens are identified as ineligible. We exclude them, along with undocumented noncitizens, from the food stamp unit and assign a prorated portion of their income to the FSP unit. We also consider the excluded members' income and 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.⁹ Because we cannot determine from the CPS

⁹ The population of nondisabled nonelderly childless adults subject to work registration includes some eligible noncitizens.

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.¹⁰ The target proportions for nondisabled nonelderly childless adults subject to work registration who are eligible for the FSP are presented in Table C.1. Nondisabled nonelderly childless adults who are not eligible are excluded from the food stamp 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.

3. Identifying Categorically Eligible Food Stamp Units

Certain food stamp 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.

¹⁰ 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.

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, in the 2003 and 2004 estimates, 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 program and, as mentioned above, those that qualify for a positive benefit are included in the denominator of the participation rates presented in this report.¹¹

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

¹¹ Because of the underreporting of program participation in the CPS, we likely underestimate the number of pure public assistance units.

may be eligible. Because of these challenges, we are presenting participation rates that do not include individuals who are eligible solely through noncash TANF/MOE programs.¹²

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.¹³ Some States expanded their asset rules by aligning their FSP vehicle rules with those from a TANF/MOE 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.¹⁴ As a result, both the numerator and the denominator are restricted to 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 food stamp units must meet income limits in order to be eligible for benefits. Food stamp 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 food stamp 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:

¹² We are examining approaches for overcoming these data limitations in future reports.

¹³ FSP asset rules and our asset-eligibility imputation are described below in Section A.5.

¹⁴ Because many households flagged as categorically eligible in the FY 2004 FSPQC datafile 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.)

- ***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 earnings, unearned income, gross income, and geographic location for each year.¹⁵ This model is based on patterns observed in the FSPQC data. The estimated relationships (coefficients) are presented in Table C.2.

We use the food stamp 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 C.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.

¹⁵ The net income imputation also contains a randomly generated error term. When we duplicate a food stamp unit that contains an excluded member to implement our weighting adjustments, we now hold the error term constant among all duplications of the same unit. This is an improvement over the pre-2003 methodology that allowed the error term to vary.

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, 1 vehicle not totally excluded is exempt from the equity test and instead counted at the fair market value (FMV) in excess of \$4,650. 1 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 began gradually changing their vehicle rules. Additional States used broader categorical eligibility rules to exempt more households from the asset test. By the end of fiscal year 2004, all but 2 States had implemented changes in the FSP vehicle rules.

To model these rule changes, we estimate asset imputation equations at 2 points in time. 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.

The unweighted counts of households in the March CPS for 1976–2004 are listed in Table C.4. Unweighted counts of households by their probability of being eligible in 2004 are listed in Table C.5.

6. Identifying Food Stamp Eligible Units with TANF

Although we simulate food stamp eligible units as described above, we use the reported information in the CPS to identify those food stamp eligible units receiving TANF. Because TANF receipt is underreported in the CPS, the number of food stamp eligible units with TANF is underestimated. This leads to participation rates for food stamp eligible households receiving TANF that exceed 100 percent. Rates for subgroups that include a large proportion of households with TANF, such as households with single adults and children, also exceed 100 percent. Typically, the number of households reporting TANF receipt in the March CPS is about 75 percent of the administrative totals.

One approach to correct for underreporting of TANF is to simulate TANF eligibility and receipt in the model. Future updates may incorporate a TANF model that would correct for the underreporting of TANF and improve the estimates of participation rates among food stamp units with TANF.¹⁶

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 datafile. We use these databases because FSP participation is under-reported 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 datafile is an edited version of the raw datafile generated by the FSP Quality Control System and contains data on the demographic and economic characteristics of a sample of participating households. The fiscal year 2004 FSPQC datafile is weighted on the unit level to match program operations counts that have been reduced

¹⁶ Difficulties correctly identifying the food stamp unit and the overlap between food stamp and TANF units may also add to the problem of rates exceeding 100 percent.

to account for benefits issued to: 1) ineligible households; 2) eligible households that do not qualify for a positive benefit; and 3) households eligible only under disaster-related rules. The FSPQC file is not weighted on the individual or benefit level, so 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.¹⁷ Because we adjust the Program Operations data by State and by month, our current methodology is more precise than for pre-2003 reports. 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 datafiles are listed in Table C.6.

1. Identifying Categorically Eligible Participating Food Stamp Units

Because the 2004 FSPQC file does not contain the individual level information on TANF receipt that is needed to identify pure cash PA households, we use an algorithm for determining program coverage.¹⁸ First, we assign coverage flags for individual programs. SSI and GA cover only the person coded with the income, whereas TANF can cover additional family members as follows:

¹⁷ For 2002 and previous estimates, we adjusted the household weight by State and month to remove disaster-related benefits, then ratio-adjusted estimates of households, individuals, and benefits to match Program Operations data that had been ratio-adjusted for benefits issued in error or for disasters.

¹⁸ The 2002 and previous FSPQC datafiles had additional person-level information on program participation.

- 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 eligibles (Section A.3). However, because many of these units do not have any assets 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 2004 participation rates are presented in Appendix A.

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 only for 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 C.1). The change in methodology implemented in the August 1995 report shifted the CPS-based rates up, so that both the trend and the level of the CPS-based rates are more in line with the SIPP-based rates.

E. POTENTIAL FUTURE METHODOLOGICAL IMPROVEMENTS

We are currently assessing several additional methodological improvements that may be implemented for future participation rate estimates. First, as mentioned above, we continue to explore appropriate ways to identify households eligible through receipt of noncash public assistance benefits. Second, we are investigating the feasibility of simulating TANF receipt in our eligibility file rather than using reported TANF receipt. We anticipate that doing so would have minimal impact on the overall number of eligible households, but would substantially increase the number of eligible households with TANF, lowering the participation rates among these households and raising participation rates among non-TANF households. Third, we are exploring the possibility of modeling the effect of stricter financial support requirements for the sponsors of immigrants, which may identify as ineligible some noncitizens currently identified as

eligible in our model. We are also exploring the possibility of using estimates of undocumented immigrants that are based on combined years of data, rather than a single year of data, to reduce the variability of the estimates based on work conducted by Jeffrey Passel of the Pew Hispanic Center. Finally, we are examining the impact of the net income imputation in the eligibility file. Based on the results of that examination, we may respecify the net income imputation equations or develop alternative approaches for determining net income.

TABLE C.1

PERCENT OF NONDISABLED NONELDERLY CHILDLESS ADULTS SUBJECT TO WORK REGISTRATION
WHO ARE ELIGIBLE FOR THE FSP BY REASON FOR ELIGIBILITY, 2004

	Percent Eligible by Reason for Eligibility				Total Percent Eligible for the FSP ^a
	Living in Waiver Area	Have Not Exceeded Time Limits ^a	In E & T Program	Received Exemption	
Alabama	29	62 / 72	0	1	73 / 80
Alaska	100	62 / 72	0	0	100
Arizona	33	62 / 72	0	0	74 / 81
Arkansas	57	62 / 72	0	0	84 / 88
California	17	62 / 72	0	0	68 / 77
Colorado	0	62 / 72	100	0	100
Connecticut	29	62 / 72	0	2	73 / 81
Delaware	0	62 / 72	100	0	100
District of Columbia	100	62 / 72	0	0	100
Florida	48	62 / 72	0	0	80 / 85
Georgia	23	62 / 72	0	0	71 / 79
Hawaii	17	62 / 72	0	0	69 / 77
Idaho	0	62 / 72	100	0	100
Illinois	0	62 / 72	100	1	100
Indiana	0	62 / 72	100	0	100
Iowa	0	62 / 72	0	0	62 / 72
Kansas	32	62 / 72	0	0	74 / 81
Kentucky	62	62 / 72	1	0	85 / 89
Louisiana	100	62 / 72	0	0	100
Maine	43	62 / 72	0	0	78 / 84
Maryland	32	62 / 72	0	0	74 / 81
Massachusetts	0	62 / 72	100	0	100
Michigan	0	62 / 72	100	0	100
Minnesota	12	62 / 72	0	0	67 / 75
Mississippi	0	62 / 72	100	0	100
Missouri	39	62 / 72	0	0	77 / 83
Montana	44	62 / 72	0	1	79 / 84
Nebraska	0	62 / 72	100	0	100
Nevada	14	62 / 72	0	0	67 / 76
New Hampshire	36	62 / 72	0	0	75 / 82
New Jersey	0	62 / 72	100	0	100
New Mexico	67	62 / 72	0	1	87 / 91
New York	0	62 / 72	100	0	100
North Carolina	100	62 / 72	1	0	100
North Dakota	6	62 / 72	0	1	64 / 74
Ohio	0	62 / 72	100	0	100
Oklahoma	15	62 / 72	0	0	68 / 76
Oregon	100	62 / 72	6	0	100
Pennsylvania	42	62 / 72	0	1	78 / 84
Rhode Island	51	62 / 72	0	0	81 / 86
South Carolina	100	62 / 72	0	1	100
South Dakota	0	62 / 72	100	0	100
Tennessee	34	62 / 72	0	2	75 / 82
Texas	0	62 / 72	100	0	100
Utah	0	62 / 72	100	0	100
Vermont	8	62 / 72	0	0	65 / 74
Virginia	13	62 / 72	0	0	67 / 76
Washington	100	62 / 72	0	0	100
West Virginia	0	62 / 72	100	0	100
Wisconsin	35	62 / 72	1	0	75 / 82
Wyoming	7	62 / 72	0	0	64 / 74

^a 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 C.2

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

Explanatory Variable	Coefficients Estimated Using Administrative Data for 2004
Constant	-261.20922 * (3.23963)
Earnings	0.64377 * (0.00478)
Earnings Squared	0.00005085 * (0.00000247)
Unearned Income	0.80608 * (0.00680)
Unearned Income Squared	0.00006680 * (0.00000454)
Flag for Households With Gross Income \leq \$100	164.56214 * (5.60545)
Flag for Households Residing in Alaska	-25.85443 * (9.78675)
Flag for Households Residing in Hawaii	55.22945 * (6.13139)
Flag for Households Residing in the Midwest	35.85739 * (2.61072)
Flag for Households Residing in the South	70.00583 * (2.39353)
Flag for Households Residing in the West	33.83448 * (2.67359)
Sample Size	40,864
R ²	0.8175
Adjusted R ²	0.8175

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

TABLE C.3

FISCAL YEAR 2004 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	\$ 749	\$ 935	\$ 861
	2	1,010	1,262	1,162
	3	1,272	1,590	1,463
	4	1,534	1,917	1,764
	5	1,795	2,245	2,065
	6	2,057	2,572	2,365
	7	2,319	2,900	2,666
	8	2,580	3,227	2,967
	Each Additional	+ 262	+ 328	+ 301
Standard Deduction	<u>Unit Size</u>	<u>Continental US</u>	<u>Alaska</u>	<u>Hawaii</u>
	1 - 4	\$134	\$229	\$189
	5	149	229	189
	6+	171	229	197
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>
		\$378	\$604	\$509
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	\$141	\$167	\$210
	2	259	307	386
	3	371	439	553
	4	471	558	702
	5	560	663	834
	6	672	795	1,001
	7	743	879	1,106
	8	849	1,005	1,264
	Each Additional	+ 106	+ 126	+ 158
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 C.4
UNWEIGHTED SAMPLE SIZES FOR THE CPS,
1976 - 2004

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	64,944
2000	78,054
2001	78,265
2002	78,310
2003	77,149
2004	75,064

TABLE C.5
UNWEIGHTED COUNTS OF HOUSEHOLDS BY THE PROBABILITY OF BEING
ELIGIBLE, 2004

	Unweighted Counts
All Households	75,064
Households With a Probability of Being Eligible Greater Than Zero	
Total	15,687
Probability of Being Eligible	
>0.0 - 0.25	1,270
>0.25 - 0.50	735
>0.50 - 0.75	3,187
>0.75 - <1.00	8,544
1.00	1,951

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 each column reflect the number of households in the month with the median number of households with a positive probability of being eligible.

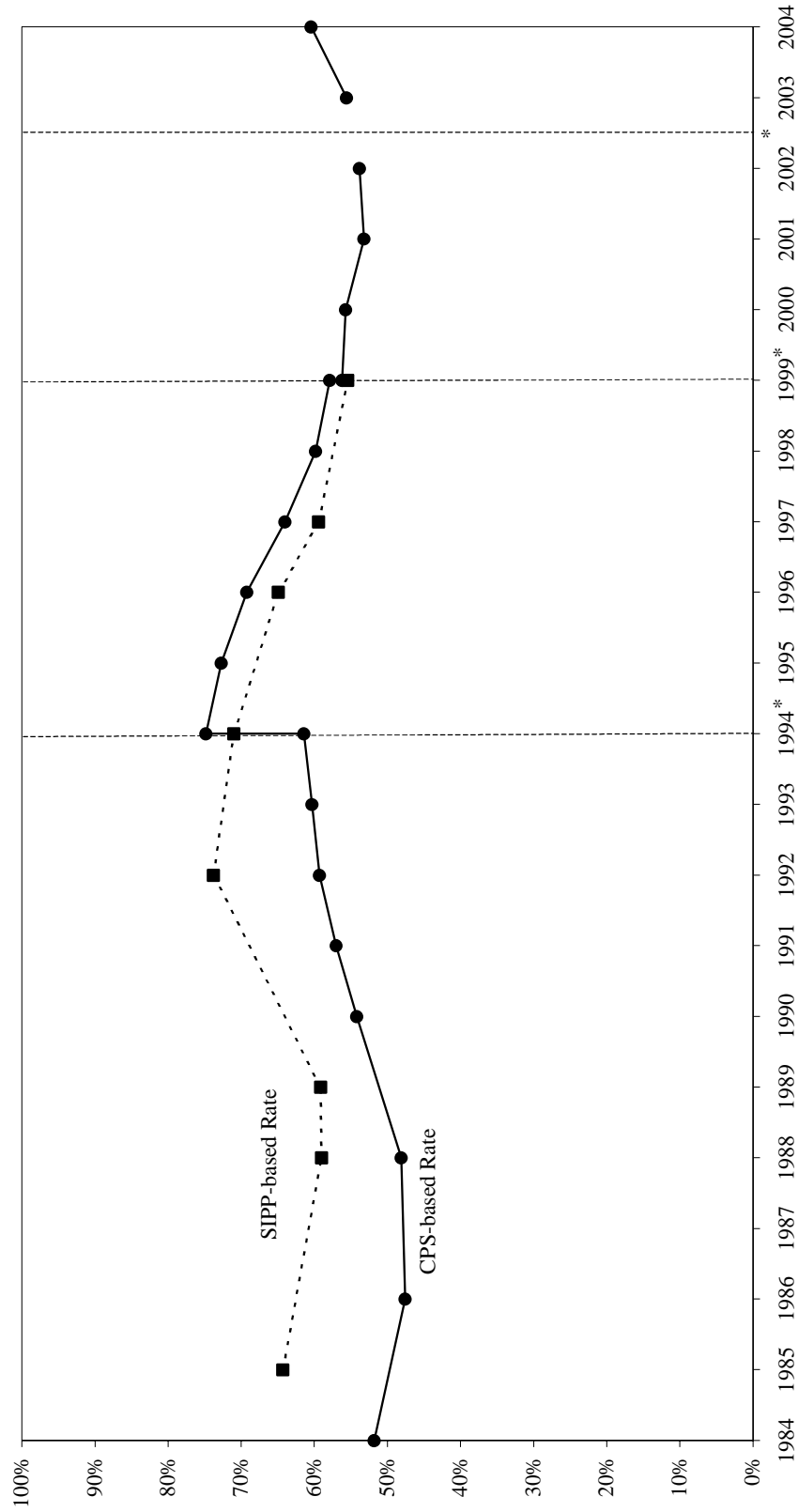
TABLE C.6

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

FIGURE C.1

TRENDS IN INDIVIDUAL PARTICIPATION RATES BY DATA SOURCE, 1984-2004



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 and between 2002 and 2003 due to revisions in the methodology for determining eligibility.

APPENDIX D

SAMPLING ERROR OF PARTICIPATION RATE ESTIMATES

APPENDIX D

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:

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

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 D.1 presents standard errors and confidence intervals for selected participation rates.

TABLE D.1

SAMPLING ERROR ASSOCIATED WITH SELECTED PARTICIPATION RATES, FISCAL YEAR 2004

Variable	Participation				Eligibles		Participants	
	Rate with 90% Confidence Interval		Number	Standard Error	Number	Standard Error	Number	Standard Error
Individuals	60.5	+/- 1.2	38,354,693	437,769	23,187,688	91,040		
Households	54.7	+/- 0.9	18,266,333	187,820	9,988,818	0		
Benefits	70.6	+/- 1.7	2,807,734,679	38,355,563	1,981,191,535	8,502,220		
Children	81.5	+/- 2.6	14,293,940	253,752	11,647,694	81,914		
Nonelderly Adults	55.5	+/- 1.1	17,367,239	199,345	9,639,966	39,108		
Elderly Individuals	28.4	+/- 1.1	6,693,514	125,870	1,900,029	25,656		
Nondisabled Childless Adults Subject to Work Registration	30.6	+/- 1.7	2,855,321	77,962	872,651	17,571		
Noncitizens	42.4	+/- 3.6	2,124,131	86,946	901,145	28,796		
Citizen Children Living With Noncitizen Adults	51.5	+/- 4.3	2,898,691	122,705	1,492,690	43,234		
Individuals in Households With Children and One Adult	106.7	+/- 4.8	9,749,026	250,963	10,398,921	94,239		
Individuals In Households With Earnings	51.3	+/- 1.7	17,877,800	292,521	9,163,526	100,078		
With TANF	145.3	+/- 11.4	3,458,087	155,601	5,025,838	76,718		
With Nonelderly SSI	97.3	+/- 7.1	3,847,749	158,807	3,745,342	59,973		
With Elderly SSI	97.0	+/- 11.3	1,288,345	87,506	1,250,141	25,940		
Individuals In Households With Very Low Income	104.3	+/- 5.2	7,143,375	198,367	7,447,547	88,926		
Individuals In Households With Income Slightly Above Poverty	29.4	+/- 1.5	8,987,300	204,687	2,644,097	54,075		

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. See Appendix C for more information.

APPENDIX E

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

TABLE E.1

SUMMARY OF MAJOR INFLUENCES ON FSP PARTICIPATION RATES, 1976-2004

Period of Change	Major Influences	Effect on Number of Participants and Eligible Individuals	Participation Rate Change
1976 to 1978	Rising inflation and strengthening economy	Almost no change in participants. Substantial decrease in eligible individuals.	Up 7 points
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 decline 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 decline in participants and eligible individuals.	No change
1988 to 1990	Medicaid expansion, Homeless Assistance Act, IRCA, worsening economy	Increase in participants. Small decline 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 participants.	Up less than 1 point
2002 to 2003	Increased outreach, increased eligibility for noncitizens, increased poverty	Increase in both participants and eligible individuals.	Rates cannot be directly compared due to different methodologies
2003 to 2004	Increased outreach, increased poverty	Increase in both participants and eligible individuals. Large increase in participants	Up 4 points

TABLE E.2

MAJOR ECONOMIC INDICATORS, CALENDAR YEARS 1976-2004

Year	Real GDP Increase ^a	Productivity Increase ^b	Unemployment Rate ^c	Inflation Rate ^d	Poverty Rate	Individuals in Poverty (000s)
1976	5.3	3.2	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	3.9	15.2	35,303
1984	7.2	2.7	7.5	3.8	14.4	33,700
1985	4.1	2.3	7.2	3.0	14.0	33,064
1986	3.5	3.0	7.0	2.2	13.6	32,370
1987	3.4	0.6	6.2	2.7	13.4	32,221
1988	4.1	1.5	5.5	3.4	13.0	31,745
1989	3.5	0.9	5.3	3.8	12.8	31,528
1990	1.9	2.0	5.6	3.9	13.5	33,585
1991	-0.2	1.6	6.8	3.5	14.2	35,708
1992	3.3	4.2	7.5	2.3	14.8	38,014
1993	2.7	0.3	6.9	2.3	15.1	39,265
1994	4.0	1.1	6.1	2.1	14.5	38,059
1995	2.5	0.2	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	3.0	4.2	1.4	11.8	32,258
2000	3.7	2.8	4.0	2.2	11.3	31,581
2001	0.8	2.5	4.7	2.4	11.7	32,907
2002	1.6	4.0	5.8	1.7	12.1	34,570
2003	2.7	3.9	6.0	2.0	12.5	35,861
2004	4.2	3.4	5.5	2.6	12.7	36,997

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. Bureau of the Census, *Poverty in the United States*.

^aPercentage change from preceding year.

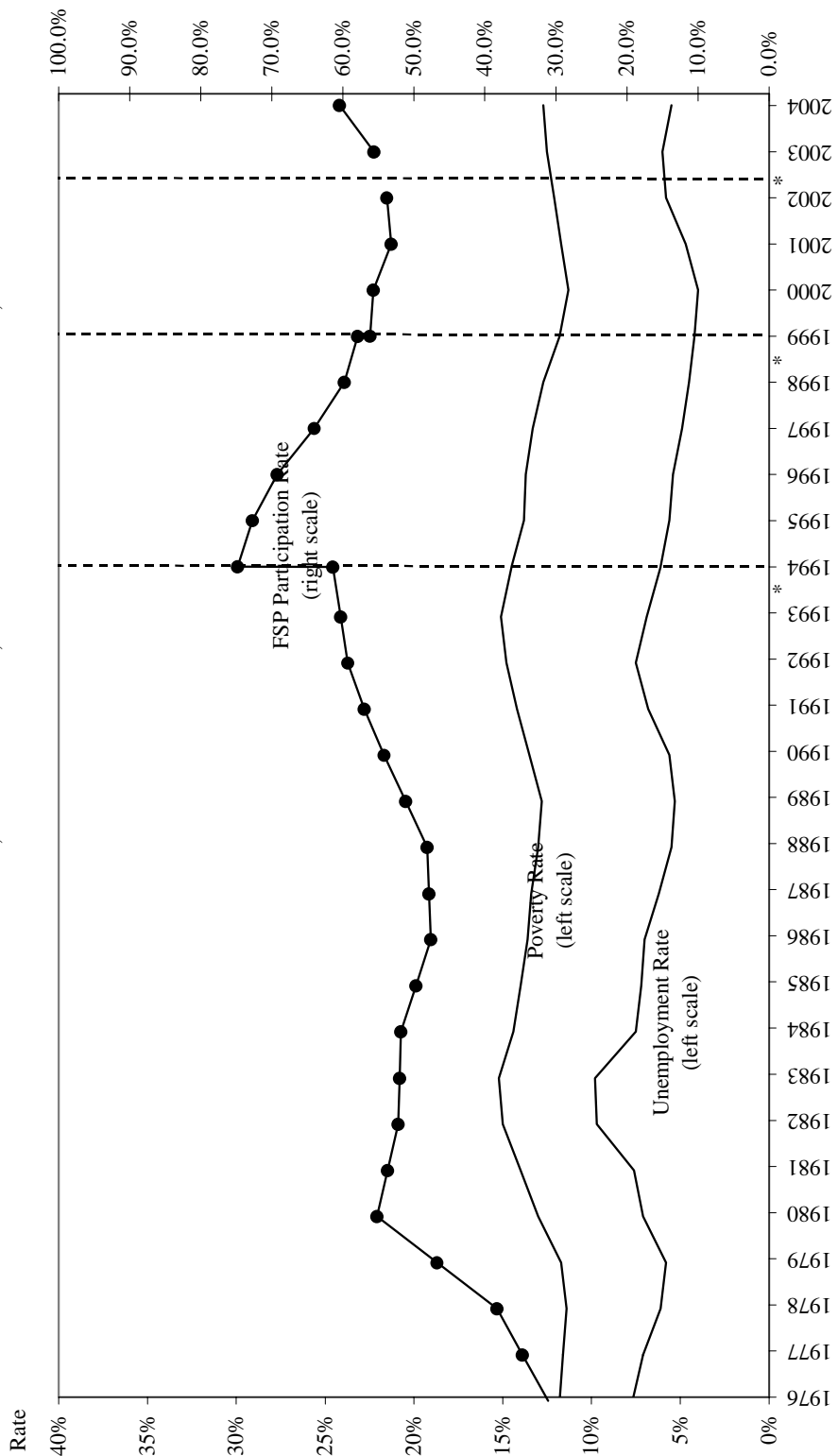
^bPercentage change from preceding year in output per hour, business sector.

^cAll civilian workers

^dPercentage change from preceding year in the implicit price deflator for Gross Domestic Product.

FIGURE E.1

TRENDS IN FSP PARTICIPATION RATES, POVERTY RATES, AND UNEMPLOYMENT RATES, 1976-2004



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 and between 2002 and 2003 due to revisions in the methodology for determining eligibility.

TABLE E.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 E.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 be 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 E.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 E.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 E.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 E.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 E.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 E.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 10/1/98	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 F

CHANGES IN THE MARCH CPS OVER TIME

TABLE F.1

CHANGES IN THE MARCH CPS OVER TIME

March Year	Data Year	Changes in Design or Weighting From Previous Year
78	77	None
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

APPENDIX G

FSP ELIGIBILITY PARAMETERS

TABLE G.1

SELECTED FOOD STAMP ELIGIBILITY PARAMETERS, 1976 TO 2003

	September 1976 Food Stamp Act of 1964 As Amended	February 1978 Food Stamp Act of 1964 As Amended	August 1980 Food Stamp Act of 1977 As Amended; Effective late 1978, early 1979	August 1982 OBRA 1981 As Amended in 1981; Effective 10/81 <= 1.3 * Poverty Line		
Analysis Year						
Gross Income Eligibility	No test					
Net Income Eligibility	<= Maximum Food Stamp Income					
Asset Eligibility	\$1500; \$3000 for elderly households with at least 2 members					
Minimum Benefit	Varies by household size					
Eligibility of Pure PA Households	No Automatic Eligibility	Automatically Eligible	\$10 for 1 and 2 person households; \$0 for all others			
Benefit Calculation	Benefit = Maximum benefit (household size)					
SSI Cashout States	California, Wisconsin, Massachusetts					
	US	AK	HI	US	AK	HI
Unit Size	245	307	273	316	397	365
1	322	413	407	418	524	481
2	433	593	580	520	650	598
3	553	753	740	621	777	715
4	660	893	880	723	904	831
5	787	1,073	1,053	825	1,030	948
6	873	1,187	1,167	926	1,157	1,065
7	993	1,353	1,333	1,028	1,284	1,181
8	+127	+167	+166	+102	+127	+117
additional						
Monthly Food Stamp Net Income Screen	US	AK	HI	US	AK	HI
	50	68	66	63	98	84
1	92	124	122	115	180	158
2	130	178	174	165	258	226
3	166	226	222	209	327	287
4	198	268	264	248	388	341
5	236	322	316	298	466	409
6	262	356	350	329	515	452
7	298	406	400	376	589	517
8	+38	+50	+50	+47	+74	+65
additional						
Monthly Maximum Food Stamp Allotment	US	AK	HI	US	AK	HI
	50	68	66	70	98	84
1	92	124	122	115	180	158
2	130	178	174	165	258	226
3	166	226	222	209	327	287
4	198	268	264	248	388	341
5	236	322	316	298	466	409
6	262	356	350	329	515	452
7	298	406	400	376	589	517
8	+38	+50	+50	+47	+74	+65
additional						
	US	AK	HI	US	AK	HI
	390	490	450	70	108	95
	519	650	597	128	197	175
	647	810	745	183	293	250
	775	970	892	233	359	318
	904	1,130	1,040	277	426	378
	1,032	1,290	1,187	332	512	453
	1,180	1,450	1,335	367	565	501
	1,289	1,610	1,482	419	646	572
	+129	+160	+142	+53	+81	+72

Analysis Year	August 1984 OBRA As Amended in 1982; Effective 10/82	August 1986 Food Security Act of 1985; Effective 5/86	August 1988 1987 Homeless Assistance Act;	August 1990 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									
Minimum Benefit	\$10 for 1 and 2 person households; \$0 for all others									
Eligibility of Pure PA Households	No Automatic Eligibility									
Benefit Calculation	Benefit = Maximum benefit minus 30% of net income									
SSI Cashout States	CA, WI, MA									
Monthly Food Stamp Net Income Screen	Unit Size	US	AK	HI	US	AK	HI	US	AK	HI
	1	415	520	478	447	559	515	459	572	526
	2	560	701	645	604	755	695	617	770	709
	3	705	882	811	760	950	875	775	969	891
	4	850	1,063	978	917	1,146	1,055	934	1,167	1,074
	5	995	1,244	1,145	1,074	1,342	1,235	1,092	1,365	1,256
	6	1,140	1,425	1,311	1,230	1,538	1,415	1,250	1,564	1,439
	7	1,285	1,605	1,478	1,387	1,732	1,595	1,409	1,762	1,621
	8	1,430	1,786	1,645	1,544	1,930	1,775	1,567	1,960	1,804
additional	+ 145	+ 181	+ 167	+ 157	+ 196	+ 180	+ 158	+ 198	+ 183	
Monthly Maximum Food Stamp Allotment	Unit Size	US	AK	HI	US	AK	HI	US	AK	HI
	1	76	109	108	80	111	124	87	113	133
	2	139	200	198	147	204	228	159	207	244
	3	199	286	283	211	293	327	228	297	350
	4	253	364	360	268	372	415	290	378	444
	5	301	432	427	318	442	493	344	448	527
	6	361	518	513	382	530	592	413	538	633
	7	399	473	567	422	586	654	457	595	700
	8	457	655	648	483	670	748	522	680	800
additional	+ 57	+ 82	+ 81	+ 60	+ 84	+ 94	+ 65	+ 85	+ 100	

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

Analysis Year	September 1994	September 1995 Mickey Leland Childhood Hunger Relief Act of 1993	September 1996 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		
	<u>US</u>	<u>AK</u>	<u>HI</u>
Unit Size			
1	581	725	670
2	786	982	905
3	991	1,239	1,140
4	1,196	1,495	1,375
5	1,401	1,752	1,610
6	1,606	2,009	1,845
7	1,811	2,265	2,080
8	2,016	2,522	2,315
additional	+ 205	+ 257	+ 235
	<u>US</u>	<u>AK</u>	<u>HI</u>
Monthly Food Stamp Net Income Screen			
1	614	767	706
2	820	1,025	944
3	1,027	1,284	1,181
4	1,234	1,542	1,419
5	1,440	1,800	1,656
6	1,647	2,059	1,894
7	1,854	2,317	2,131
8	2,060	2,575	2,369
additional	+ 207	+ 259	+ 238
	<u>US</u>	<u>AK</u>	<u>HI</u>
Unit Size			
1	112	147	187
2	206	271	343
3	295	388	492
4	375	492	625
5	446	585	742
6	535	702	890
7	591	776	984
8	676	887	1,125
additional	+ 85	+ 111	+ 141
	<u>US</u>	<u>AK</u>	<u>HI</u>
Monthly Maximum Food Stamp Allotment			
1	115	147	193
2	212	271	354
3	304	388	508
4	386	492	645
5	459	585	766
6	550	702	919
7	608	776	1,016
8	695	887	1,161
additional	+ 87	+ 111	+ 145
	<u>US</u>	<u>AK</u>	<u>HI</u>
Unit Size			
1	623	779	718
2	836	1,045	963
3	1,050	1,312	1,208
4	1,263	1,579	1,453
5	1,476	1,845	1,698
6	1,690	2,112	1,943
7	1,903	2,379	2,188
8	2,116	2,645	2,433
additional	+ 214	+ 267	+ 245

Analysis Year	September 1997	September 1998	September 1999 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>		
	1	645	805	743		
	2	864	1,079	994		
	3	1,082	1,352	1,245		
	4	1,300	1,625	1,495		
	5	1,519	1,899	1,746		
	6	1,737	2,172	1,997		
	7	1,955	2,445	2,248		
	8	2,174	2,719	2,499		
additional	+ 219	+ 274	+251			
Monthly Maximum Food Stamp Benefits	Unit Size	<u>US</u>	<u>AK</u>	<u>HI</u>		
	1	120	153	198		
	2	220	280	364		
	3	315	401	522		
	4	400	510	663		
	5	475	605	787		
	6	570	726	945		
	7	630	803	1,044		
	8	720	918	1,193		
additional	+ 90	+ 115	+ 149			
	<u>US</u>	<u>AK</u>	<u>HI</u>	<u>US</u>	<u>AK</u>	<u>HI</u>
	671	840	772	125	157	197
	905	1,131	1,040	230	287	362
	1,138	1,423	1,309	329	412	518
	1,371	1,715	1,577	419	523	658
	1,605	2,006	1,845	497	621	781
	1,838	2,298	2,114	597	746	938
	2,071	2,590	2,382	659	824	1,036
	2,305	2,881	2,650	754	942	1,185
+ 234	+ 292	+ 269	+ 94	+ 118	+ 148	

Analysis Year	September 2000		FY 2001		FY 2002		FY 2003			
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									
	Unit Size	US	AK	HI	US	AK	HI	US	AK	HI
Monthly Food Stamp Net Income Screen	1	687	860	791	696	870	800	716	895	825
	2	922	1,154	1,061	938	1,172	1,078	968	1,210	1,114
	3	1,157	1,447	1,331	1,180	1,475	1,356	1,220	1,525	1,403
	4	1,392	1,740	1,601	1,421	1,770	1,635	1,471	1,840	1,692
	5	1,627	2,034	1,871	1,663	2,080	1,913	1,723	2,155	1,981
	6	1,862	2,327	2,141	1,905	2,382	2,191	1,975	2,470	2,270
	7	2,097	2,620	2,411	2,146	2,685	2,470	2,226	2,785	2,560
	8	2,332	2,914	2,681	2,388	2,987	2,748	2,478	3,100	2,849
	additional	+ 235	+ 270	+ 270	+ 242	+ 303	+ 279	+ 252	+ 315	+ 290
	Unit Size	US	AK	HI	US	AK	HI	US	AK	HI
Monthly Maximum Food Stamp Benefits	1	127	158	199	130	160	199	135	167	204
	2	234	290	365	238	294	366	248	307	374
	3	335	415	523	341	421	524	356	440	536
	4	426	528	664	434	535	665	452	559	680
	5	506	627	789	515	635	790	537	663	808
	6	607	752	947	618	762	948	644	796	970
	7	671	831	1,047	683	842	1,048	712	880	1,072
	8	767	950	1,196	781	963	1,198	814	1,006	1,225
	additional	+ 96	+ 119	+ 150	+ 98	+ 120	+ 150	+ 102	+ 126	+ 153
		US	AK	HI	US	AK	HI	US	AK	HI
		139	169	212	139	169	212	139	169	212
		256	309	389	256	309	389	256	309	389
		366	443	557	366	443	557	366	443	557
		465	563	707	465	563	707	465	563	707
		553	669	840	553	669	840	553	669	840
		664	803	1,008	664	803	1,008	664	803	1,008
		733	887	1,114	733	887	1,114	733	887	1,114
		838	1,014	1,273	838	1,014	1,273	838	1,014	1,273
		+ 105	+ 127	+ 159	+ 105	+ 127	+ 159	+ 105	+ 127	+ 159

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.

FY 2004 eligibility parameters are presented in Table C.3.

^aA 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).