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Policy Support

Current Perspectives on SNAP Participation

Supplemental Nutrition Assistance Program Participation Rates: Fiscal Years 2010 and 2011

Current Perspectives on SNAP Participation

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Supplemental Nutrition Assistance Program Participation Rates: Fiscal Years 2010 and 2011

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EXECUTIVE SUMMARY

The Supplemental Nutrition Assistance Program (SNAP) helps low-income individuals purchase food so that they can obtain a nutritious diet. SNAP is the largest of the domestic food and nutrition assistance programs administered by the Department of Agriculture's Food and Nutrition Service. During fiscal year 2012, the program served over 46 million people in an average month at a total cost of over \$74 billion in benefits.

The participation rates presented in this report estimate the percentage of individuals eligible under federal SNAP income and asset rules who choose to participate in the program. Of the nearly 52 million individuals eligible for SNAP benefits in an average month in fiscal year (FY) 2011, 41 million (79 percent) participated, and nearly 11 million did not. While SNAP served 79 percent of all eligible individuals, it provided 92 percent of the SNAP benefits available to all eligible individuals. The two rates differ because the neediest individuals, who were eligible for higher benefits, participated at higher rates than other eligible individuals. Nationally, the participation rate among individuals increased by 5 percentage points between FY 2010 and FY 2011.

From FY 2010 to FY 2011, the number of SNAP participants increased by 9 percent and the number of eligible individuals increased by about 2 percent. The large increase in the number of participants was likely attributable to the slow economic recovery and continued efforts to facilitate access to the program.

Most demographic and economic subgroups experienced increases in participation rates in FY 2011, although not all increases were statistically significant. Most increases were modest, but a few were as high as 11 or 12 percentage points.

Participation rates for children, individuals in households with incomes below the poverty line, and recipients of TANF were all relatively high. At least 91 percent of all eligible individuals within each of these groups participated in FY 2011.

The participation rate was under 50 percent for eligible elderly adults (age 60 and older), individuals living in households with incomes above the poverty line, and individuals in households eligible for benefits between 1 and 50 percent of the program maximum for their household size. The rate for elderly individuals living alone (51 percent) was higher than that for those living with other individuals (24 percent). The participation rate for nondisabled childless adults subject to work registration was 78 percent, while noncitizens participated at a rate of only 52 percent. The participation rate for individuals in households with earnings was 67 percent. The participation rate for individuals in rural households (88 percent) was higher than that for individuals in urban households (77 percent).

We made several methodological improvements when developing the FY 2010 and FY 2011 participation rates in this report. The improvements increase the precision of our estimates and allow us to better account for differences between administrative data from the SNAP Quality Control (SNAP QC) datafile (from which we generate estimates of SNAP participants) and data from the Current Population Survey Annual Social and Economic Supplement (CPS ASEC) (from which we generate estimates of individuals and households eligible for SNAP). Because of the methodological changes, the FY 2010 and FY 2011 participation rates presented in this report are not consistent or comparable with those for FY 2010 published in last year's report (Eslami et al. 2012).

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INTRODUCTION

The Supplemental Nutrition Assistance Program (SNAP) helps low-income individuals purchase food so they can obtain a nutritious diet. In fiscal year (FY) 2011, the average number of people eligible for SNAP benefits under normal program rules and served in a month was a record high 41 million.¹

Most individuals whose financial resources fall below certain income and asset thresholds are eligible for SNAP. Others are categorically eligible for SNAP because they live in households where each member receives Supplemental Security Income (SSI), cash Temporary Assistance for Needy Families (TANF), or in some places, General Assistance (GA)—that is, in pure public assistance (PA) households—or because they meet other broader State categorical eligibility criteria. However, not all of those who are eligible participate in the program.

The participation rates presented in this report estimate the percentage of individuals eligible under federal SNAP income and asset rules who choose to participate in the program.² In FY 2011, the national participation rate among eligible individuals was 79 percent. The household participation rate was 83 percent, while the benefit receipt rate was nearly 92 percent.³

This report presents participation rates for individuals, households, and subgroups of individuals and households in FY 2011 and FY 2010, along with benefit receipt rates. The FY 2011 participation rate estimates are based on fiscal year data from the combined calendar year (CY) 2011

¹ The participant totals in this report for FY 2011 do not include those who received disaster assistance or were ineligible for SNAP. We removed from the average monthly individual participant totals in the FY 2011 SNAP Program Operations data an estimated national monthly average of 75,000 people receiving disaster assistance and about 485,000 ineligible participants (1.3 percent of all participants, combined). We also excluded from the official rates presented in this report some categorically eligible participants who did not meet the federal SNAP income or asset rules. See Appendix D for more details.

² Rules regarding how vehicles are considered when determining household assets vary by State.

³ The benefit receipt rate measures the amount of benefits received as a proportion of total benefits that would be paid out if every eligible household were to participate.

and 2012 Current Population Survey (CPS) Annual Social and Economic Supplement (ASEC) files, and FY 2011 SNAP administrative data. The estimates for FY 2010 and the earlier years covered in Table 2 and Figure 1 of this report likewise are based on CPS and administrative data from the appropriate years.

When developing the FY 2011 participation rates, we made several methodological improvements that increase the precision of the estimates and allow us to better account for differences between administrative data from the SNAP Quality Control (SNAP QC) datafile (from which we generate estimates of SNAP participants) and data from the Current Population Survey Annual Social and Economic Supplement (CPS ASEC) (from which we generate estimates of individuals and households eligible for SNAP). Because of the methodological changes, the FY 2011 and FY 2010 participation rates presented in this report are not comparable with those for FY 2010 published in last year's report (Eslami et al. 2012). Enhancements made for this report are described in the methodology appendix.

In addition to presenting the overall FY 2011 participation rate in this report, we present participation rates for subgroups of the eligible population and explain the estimation methodology. We include detailed tables on FY 2011 subgroup participation rates in Appendices A and B. Appendix C shows the change in individual SNAP participation rates since 1988. In Appendices D and E, we present an in-depth explanation of the methodology and the sampling error of the participation rate estimates. In Appendix F, we list historical economic and policy influences on SNAP, and in Appendix G, we list changes in the CPS over time. Appendix H includes SNAP eligibility parameters for FY 2011 and for prior years.

ESTIMATED PARTICIPATION RATES FOR FY 2011

Of the nearly 52 million individuals eligible for SNAP under federal SNAP rules in an average month of FY 2011, an estimated 41 million actually participated (Tables 1 and 2, Figure 1).⁴ The individual participation rate was 79 percent. The household participation rate (83 percent) was about 4 percentage points higher than the individual rate, and the benefit receipt rate was 92 percent. The benefit receipt rate is consistently higher than the individual and household rates because the neediest individuals, who are eligible for higher benefits, tend to participate at higher rates than those eligible for smaller benefits.

SNAP participation rates vary by demographic and economic subgroup. Historically, participation rates have been relatively high for children, individuals in households with incomes below the poverty line, and TANF recipients. These patterns continued in FY 2011, with at least 91 percent of all eligible individuals from these groups participating.

Participation rates have historically been lower than average for individuals who are elderly, living in households with incomes above poverty, eligible for low monthly benefits (benefit levels less than half of the program maximum for their household sizes), noncitizens, and individuals living in households with earnings. Again, these patterns continued in FY 2011. Just 39 percent of eligible elderly individuals (age 60 and over) and 41 percent of individuals in households with incomes above the poverty line participated in FY 2011. Individuals living in households eligible for a benefit at or below 50 percent of the maximum benefit for their household size participated at a rate of 49 percent. The participation rate for eligible noncitizens was 52 percent and that for individuals in eligible households with earnings remained lower than average, at 67 percent.

⁴ All tables and figures are presented at the end of the main text.

The participation rate for individuals in rural households (88 percent) was higher than that for individuals in urban households (77 percent).⁵ In addition, the rate for elderly individuals living alone (51 percent) was higher than that for those living with other individuals (24 percent).

CHANGES IN PARTICIPATION RATES FROM FY 2010 TO FY 2011

The participation rate among eligible individuals increased by 5 percentage points from FY 2010 to FY 2011. The number of SNAP participants increased by 9 percent and the number of eligible individuals increased by about 2 percent. The large increase in the number of participants was likely attributable to the slow economic recovery and continued efforts to facilitate access to the program.

Most subgroups experienced increases in participation rates from FY 2010 to FY 2011, though not all increases were statistically significant. Most increases were similar to the overall national individual participation rate increase, but a few groups, such as nondisabled childless adults subject to work registration and individuals living with nonelderly SSI recipients, saw participation rate increases as high as 12 percentage points (Tables 3 and 4, Figure 2).

ESTIMATED BENEFIT RECEIPT RATES IN FY 2011

Individuals eligible for larger benefits tend to participate in SNAP at higher rates than those eligible for smaller benefits, which results in benefit receipt rates typically higher than individual or household participation rates.⁶ Among age groups, children under age 18 had the highest prorated benefit receipt rates,⁷ and elderly individuals age 60 or over had the lowest. Individuals who were not employed received a higher percentage of prorated benefits than employed individuals, and elderly

⁵ See Table B.3 in Appendix B.

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

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

individuals living alone received a higher percentage of prorated benefits than elderly individuals living with others.

Households with children and those with household incomes at 1 percent to 50 percent of poverty had among the highest benefit receipt rates in FY 2011. Households with elderly members and those with household incomes between 101 and 130 percent of the poverty line had among the lowest benefit receipt rates.

METHODOLOGY

Participation rates are calculated as the ratio of the number of individuals participating in SNAP to the number of individuals eligible for SNAP, with the ratio expressed as a percentage. The number of participants is estimated from SNAP administrative data, and the number of eligible individuals is estimated from CPS ASEC data.

In this section, we provide an overview of the methodology used to estimate the FY 2011 participation rates and highlight key changes from prior year estimates. We focus first on our estimation of the number of participating individuals and then on the number of eligible individuals. The methodology is described in more detail in Appendix D.

The estimates of participants for FY 2011 are from the FY 2011 SNAP Statistical Summary of Operations (Program Operations) and the FY 2011 SNAP QC datafile. Similar data files were used for previous years' participant estimates. We use administrative data to estimate participation because SNAP participation is underreported in the CPS.

We used Program Operations data, which provide counts of individuals and households that were issued benefits and the total dollar value of these benefits in each month of the fiscal year, to weight the QC data. The SNAP QC datafile is an edited version of the raw data file generated by the SNAP Quality Control System and contains data on the demographic and economic characteristics of a sample of participating households. Before weighting, we adjusted the Program Operations data

to exclude participants who receive disaster assistance, such as those receiving disaster benefits in the wake of hurricanes and floods, and those receiving benefits in error, since neither of these groups is included in the SNAP QC data.

The numerator of the participation rate is the average monthly number of participants during the 12 months of the fiscal year from the weighted QC data. However, because the participation rates presented in this report are for participants eligible under federal rules, we remove from our participation count households that are not pure cash PA whose income is above the federal SNAP income guidelines. To further make the numerator consistent with the denominator, we also remove households that are not pure cash PA and whose assets are above the federal limits from our participant count. Because we cannot identify households with assets above the federal limits in the QC data, we use a regression equation based on the Survey of Income and Program Participation (SIPP) that predicts asset ineligibility. Methodological improvements implemented in the participation file for this report include the following:

- Because the asset distribution of simulated participants is better aligned with the SNAP QC data than is the asset distribution of households reporting participation in the SIPP, we revised our asset-ineligibility imputation so that the equation is estimated over individuals simulated as participating rather than reported as participating in SIPP.
- We refined our household composition definitions to consider certain disqualified household members that we are unable to identify in the CPS.

The 2011 estimates of eligible individuals were derived using a 2011 fiscal year eligibility file based on two combined years of CPS ASEC data.⁸ Using a microsimulation model, we estimated the number of eligible individuals by applying the SNAP eligibility rules in effect in FY 2011 to households in the CPS ASEC. These eligibility rules include the SNAP household formation rules,

⁸ Because the CPS collects household income data for the previous calendar year, we used 2011 and 2012 CPS ASEC data to derive estimates of eligible individuals in FY 2011.

gross and net income thresholds, and financial and vehicle asset limits. We imputed some missing information in the CPS ASEC, such as citizenship status, net income amounts, and asset eligibility. The resultant average monthly estimate of the number of eligible individuals does not include households categorically eligible through noncash PA programs. Methodological improvements implemented in the eligibility file for this report include the following:

- We improved SNAP household formation methodologies. To more closely match household composition patterns in the SNAP QC datafile, we now allow the formation of a small number of child-only SNAP households headed by an older teen if they are not living with a parent and are not related to the household head. We also ensure that unmarried parents form a single SNAP household with their children and that elderly individuals do not form a separate SNAP household from their children under age 22 or their nonelderly spouse.
- We recoded as citizens any noncitizen children who were born after their mother arrived in the United States.
- We refined the TANF simulation by updating the asset eligibility and benefit prediction equations and implementing noncitizen eligibility rules.
- We revised our net income imputation to more accurately model net income estimations. The net income imputation model for the estimates in this report is derived using a SIPP-based microsimulation model. Net income models used for previous estimates were based on patterns observed in the SNAP QC data.

Table 1. Individual and Household Participation Rates and Benefit Receipt Rates, Fiscal Year 2011

	Participating (000s)	Eligible (000s)	Participation Rate (%) with 90% Confidence Interval
Individuals	40,909	51,873	78.9 +/- 1.0
SNAP Households	19,252	23,117	83.3 +/- 1.1
Benefits (in dollars)	5,549,868	6,023,743	92.1 +/- 1.4
Average SNAP Household Size	2.1		
Average Per Person Benefit Per Month	\$135.66		

Sources: FY 2011 SNAP Program Operations, FY 2011 SNAP QC, and 2011 and 2012 CPS ASEC data.

Notes: These estimates of participants differ from SNAP Program Operations participant counts. Participant and eligibility totals represent monthly averages. See Appendix D for details.

Table 2. Number of Eligible and Participating Individuals, Households, and Benefits, and Participation Rates, 1976 to 2011

	Eligible (000s)			Participating (000s) ^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 ^c	30,857	14,508	1,812,128	17,705	7,481	1,256,625	57.4	51.6	69.3
FY 2000	29,458	14,235	1,741,177	16,701	7,146	1,193,970	56.7	50.2	68.6
FY 2001	31,223	15,107	1,912,260	16,834	7,250	1,240,961	53.9	48.0	64.9
FY 2002(a)	34,388	16,693	2,230,454	18,500	7,951	1,451,229	53.8	47.6	65.1
FY 2002(b)	34,182	15,989	2,144,408	18,478	7,954	1,455,518	54.1	49.7	67.9
FY 2003	36,462	17,070	2,426,022	20,577	8,892	1,712,175	56.4	52.1	70.6
FY 2004	37,342	17,489	2,579,462	23,090	9,991	1,976,344	61.8	57.1	76.6
FY 2005	37,735	17,727	2,765,622	24,510	10,737	2,255,976	65.0	60.6	81.6
FY 2006	36,460	17,124	2,683,513	25,136	11,186	2,346,568	68.9	65.3	87.4
FY 2007	37,167	17,454	2,770,779	25,461	11,427	2,437,438	68.5	65.5	88.0
FY 2008	38,575	17,985	3,012,995	27,229	12,297	2,759,830	70.6	68.4	91.6
FY 2009	44,512	20,330	4,443,998	32,146	14,685	4,040,195	72.2	72.2	90.9
FY 2010 (a)	50,741	22,676	5,507,211	38,164	17,690	5,164,369	75.2	78.0	93.8
FY 2010 (b)	51,025	22,568	5,872,093	37,551	17,370	5,080,856	73.6	77.0	86.5
FY 2011	51,873	23,117	6,023,743	40,909	19,252	5,549,868	78.9	83.3	92.1

Sources: SNAP Program Operations data, SNAP QC data, and CPS ASEC data for the years shown.

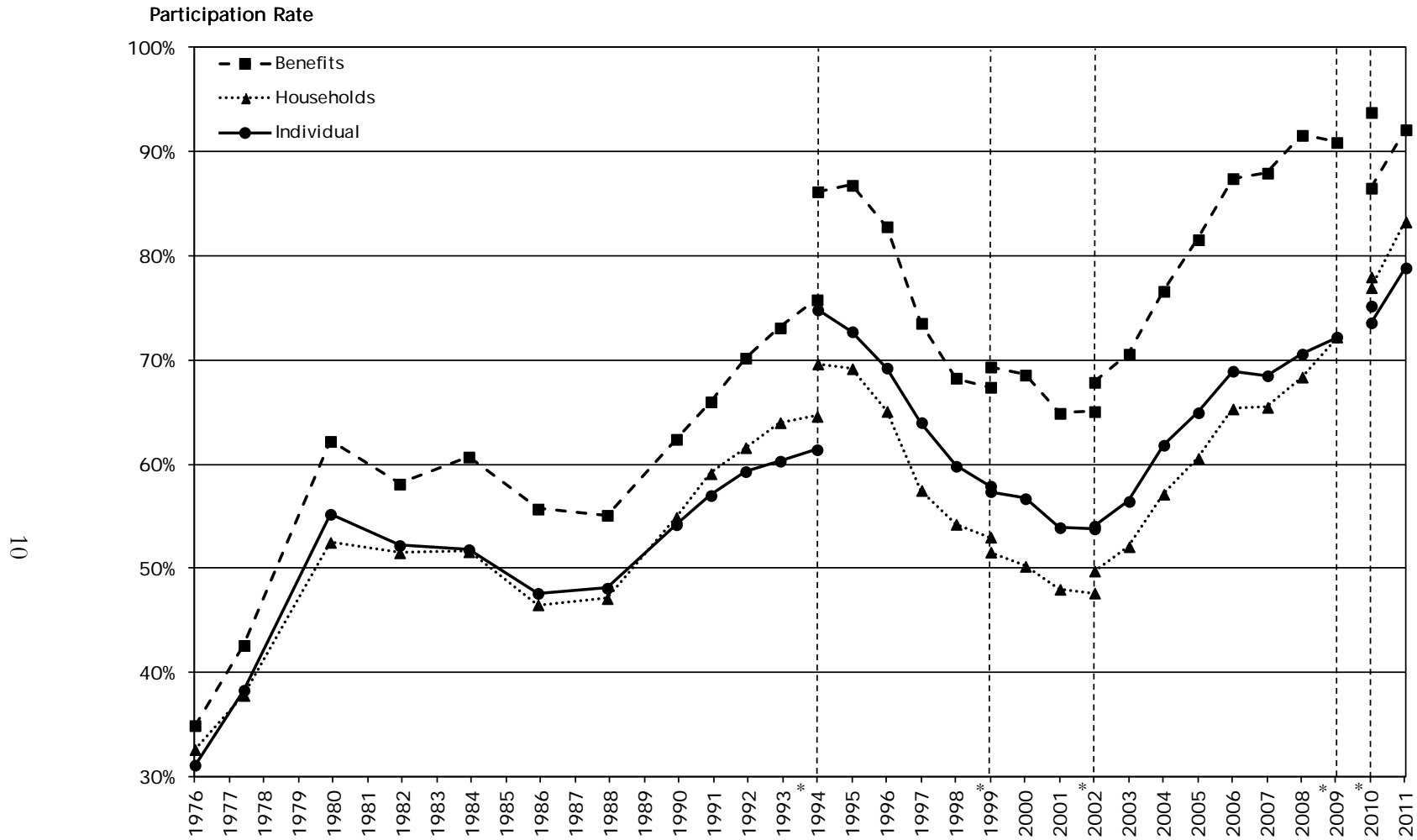
Notes: Participant and eligibility totals represent monthly averages. There are two estimates for 1994 and 1999 due to revised methodologies for determining SNAP eligibility and two estimates for 2002 and 2010 due to revised methodologies for determining both SNAP eligibility and the number of participants. The September 1976 to August 1994 estimates are methodologically consistent, as are the September 1994 to September 1999 estimates, the FY 1999 to FY 2002(a) estimates, the FY 2002(b) to FY 2009 estimates, and the FY 2010 (b) to FY 2011 estimates. The FY 2010 (b) to FY 2011 estimates should not be compared with any prior estimates. Please see Appendix D for details.

^a These estimates of participants exclude certain participants and thus differ from SNAP Program Operations participant counts. See Appendix D for details.

^b The benefit rates for 1976 and 1978 are based on the net benefit (maximum benefits - purchase requirement) and thus are consistent over all years.

^c All fiscal year numbers are average monthly values.

Figure 1. Trends in SNAP Participation Rates, 1976 to 2011



Sources: SNAP Program Operations data, SNAP QC data, and CPS ASEC data for the years shown.

* There are breaks in the time series in 1994 and 1999 due to revisions in the methodology for determining eligibility and in 2002, 2009, and 2010 due to revisions in the methodology for determining eligibility and the number of participants.

Table 3. SNAP Individual Participation Rates by Demographic Characteristics, FY 2010 and 2011

	Participating ^a Individuals (000s)		Eligible Individuals (000s)		Participation Rate (%)		
	FY 2010	FY 2011	FY 2010	FY 2011	FY 2010	FY 2011	Difference with 90% Confidence Interval
Individuals in All Households	37,551	40,909	51,025	51,873	73.6	78.9	5.3 +/- 1.1
Individuals by Household Size							
Small (1 to 2 members)	14,919	16,884	21,489	21,882	69.4	77.2	7.7 +/- 1.6
Medium (3 to 4 members)	14,720	15,692	18,760	18,818	78.5	83.4	4.9 +/- 3.6
Large (5 or more members)	7,913	8,334	10,775	11,173	73.4	74.6	1.2 +/- 6.0
Age of Individual							
Children	17,563	18,642	19,533	19,465	89.9	95.8	5.9 +/- 1.8
Preschool Age (0 to 4 years)	6,025	6,340	6,584	6,216	91.5	102.0	10.5 +/- 3.1
School Age (5 to 17 years)	11,538	12,303	12,949	13,249	89.1	92.9	3.8 +/- 2.3
Nonelderly Adults (18 to 59 years)	17,076	18,899	23,124	23,836	73.8	79.3	5.4 +/- 1.5
Elderly Individuals	2,913	3,367	8,367	8,571	34.8	39.3	4.5 +/- 1.6
Nondisabled Childless Adults Subject to Work Registration ^b	2,292	2,829	3,477	3,611	65.9	78.3	12.4 +/- 4.1
Noncitizens ^c	1,449	1,597	2,892	3,058	50.1	52.2	2.1 +/- 4.8
Citizen Children Living with Noncitizen Adults ^d	3,381	3,485	4,871	4,786	69.4	72.8	3.4 +/- 5.1
Individuals in Households without Any Nondisabled Childless Adults Subject to Work Registration or Noncitizens	31,867	34,304	40,351	40,863	79.0	83.9	5.0 +/- 1.6
Individuals by Household Composition							
Households with Children	27,464	29,382	32,825	33,056	83.7	88.9	5.2 +/- 1.7
One Adult	14,326	15,479	12,509	12,514	114.5	123.7	9.2 +/- 4.6
Married Household Head	6,925	7,291	12,294	12,454	56.3	58.5	2.2 +/- 3.6
Other Multiple Adults	4,111	4,456	6,415	6,614	64.1	67.4	3.3 +/- 5.1
Households without Children	10,087	11,527	18,199	18,817	55.4	61.3	5.8 +/- 1.5

Sources: FY 2010 and 2011 SNAP Program Operations and SNAP QC data, and 2010, 2011 and 2012 CPS ASEC data.

Notes: Participation rates over 100 percent are the result of discrepancies between the estimates of eligible and participating individuals and households, including the data from which they are estimated. Participant and eligibility totals represent monthly averages. See Appendix D for more information.

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

^b These individuals are age 18 to 49, not disabled, not living with children under age 18, and are subject to work registration. With some exceptions, these individuals must meet work requirements or face time limits on benefit receipt.

^c Noncitizens who are eligible and/or participating. This row does not include noncitizens who are outside the SNAP household but reside in the same dwelling unit.

^d Citizen children living in a household with a noncitizen adult, regardless of SNAP participation or eligibility status of the adult.

Table 4. SNAP Individual Participation Rates by Economic Characteristics of Households, FY 2010 and 2011

	Participating ^a Individuals (000s)		Eligible Individuals (000s)		Participation Rate (%)		
	FY 2010	FY 2011	FY 2010	FY 2011	FY 2010	FY 2011	Difference with 90% Confidence Interval
Individuals in All Households	37,551	40,909	51,025	51,873	73.6	78.9	5.3 +/- 1.1
Individuals by Household Income Source ^b							
Earnings	14,891	16,249	23,542	24,085	63.3	67.5	4.2 +/- 2.2
TANF	4,351	4,666	5,065	5,114	85.9	91.2	5.3 +/- 6.7
SSI ^c	6,825	7,619	9,545	9,464	71.5	80.5	9.0 +/- 3.8
Elderly SSI	1,592	1,722	2,442	2,452	65.2	70.2	5.0 +/- 5.9
Nonelderly SSI	5,321	6,122	7,451	7,332	71.4	83.5	12.1 +/- 4.8
Social Security	5,927	6,800	11,265	11,450	52.6	59.4	6.8 +/- 2.6
Individuals by Household Income as a Percentage of Poverty Level							
Total Below Poverty Line	32,724	34,929	37,142	37,448	88.1	93.3	5.2 +/- 1.6
No Income	5,624	6,229	7,799	8,068	72.1	77.2	5.1 +/- 3.9
1 to 50%	11,040	11,817	9,861	9,854	112.0	119.9	8.0 +/- 5.0
51 to 100%	16,060	16,884	19,482	19,526	82.4	86.5	4.0 +/- 3.3
Total Above Poverty Line	4,827	5,980	13,883	14,425	34.8	41.5	6.7 +/- 1.8
101 to 130%	4,532	5,486	11,143	11,481	40.7	47.8	7.1 +/- 2.3
131% or more	295	495	2,740	2,944	10.8	16.8	6.0 +/- 2.3
Individuals by Household Benefit as a Percentage of Maximum Benefit							
Minimum benefit or less	489	599	2,207	2,285	22.1	26.2	4.1 +/- 2.3
1 to 50%	7,024	7,880	15,537	16,116	45.2	48.9	3.7 +/- 1.9
1 to 25%	1,713	2,034	5,876	5,989	29.1	34.0	4.8 +/- 2.1
26 to 50%	5,312	5,846	9,661	10,127	55.0	57.7	2.7 +/- 3.1
51 to 99%	18,108	19,031	21,284	20,976	85.1	90.7	5.6 +/- 3.5
51 to 75%	8,478	8,860	11,956	11,742	70.9	75.5	4.5 +/- 4.6
76 to 99%	9,630	10,171	9,328	9,235	103.2	110.1	6.9 +/- 5.6
100%	12,419	13,999	14,204	14,780	87.4	94.7	7.3 +/- 3.6

Sources: FY 2010 and 2011 SNAP Program Operations and SNAP QC data, and 2010, 2011 and 2012 CPS ASEC data.

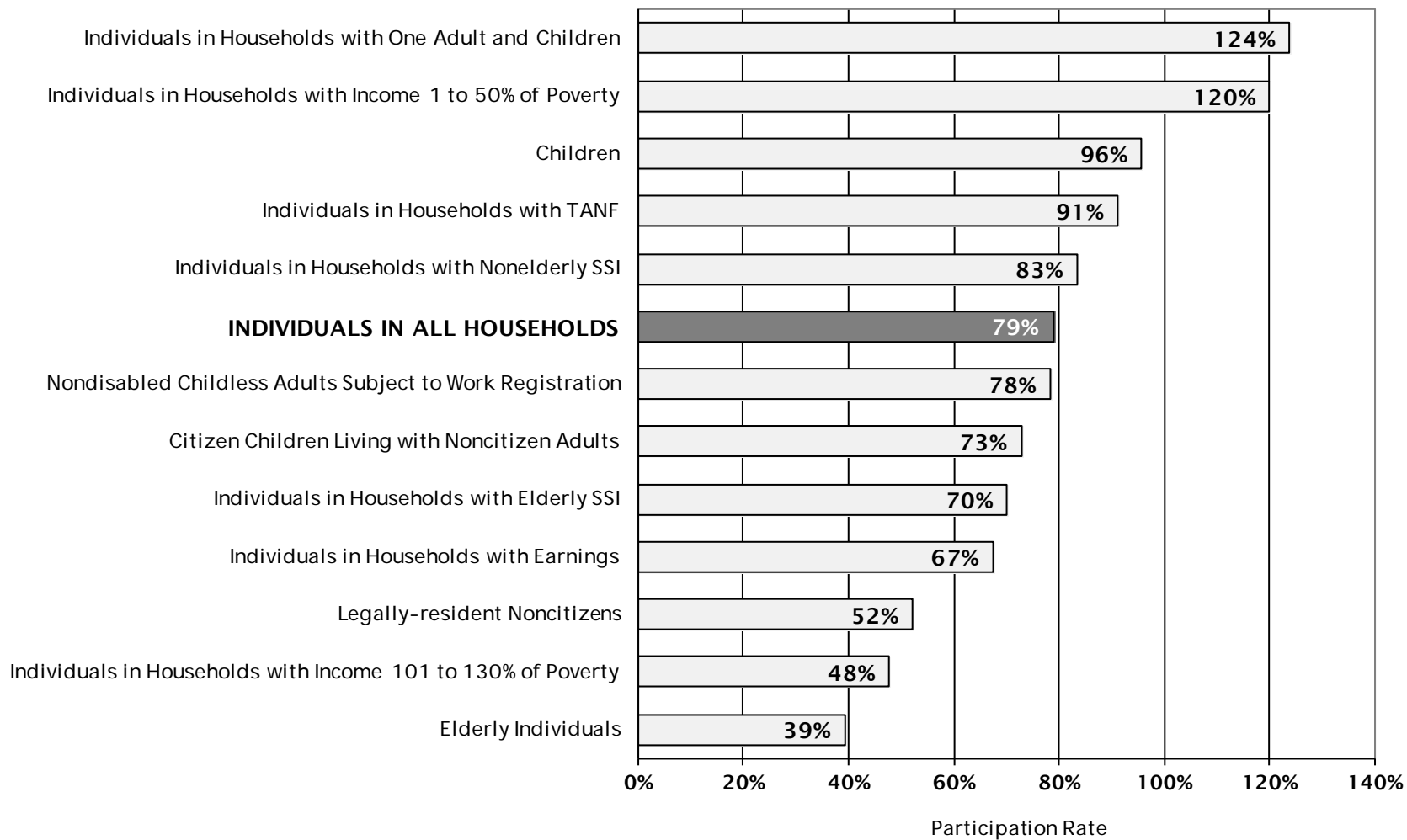
Notes: Participation rates over 100 percent are the result of discrepancies between the estimates of eligible and participating individuals and households, including the data from which they are estimated. Participant and eligibility totals represent monthly averages. See Appendix D for more information.

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

^b These income sources are not mutually exclusive.

^c A small number of households received both elderly and nonelderly SSI income. The participation rate for households with any SSI is higher than rates for either SSI subgroup because the participation rate for the overlapping group is low.

Figure 2. Individual Participation Rates by Subgroup, FY 2011



Sources: FY 2011 SNAP Program Operations and SNAP QC data, and 2011 and 2012 CPS ASEC data.

Note: Participation rates over 100 percent are the result of discrepancies between the estimates of eligible and participating individuals and households, including the data from which they are estimated. See Appendix D for more information.

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APPENDIX A

**SELECTED INDIVIDUAL AND HOUSEHOLD PARTICIPATION RATES AND
BENEFIT RECEIPT RATES IN FY 2011**

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Table A.1. Individual Participation Rates and Benefit Receipt Rates by Demographic Characteristics, Fiscal Year 2011

	Individual Participation Rate (%)	Prorated Benefit Receipt Rate (%)
Age of Individual		
Children Under Age 18	95.77	101.59
Preschool	101.99	110.24
School-age	92.86	97.31
Adults Age 18 to 59	79.29	89.95
Elderly Age 60 and Over	39.29	53.41
Living Alone	50.65	73.36
Living with Others	24.17	28.01
Nondisabled Childless Adults Subject to Work Registration	78.34	88.01
Noncitizens	52.21	58.38
Citizen Children Living with Noncitizen Adults	72.81	84.92
Employment Status of Nonelderly Adults		
Employed	70.44	82.06
Not Employed	83.10	92.64
Gender of Individual		
Male	77.36	89.18
Female	80.07	90.82

Notes: Participation rates over 100 percent are the result of discrepancies between the estimates of eligible and participating individuals and households, including the data from which they are estimated. These estimates of participants differ from SNAP Program Operations participant counts. See Appendix D for more information.

Table A.2. Participation Rates and Benefit Receipt Rates by Household- Level Demographic and Economic Characteristics, Fiscal Year 2011

	Household Participation Rate (%)	Benefit Receipt Rate (%)
All Households	83.28	92.13
Households with Children	97.48	96.63
Households with Elderly	41.51	45.42
Households with Disabled Nonelderly Adults	84.69	77.25
Households by Composition		
Households with Children	97.48	96.63
One Adult and Children	126.16	125.60
Married Household Head and Children	58.74	63.47
Other Households with Children	93.63	91.95
Households without Children	73.68	83.26
Households by Income Sources		
Earnings	70.68	80.15
TANF	100.11	93.65
SSI	92.96	94.04
Households by Income as a Percentage of Poverty Level		
No Income	95.54	81.02
1 to 50%	130.48	122.68
51 to 100%	92.32	94.59
101 to 130%	38.96	51.85

Notes: Participation rates over 100 percent are the result of discrepancies between the estimates of eligible and participating individuals and households, including the data from which they are estimated. These estimates of participants differ from SNAP Program Operations participant counts. See Appendix D for more information.

APPENDIX B

DETAILED PARTICIPATION RATES IN FY 2011

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Table B.1. Individual and Household Participation Rates and Benefit Receipt Rates, Fiscal Year 2011

	Federal Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals	40,909,361	51,872,780	78.86
SNAP Households	19,251,789	23,117,142	83.28
Benefits	5,549,867,580	6,023,742,665	92.13
Average SNAP Household Size	2.12		
Average Per Capita Benefit	135.66		

Notes: Participant and eligibility totals represent monthly averages. These estimates of participants differ from SNAP Program Operations participant counts. See Appendix D for details.

Table B.2. Individual Participation Rates by Household Size, Fiscal Year 2011

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals by Household Size			
1 Person	9,411,642	10,256,293	91.76
2 People	7,472,545	11,625,894	64.28
3 People	8,299,875	9,831,403	84.42
4 People	7,391,656	8,986,443	82.25
5 People	4,645,043	5,830,009	79.67
6 or More People	3,688,600	5,342,738	69.04
Individuals in All Households	40,909,361	51,872,780	78.86

Notes: Participant and eligibility totals represent monthly averages. These estimates of participants differ from SNAP Program Operations participant counts. See Appendix D for details.

Table B.3. Individual Participation Rates by Demographic Characteristics, Fiscal Year 2011

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in All Households	40,909,361	51,872,780	78.86
Age of Individual			
Children Under Age 18	18,642,441	19,465,062	95.77
Preschool-age	6,339,691	6,215,722	101.99
School-age	12,302,750	13,249,341	92.86
Adults Age 18 to 59	18,899,467	23,836,374	79.29
Elderly Age 60 and Over	3,367,454	8,571,344	39.29
Living Alone	2,478,281	4,892,733	50.65
Living with Others	889,173	3,678,611	24.17
Nondisabled Childless Adults Subject to Work Registration	2,829,260	3,611,284	78.34
Noncitizens	1,596,621	3,058,008	52.21
Citizen Children Living with Noncitizen Adults	3,484,783	4,786,430	72.81
Employment Status of Nonelderly Adults			
Employed	5,056,181	7,178,452	70.44
Not Employed	13,843,286	16,657,922	83.10
Individuals by Household Composition			
Households with Children	29,382,362	33,055,684	88.89
One Adult	15,479,281	12,514,497	123.69
Married Household Head	7,290,822	12,454,071	58.54
Other Households with Children	6,612,259	8,087,116	81.76
Households without Children	11,526,999	18,817,096	61.26
Gender of Individual			
Male	17,802,693	23,014,062	77.36
Female	23,106,668	28,858,718	80.07
Metropolitan Status			
Urban	32,667,208	42,487,907	76.89
Rural	8,242,152	9,384,873	87.82

Notes: Participant and eligibility totals represent monthly averages. Participation rates over 100 percent are the result of discrepancies between the estimates of eligible and participating individuals and households, including the data from which they are estimated. These estimates of participants differ from SNAP Program Operations participant counts. See Appendix D for more information.

Table B.4. Individual Participation Rates by Economic Characteristics of Households, Fiscal Year 2011

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in All Households	40,909,361	51,872,780	78.86
Individuals by Household Income Sources			
No Earnings	24,660,027	27,787,774	88.74
Earnings	16,249,334	24,085,007	67.47
No TANF	15,154,926	22,282,004	68.01
TANF	1,094,409	1,803,002	60.70
TANF	4,665,774	5,114,241	91.23
Nonelderly or Elderly SSI Benefits ^a	7,618,500	9,463,645	80.50
Nonelderly SSI Benefits	6,121,790	7,331,553	83.50
Elderly SSI Benefits	1,721,576	2,452,171	70.21
Social Security	6,799,869	11,449,821	59.39
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	34,929,126	37,447,794	93.27
No Income	6,228,656	8,067,748	77.20
1 to 50%	11,816,618	9,853,914	119.92
51 to 100%	16,883,851	19,526,133	86.47
Total Greater Than 100 % of Poverty	5,980,235	14,424,986	41.46
101 to 130%	5,485,577	11,481,328	47.78
131% or more	494,658	2,943,658	16.80
Individuals by Monthly Household Benefit			
Minimum benefit or less	599,390	2,284,743	26.23
Greater than the minimum to \$100	2,173,622	4,583,575	47.42
\$101 to \$200	9,366,639	9,676,987	96.79
\$201 to \$300	3,908,092	5,919,184	66.02
\$301 to \$400	7,425,728	9,494,150	78.21
\$401 or more	17,435,889	19,914,142	87.56
Benefit as a Percentage of Maximum Benefit			
Low Benefits (1 to 50%)	7,879,872	16,115,926	48.89
1 to 25%	2,034,204	5,989,050	33.97
26 to 50%	5,845,668	10,126,876	57.72
High Benefits (51 to 99%)	19,030,894	20,976,456	90.73
51 to 75%	8,860,187	11,741,567	75.46
76 to 99%	10,170,707	9,234,889	110.13
100%	13,998,595	14,780,398	94.71

Notes: Participant and eligibility totals represent monthly averages. Participation rates over 100 percent are the result of discrepancies between the estimates of eligible and participating individuals and households, including the data from which they are estimated. These estimates of participants differ from SNAP Program Operations participant counts. See Appendix D for more information.

^a Households receiving nonelderly SSI income or elderly SSI income are not mutually exclusive.

Table B.5A. Individual Participation Rates by Household Composition, Fiscal Year 2011—Households with Children

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households with Children	29,372,473	33,055,684	88.86
Age of Individual			
Children Under Age 18	18,642,441	19,465,062	95.77
Adults Age 18 to 59	10,565,330	13,025,880	81.11
Elderly Age 60 and Over	164,702	564,741	29.16
Individuals by Household Income Sources			
No Income	3,330,667	4,834,687	68.89
No Earnings	14,815,760	13,423,099	110.38
Earnings	14,556,713	19,632,585	74.15
TANF	4,603,282	5,060,200	90.97
Earnings	1,085,541	1,772,328	61.25
No Earnings	3,517,741	3,287,872	106.99
No TANF	24,769,190	27,995,484	88.48
Earnings	13,471,172	17,860,257	75.43
No Earnings	11,298,019	10,135,227	111.47
Social Security	2,863,563	3,143,818	91.09
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	24,982,726	25,208,330	99.11
No Income	3,330,667	4,834,687	68.89
1 to 50%	10,236,557	8,243,046	124.18
51 to 100%	11,415,502	12,130,597	94.11
Total Greater Than 100% of Poverty	4,389,747	7,847,354	55.94
101 to 130%	4,225,869	7,092,602	59.58
131% or more	163,878	754,752	21.71
Individuals by Household Earnings as a Percentage of Poverty Level			
Total 100% of Poverty or Less	26,964,109	27,064,067	99.63
No Earnings	14,848,940	13,423,099	110.62
1 to 50%	5,138,838	3,962,059	129.70
51 to 100%	6,976,332	9,678,908	72.08
Total Greater Than 100% of Poverty	2,408,364	5,991,617	40.20
101 to 130%	2,388,297	5,544,323	43.08
131% or more	20,066	447,294	4.49

Notes: Participant and eligibility totals represent monthly averages. Participation rates over 100 percent are the result of discrepancies between the estimates of eligible and participating individuals and households, including the data from which they are estimated. These estimates of participants differ from SNAP Program Operations participant counts. See Appendix D for more information.

Table B.5B. Individual Participation Rates by Household Composition, Fiscal Year 2011—Households with No Children

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households with No Children	11,536,888	18,817,096	61.31
Age of Individual			
Children Under Age 18	0	0	0.00
Adults Age 18 to 59	8,334,137	10,810,494	77.09
Elderly Age 60 and Over	3,202,752	8,006,603	40.00
Individuals by Household Income Sources			
No Income	2,897,990	3,233,060	89.64
No Earnings	9,844,267	14,364,675	68.53
Earnings	1,692,621	4,452,422	38.02
TANF	62,492	54,041	115.64
Earnings	8,867	30,675	28.91
No Earnings	53,624	23,366	229.49
No TANF	11,474,396	18,763,055	61.15
Earnings	1,683,754	4,421,747	38.08
No Earnings	9,790,643	14,341,308	68.27
Social Security	3,936,306	8,306,003	47.39
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	9,946,400	12,239,464	81.26
No Income	2,897,990	3,233,060	89.64
1 to 50%	1,580,062	1,610,867	98.09
51 to 100%	5,468,349	7,395,537	73.94
Total Greater Than 100 % of Poverty	1,590,488	6,577,632	24.18
101 to 130%	1,259,707	4,388,726	28.70
131% or more	330,780	2,188,906	15.11
Individuals by Household Earnings as a Percentage of Poverty Level			
Total 100% of Poverty or Less	11,265,986	17,067,898	66.01
No Earnings	9,844,671	14,364,675	68.53
1 to 50%	772,342	866,786	89.10
51 to 100%	648,973	1,836,437	35.34
Total Greater Than 100% of Poverty	270,902	1,749,199	15.49
101 to 130%	245,153	1,399,279	17.52
131% or more	25,749	349,920	7.36

Notes: Participant and eligibility totals represent monthly averages. Participation rates over 100 percent are the result of discrepancies between the estimates of eligible and participating individuals and households, including the data from which they are estimated. These estimates of participants differ from SNAP Program Operations participant counts. See Appendix D for more information.

Table B.6. Household Participation Rates, Fiscal Year 2011

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Households with Children	9,086,901	9,321,747	97.48
Households with Elderly	3,082,639	7,426,887	41.51
Households with Disabled Nonelderly Adults	4,069,015	4,804,639	84.69
Households by Composition			
Households with Children	9,086,901	9,321,747	97.48
One Adult and Children	5,263,555	4,172,104	126.16
Married Household Head and Children	1,680,607	2,861,242	58.74
Other Households with Children	2,142,739	2,288,401	93.63
Households with No Children	10,164,888	13,795,395	73.68
Households by Income Source			
Earnings	5,610,809	7,937,986	70.68
TANF	1,537,323	1,535,696	100.11
SSI	4,179,690	4,496,453	92.96
Households with Noncitizens	1,100,527	2,114,118	52.06
Households with Nondisabled Childless Adults Subject to Work Registration	2,589,010	2,926,051	88.48
Households by Income as a Percentage of Poverty Level			
No Income	3,929,838	4,113,113	95.54
1 to 50%	4,532,319	3,473,542	130.48
51 to 100%	8,199,545	8,882,132	92.32
101% or more	2,590,087	6,648,355	38.96

Notes: Participant and eligibility totals represent monthly averages. Participation rates over 100 percent are the result of discrepancies between the estimates of eligible and participating individuals and households, including the data from which they are estimated. These estimates of participants differ from SNAP Program Operations participant counts. See Appendix D for more information.

Table B.7. Benefit Receipt Rates by Household- Level Demographic and Economic Characteristics, Fiscal Year 2011

	Benefits Received by Participating Households (QC)	Potential Benefits to Eligible Households (CPS)	Benefit Receipt Rate (Percent)
Benefits for All Households	5,549,867,580	6,023,742,665	92.13
Benefits for Households with Children	3,851,054,040	3,985,427,575	96.63
Benefits for Households with Elderly Nonelderly Adults	458,327,113	1,009,002,470	45.42
Benefits for Households with Disabled Nonelderly Adults	913,018,959	1,181,946,921	77.25
Benefits by Household Composition			
Households with Children	3,851,054,040	3,985,427,575	96.63
One Adult	2,125,268,604	1,692,127,593	125.60
Married Household Head	849,485,035	1,338,485,800	63.47
Other Households with Children	877,938,148	954,814,182	91.95
Households without Children	1,697,175,793	2,038,315,090	83.26
Benefits by Household Income Sources			
No Earnings	3,593,535,210	3,583,046,363	100.29
Earnings	1,956,332,370	2,440,696,301	80.15
TANF	659,940,182	704,660,604	93.65
SSI	902,674,701	959,852,181	94.04
Social Security	721,531,868	967,388,118	74.59
Benefits by Household Income as a Percentage of Poverty Level			
No Income	1,153,998,968	1,424,262,220	81.02
1 to 50%	1,933,330,179	1,575,877,237	122.68
51 to 100%	2,042,565,457	2,159,341,020	94.59
101 to 130%	393,703,557	759,360,157	51.85
131% or more	26,269,418	104,902,031	25.04
Benefits by Monthly Household Benefit			
Minimum benefit or less	8,639,616	33,379,381	25.88
Greater than the minimum to \$100	120,977,612	208,716,792	57.96
\$101 to \$200	1,473,928,742	1,234,077,918	119.44
\$201 to \$300	369,348,047	527,127,575	70.07
\$301 to \$400	1,073,938,786	1,266,925,138	84.77
\$401 or more	2,503,034,778	2,753,515,861	90.90
Household Benefits as a Percentage of Maximum Benefit			
1 to 25%	57,581,973	151,248,703	38.07
26 to 50%	403,255,770	669,653,243	60.22
51 to 75%	979,777,924	1,246,505,792	78.60
76 to 99%	1,548,121,944	1,362,049,743	113.66
100%	2,561,129,970	2,594,285,184	98.72

Notes: Benefit and potential benefit totals represent monthly averages. Total potential benefits to eligible households in this table do not exactly match prorated potential benefits to eligible individuals in Table B.9 because of differences between household weights and the sum of individual weights in the CPS ASEC. Participation rates over 100 percent are the result of discrepancies between the estimates of eligible and participating individuals and households, including the data from which they are estimated. These estimates of participants differ from SNAP Program Operations participant counts. See Appendix D for more information.

Table B.8. Benefit Receipt Rates by I- Level Demographic Characteristics, Fiscal Year 2011

	Prorated Benefits Received by Participating Individuals (QC)	Prorated Potential Benefits to Eligible Individuals (CPS)	Benefit Receipt Rate (Percent)
Benefits for All Individuals	5,549,867,580	6,160,227,328	90.09
Benefits by Age of Individual			
Children Under Age 18	2,467,479,390	2,428,835,606	101.59
Preschool-age	886,109,195	803,826,501	110.24
School-age	1,581,370,195	1,625,009,105	97.31
Adults Age 18 to 59	2,682,015,854	2,981,759,616	89.95
Elderly Age 60 and Over	400,372,337	749,632,107	53.41
Living Alone	308,027,440	419,891,982	73.36
Living with Others	92,344,897	329,740,125	28.01
Benefits for Nondisabled Childless Adults Subject to Work Registration	496,018,250	563,586,546	88.01
Benefits for Noncitizens	217,718,792	372,916,806	58.38
Benefits for Citizen Children Living with Noncitizen Adults	500,115,100	588,923,002	84.92
Benefits by Gender of Individual			
Male	2,444,120,255	2,740,606,667	89.18
Female	3,105,747,325	3,419,620,662	90.82
Benefits by Employment Status of Nonelderly Adults			
Employed	623,113,815	759,368,152	82.06
Not Employed	2,058,902,038	2,222,391,464	92.64

Notes: Prorated benefit totals represent monthly averages. An individual's prorated benefits are calculated by dividing the household benefit by the number of people in the household. Benefit receipt rates by individual-level characteristics are calculated by summing the prorated benefits of individuals with the selected characteristic. Prorated potential benefits to eligible individuals in this table do not exactly match potential benefits to eligible households in Table B.8 because of differences between household weights and the sum of individual weights in the CPS ASEC. Receipt rates over 100 percent are due to differences between the CPS-based estimates and SNAP QC data. These estimates of participants differ from SNAP Program Operations participant counts. See Appendix D for more information.

APPENDIX C

CHANGE IN INDIVIDUAL SNAP PARTICIPATION RATES, 1988 TO 2011

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Table C.1. Change in Individual SNAP Participation Rates, 1988 to 2011

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	1.1 points	-0.2%	-2.0%
1994 – 1995	-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	-1.9 points	-5.9%	-2.8%
FY 1999 – FY 2000	-0.7 points	-5.7%	-4.5%
FY 2000 – FY 2001	-2.8 points	0.8%	6.0%
FY 2001 – FY 2002(a)	-0.1 points	9.9%	10.1%
FY 2002(b) – FY 2003	2.4 points	11.4%	6.7%
FY 2003 – FY 2004	5.4 points	12.2%	2.4%
FY 2004 – FY 2005	3.1 points	6.1%	1.1%
FY 2005 – FY 2006	4.0 points	2.6%	-3.4%
FY 2006 – FY 2007	-0.4 points	1.3%	1.9%
FY 2007 – FY 2008	2.1 points	6.9%	3.8%
FY 2008 – FY 2009	1.6 points	18.1%	15.4%
FY 2010 – FY 2011	5.3 points	8.9%	1.7%

Sources: SNAP Program Operations data, SNAP QC data, and CPS ASEC data for the years shown.

Note: There were revisions to the methodology in 1994, 1999, FY 2002, and FY 2010. For years with multiple estimates shown, the rate calculated with the revised methodology is used for comparison with the year following the change in methodology. For example, the original 1994 estimate is used to calculate the change between 1993 and 1994 while the revised 1994 estimate is used to calculate the change between 1994 and 1995.

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APPENDIX D
METHODOLOGY

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METHODOLOGY

The participation rates presented in this report are based on estimates of individuals who are eligible for and participating in the Supplemental Nutrition Assistance Program (SNAP). The estimates of eligible individuals are derived from a microsimulation model that uses data from the U.S. Census Bureau's Current Population Survey (CPS) Annual Social and Economic Supplement (ASEC), which provides income and program participation information for the previous calendar year, as well as detailed information on income, assets, and demographic characteristics from the fiscal year to simulate eligibility for SNAP.

In order to create a fiscal year data file that aligns to the fiscal year program rules, each year we obtain data from two combined years of the CPS ASEC. For fiscal year (FY) 2011 we based estimates of eligible individuals on data from the 2011 CPS ASEC (simulating October through December 2010), the 2012 CPS ASEC (simulating January through September 2011), and program rules from FY 2011 (covering October 2010 through September 2011). We derived estimates for previous years using the two CPS ASEC files appropriate for each of those years.

The estimates of participants are based on SNAP Statistical Summary of Operations (Program Operations) data and SNAP Quality Control (SNAP QC) data for the fiscal year. Thus, for estimates of SNAP participants in FY 2011, the Program Operations and SNAP QC data cover October 2010 through September 2011. The resulting participation rates estimate the percentage of individuals eligible for SNAP that choose to participate in the program.¹

¹ In an average month in FY 2011, about 78,000 individuals participated in the Food Distribution Program on Indian Reservations (FDPIR). Many of these individuals were income- and asset-eligible for SNAP, but FDPIR participants are not eligible to also participate in SNAP. However, because the number of individuals participating in FDPIR can be estimated in the CPS only with substantial sampling and nonsampling error, we included them in the number of SNAP-eligible individuals in this report. Because we included FDPIR participants in estimates of SNAP eligibles but not in estimates of SNAP participants, participation rates are slightly underestimated. Specifically, if we removed 78,000 individuals from the number eligible for SNAP, the participation rate would have increased by less than 0.2 percentage points. However, the degree to which participation rates are underestimated is less because it is likely that not all FDPIR participants are SNAP-eligible.

In this appendix, we describe the methodologies we used to estimate the number of individuals eligible for and participating in SNAP. The official participation rates reflect those for individuals in households that pass all applicable federal SNAP income and asset tests or have pure public assistance (PA) status. Data and methodological improvements implemented for this year's report, and described in more detail in this appendix, include:

- Improved SNAP household formation methodologies, including allowing certain child-only SNAP households headed by an older teen and other minor refinements (Section A.1) and the recoding of noncitizen status for certain children (Section A.2.a)
- An updated TANF simulation (Section A.3)
- A revised net income imputation (Section A.5)
- A revised asset-ineligibility imputation (Section B.1)
- Refined household composition definitions that consider certain excluded household members in SNAP QC data (Section B.3)

Because of these methodological changes, the official FY 2010 and FY 2011 participation rates presented in this report are not comparable with those for FY 2010 published in Eslami et al. (2012).²

In addition to the enhancements listed above, we updated SNAP eligibility parameters and rules to estimate the number of SNAP-eligible individuals in FY 2011. Specifically, we:

- Updated the SNAP gross income screen, net income screen, standard deduction amounts, and maximum and minimum benefit amounts to reflect FY 2011 regulations
- Updated the regression equation used to estimate SNAP net income, using the FY 2011 SNAP QC data
- Updated SSI and TANF parameters for simulating SSI and TANF receipt
- Updated the asset equations simulating vehicle rules for FY 2011

² We present consistent rates for FY 2002 through FY 2009 in Leftin et al. (2011), consistent rates for FY 1999 through FY 2002 in Wolkwitz (2007), consistent rates for September 1994 through September 1999 in Cunyningham (2002), and consistent rates for September 1976 through August 1994 in Cody and Trippe (1997).

- Updated the percentage of nonelderly nondisabled adults without dependents subject to work registration qualified to receive SNAP benefits
- Updated the estimated percentage of noncitizens who are refugees and the estimated percentage of undocumented noncitizens

In the remainder of this appendix, we describe the methodology used to calculate the participation rates. Tables D.1 through D.5 show the updated eligibility parameters and other information used to update the participation rates.

A. Determining SNAP- Eligible Individuals

The CPS ASEC provides income and program participation information for all 50 States and the District of Columbia for the previous calendar year.³ We estimate the number of SNAP-eligible individuals with a microsimulation model that uses two combined years of CPS ASEC data to simulate SNAP eligibility in an average month within the fiscal year. Although the model does not capture data specific to a particular month, we impute monthly income for 12 individual months. The unweighted counts of households in the CPS ASEC files used for this series of reports are listed in Table D.4. Unweighted counts of households by their probability of being eligible in FY 2011 are listed in Table D.5.

In the simulation procedure, we applied SNAP eligibility guidelines to each household in the CPS ASEC. When there were midyear SNAP policy changes that affected SNAP vehicle rules or maximum benefit amounts, we simulated one set of policies for the first half of the fiscal year and another for the second half. The SNAP guidelines include household formation rules, asset limits, and income limits. Because several types of information needed to determine SNAP eligibility are missing from the CPS ASEC data, we imputed some information to improve the model estimates of eligible households. This estimation procedure is explained below.

³ A summary of changes in the CPS ASEC over time is presented in Appendix G.

1. Simulating the Composition of the SNAP Household

Rules regarding the composition of the SNAP household (individuals who must apply for SNAP together) are based on whether individuals share living quarters and purchase and prepare food together. While the CPS ASEC defines dwelling units according to shared living quarters, it does not identify who purchases and prepares food together. Therefore, we simulate the formation of SNAP households within each CPS ASEC dwelling unit. In most cases, we simulate all members of the dwelling unit as being in the same SNAP household. However, for the relatively small percentage of dwelling units with multiple families or unrelated individuals, we simulate two or more groups of people to form separate SNAP households.

For dwelling units with certain characteristics, we impute SNAP household formation according to patterns observed in our Survey of Income and Program Participation (SIPP)-based microsimulation model. Specifically, to identify SNAP households, we exclude (1) simulated SSI recipients who are not eligible for SNAP because they receive cash instead of SNAP benefits in SSI cashout States (currently only California), (2) all individuals who are living in group quarters, are full-time post-secondary students not meeting certain eligibility criteria, or are living in households headed by a member of the Armed Forces, and (3) ineligible noncitizens and nonelderly, nondisabled childless adults subject to work registration.⁴

We made minor improvements to the SNAP household formation methodology for the estimates presented in this report. Specifically, we now allow the formation of a small number of child-only SNAP households headed by an older teen if they are not living with a parent and are not related to the household head. We made this adjustment to more closely match household

⁴ We exclude all persons living in households headed by a member of the Armed Forces because the CPS does not currently distinguish between military families living on- or off-base. Full-time post-secondary students who are nonelderly, nondisabled adults age 18 to 49 without TANF income and without children under age 6 are excluded. Full-time post-secondary students who are either (1) married with children under age 12 or (2) working 20 hours per week or more are not excluded.

composition patterns in the SNAP QC datafile. We also ensure that unmarried parents form a single SNAP household with their children and that elderly individuals do not form a separate SNAP household from their children under age 22 or their nonelderly spouse.

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

The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) made most noncitizens ineligible and required many nonelderly, nondisabled childless adults either to work or face time limits on benefit receipt. However, many noncitizens had eligibility restored by the Agricultural Research, Extension and Education Reform Act of 1998 and the Farm Security and Rural Investment Act of 2002, while some nonelderly, nondisabled childless adults remained eligible through waivers, through exemptions, or by meeting the work requirements. Furthermore, effective April 1, 2009, ARRA allowed States to suspend time limits on benefits through September 2010 for those nonelderly, nondisabled childless adults who had previously been subject to the time limit. FNS FY 2011 appropriations then allowed States the option of suspending time limits through September 2011. Because the CPS does not track all of the information needed to identify which noncitizens and nonelderly, nondisabled childless adults are ineligible for SNAP, we make assumptions (detailed below) about how many and which of these individuals remain eligible. To retain sample size, we implement our eligibility assumptions for these populations through weighting adjustments.⁵

a. Identifying Eligible Noncitizens

In FY 2011, the following legal resident noncitizens were eligible for SNAP:

⁵ The weighting adjustments reflect the probability that a household of a certain composition is eligible for SNAP. For example, if a household has one noncitizen, we duplicate the record for that household. In the first copy of the record, we retain the noncitizen in the household and multiply the household weight by the probability that the noncitizen is eligible for SNAP benefits. In the second copy, we exclude the noncitizen from the household and multiply the household weight by the probability that the noncitizen is ineligible.

- Noncitizens who had lived legally in the United States for more than five years (effective April 2003)
- Noncitizens who were receiving disability benefits, regardless of date of entry (effective October 2002)
- Noncitizens living legally in the United States who were under age 18, regardless of date of entry (effective October 2003)
- Noncitizens who were admitted as refugees or granted asylum or a stay of deportation (eligible for seven years after arrival)⁶
- Other groups of noncitizens, such as lawful permanent residents with a military connection⁷

Sponsors of noncitizens who arrived in the United States after 1997 are required to sign a legally enforceable affidavit pledging to support the noncitizen financially until the noncitizen has 40 quarters of work history (typically after more than 10 years) or until the noncitizen naturalizes. If the noncitizen applies for SNAP benefits within that 10-year period, and the sponsor has income or assets that the noncitizen does not report and would change the noncitizen's SNAP benefit level or eligibility status, the State can sue the nonindigent sponsor to recoup the cost of benefits issued to the sponsored noncitizen. This provision does not apply to immigrants without individual sponsors, including those admitted as refugees or granted asylum, and those sponsored by an institution or an employer. The provision also does not impact those sponsored by close family members living in the same household, such as spouses, because SNAP rules automatically deem such income.

⁶ The status of refugees typically changes to Legal Permanent Resident one year after arrival. After five years of residency, both refugees and those granted asylum are eligible under the five-year residency provision.

⁷ PRWORA exempts members of the U.S. Armed Forces, veterans, and dependents of service members and veterans from the five-year residency requirements. Other legal noncitizens may qualify for benefits without meeting the five-year residency requirements by attaining 40 qualifying quarters of work, including work attained by the applicant's spouse or parents (if the work was attained when the applicant was married to the spouse or a minor child of the parent). However, almost all of the individuals meeting the work requirement would have also met the five-year residency requirement.

The CPS ASEC distinguishes between citizens and noncitizens. It also includes information on noncitizens' age and year of arrival to the United States, which we use to identify noncitizens who are potentially eligible for SNAP. These include qualified noncitizens who have been in the country for at least five years, are under age 18, or are receiving disability benefits. For this report, we implemented a new methodology to recode as citizens those noncitizen children who were born after their mother arrived in the United States.

The CPS ASEC does not include certain details on noncitizens, such as whether a noncitizen was admitted as a refugee. To simulate eligibility rules for refugees, we randomly assign refugee status by year of entry according to estimates derived from United States Citizenship and Immigration Services data. In our FY 2011 eligibility determination, we assumed that 8 percent of noncitizens who entered the United States in 2006 or 2007, 11 percent who entered in 2008 or 2009, and 10 percent who entered in 2010 or 2011 were admitted as refugees. Refugee status is not imputed for noncitizens arriving before 2006 because by 2011 they would have met the five-year residency requirement.

The CPS ASEC also does not include data on whether a noncitizen is in the United States lawfully. To simulate some noncitizens as undocumented and thus ineligible for SNAP, we randomly assign undocumented immigrant status according to estimates of the number of undocumented immigrants in the CPS ASEC by State.⁸ For rates presented in this report, we estimate, by State, the probability that a noncitizen was undocumented, using estimates of undocumented noncitizens age 18 to 64. Specifically, the probability was defined as the ratio of the number of undocumented noncitizens age 18 and over to the total number of foreign-born noncitizens, age 18 to 64, reported in the CPS ASEC. We then applied the estimated probabilities

⁸ We use Dr. Jeffrey Passel's unpublished estimates, prepared for the Pew Hispanic Center, of the number of unauthorized migrants included in the CPS ASEC supplements.

to individuals age 18 to 64 to randomly select undocumented noncitizens. Because there are very few elderly undocumented noncitizens, the numerator of the probability is essentially undocumented noncitizens age 18 to 64.⁹

As a result of the more stringent sponsor deeming provisions implemented in 1997, some apparently eligible noncitizens are subject to deeming of their sponsors' income and assets and so are likely either to be ineligible or to choose to remove themselves from the SNAP household to avoid negative repercussions to their sponsors. To simulate this, we randomly assign 26.4 percent of noncitizens arriving after December 1997 and who have been in the country less than 10 years as subject to deeming from a sponsor. The sponsor's income and resources deemed to the sponsored noncitizen last until the sponsored noncitizen either becomes a naturalized citizen or can be credited with 40 qualifying quarters of work. Because work history is not available in the CPS, we use 10 years as an approximation of how long it would take to accumulate 40 quarters of work. We use data from the New Immigrant Survey to estimate the appropriate percentage of documented non-refugee noncitizens who have been in the country between 5 and 10 years, are required to have one or more sponsors who sign an affidavit of support, and who live in a household separate from at least one sponsor.

We exclude from the SNAP household noncitizens who do not meet the eligibility requirements, are undocumented, or are subject to deeming. We assign a prorated portion of excluded noncitizens' income to the SNAP household and include their assets in the SNAP household's countable assets.

For the rates presented in this report, we imputed noncitizen ineligibility due to sponsor deeming through weighting adjustments, as we impute other noncitizen eligibility provisions.

⁹ Demographers have estimated that very few undocumented noncitizens are elderly. Passel and Cohn (2009) estimate that only around 1 percent of undocumented immigrants are age 65 and older. (See also Hoefler et al. 2011.)

b. Identifying Nonelderly Nondisabled Adults Without Dependents Subject to Work Registration

Nonelderly nondisabled adults without dependents subject to work registration are identified as individuals age 18 to 49 who are not disabled, not living with children under age 18, and subject to work registration.¹⁰ If not exempt, these individuals needed to meet work requirements to participate in SNAP before April 1, 2009. If they failed to meet the requirements, they were limited to 3 months of benefit receipt in any 36-month period. They could be exempt from these requirements if they lived in an area with high unemployment or insufficient jobs (waiver area), participated in an employment and training program, or were covered by their State's 15-percent exemption.

We identify nonelderly nondisabled adults without dependents subject to work registration by looking at basic demographic characteristics in the CPS ASEC. Because we cannot determine from the CPS ASEC which of these individuals remain eligible for SNAP, we impute this information. We estimate the proportion that have not reached the time limit (based on data from the SIPP) and the proportion eligible due to residence in a waiver area, participation in an employment and training program, or receipt of the 15-percent exemption using federal and State administrative data.¹¹ We modeled all nonelderly nondisabled adults without dependents subject to work registration as living in waived areas for all of FY 2011 in all States except those where time limits on benefits for individuals not meeting work requirements remained in place through September 2011.

¹⁰ The population of nonelderly, nondisabled childless adults subject to work registration includes some eligible noncitizens.

¹¹ We estimate the proportion that has received no more than three months of benefits while not working, using separate estimates for current participants and nonparticipants.

3. Simulating SSI and TANF Receipt

We simulate SSI and TANF eligibility and receipt. We simulate SSI eligibility and benefit rules in place during the fiscal year and calibrate SSI receipt to administrative totals in the Social Security Administration (SSA) statistical report. For the FY 2011 estimates, we used SSA data for December 2011. We simulate State TANF eligibility and benefit rules in place during the fiscal year and calibrate TANF receipt to administrative totals in the most recently available Administration for Children and Families (ACF) data file. For the FY 2011 estimates, the most recently available data was for 2010. We adjust the weights on the ACF data set to make our estimate of TANF households with SNAP in the ACF file consistent with the number of SNAP households with TANF in the SNAP QC datafile. For the estimates in this report, we refined the TANF simulation by updating the asset eligibility and benefit prediction equations with more recent data and implementing noncitizen eligibility rules.

4. Categorically Eligible SNAP Households

Certain SNAP households are categorically eligible for SNAP and are therefore not subject to SNAP income or asset limits. A household is categorically eligible if it is pure public assistance (pure PA), meaning all of its members receive SSI, cash 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 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 less than 50 percent funded by TANF/MOE. They also may confer categorical eligibility on households in which one member receives the benefit or service when the State determines that the whole household benefits.

Many States have 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. These programs are known as broad-based categorical eligibility (BBCE) policies. The number of States implementing BBCE policies has continued to expand in recent years, rising from 37 in FY 2010 to 40 in FY 2011, and to 41 by the end of FY 2012. These totals include the District of Columbia but exclude Guam and the United States Virgin Islands. Most States with BBCE policies have implemented gross income limits between 130 and 200 percent of the SNAP poverty guidelines to qualify for the TANF/MOE-funded noncash benefit and have eliminated the asset test. In addition, some States have smaller TANF/MOE-funded programs, such as job training or after-school programs that have specific eligibility requirements, and confer categorical eligibility on only a small number of households.

We identify households in the CPS in which all members receive some type of cash public assistance benefits. These households are categorically eligible for SNAP, and those that qualify for a positive SNAP benefit are included in the denominator of the participation rates presented in this report.

The FY 2011 participation rates reflect those for individuals in households that pass all applicable federal SNAP income and asset tests or are pure PA. We do not include categorically eligible households that are not otherwise eligible under SNAP federal income and asset rules, or through receipt of pure PA.

5. Determining Income Eligibility

For the official participation rates presented in this report, SNAP households that are not pure PA must meet federal income limits to be eligible for benefits. SNAP households that do not contain elderly or disabled members must have gross income below 130 percent of the monthly poverty guidelines. There is no gross income limit for households with elderly or disabled members. In addition, all households must have net income below 100 percent of the poverty

guidelines. Finally, all SNAP households, including those that are pure PA, must qualify for a positive benefit to be included in our estimates.

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

- **Estimating Monthly Income.** The CPS ASEC includes information on annual income, but eligibility for SNAP 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, number of weeks worked shown in CPS data, and Bureau of Labor Statistics (BLS) data on employment and unemployment spells. We then sum the monthly income allocated to each month for each person in the household to determine the SNAP 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 ASEC does not include information on the expenses deducted from gross income to compute net income. Therefore, we model net income as a function of the household's demographic and economic characteristics for each year. The net income model for the estimates in this report is based on patterns observed in our SIPP-based microsimulation model. Net income models used for previous estimates were based on patterns observed in the SNAP QC data. The estimated relationships (coefficients) are presented in Table D.2.

We use the SNAP gross and net income screens and maximum benefit amounts to determine each SNAP household's income eligibility and potential benefit. These parameters, along with other SNAP eligibility criteria, are presented in Table D.3.

6. Determining Asset Eligibility

For the official participation rates in this report, SNAP households that are not pure PA must have countable assets under the applicable SNAP asset limit. The asset limit in 2011 was \$3,000 for households containing an elderly or disabled individual and \$2,000 for all other households.¹²

¹² The asset limit is indexed for inflation. For FY 2012 it rose to \$3,250 for households with elderly or disabled members.

Expansions in SNAP vehicle and asset 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 or used to produce income, as a home, to transport a disabled household member, or to carry fuel or water. In addition, for each adult household member, one vehicle not totally excluded is counted at the fair market value (FMV) in excess of \$4,650. One additional vehicle per minor household member driven by the minor to work, school, or training also is counted at the vehicle's FMV in excess of \$4,650. Remaining vehicles are valued at the higher of the vehicle's FMV in excess of \$4,650, or equity.

Additional vehicle rule expansions began in July 2001, when States were permitted to align their SNAP vehicle rules with those in place for other programs with less restrictive policies, such as TANF or child care assistance. In response to this new flexibility, States gradually began changing their vehicle rules. Some States used the broader categorical eligibility rules described in Section A.4 (but not modeled in the official rates presented in this report) to exempt more households from the asset test. By the end of FY 2007, all States had implemented changes in the SNAP vehicle rules.

Because asset balances are not reported in the CPS ASEC, we use equations estimated from our SIPP-based microsimulation model to impute the probability that income-eligible households subject to the asset test are asset-eligible, and thus fully eligible.

For FY 2011, we simulated 29 States as excluding the value of all vehicles when determining assets, and all other States except North Dakota and Washington as excluding some or all of the value of at least one vehicle per household. For FY 2011, we modeled 12 different vehicle rules to fully capture State-level differences. Because we do not include categorically eligible households that are not otherwise eligible under SNAP federal income and asset rules or through receipt of pure PA in the participation rate, the vehicle rules we model reflect those used for non-BBCE households in each state.

B. Determining the Number of SNAP Participants

The number of participants used in the calculation of the participation rate comes from the FY 2011 SNAP QC datafile, weighted to match FY 2011 SNAP Program Operations data. We use these databases because SNAP participation is underreported in the CPS ASEC. The Program Operations data provide counts of individuals and households that were issued benefits and the total dollar value of these benefits in each month of the fiscal year. The SNAP QC datafile is an edited version of the raw data file generated by the SNAP Quality Control System and contains data on the demographic and economic characteristics of a sample of participating households. Sample sizes are found in Appendix Table D.6.

The SNAP QC datafiles used for the estimates presented in this report are weighted to match adjusted Program Operations counts for households, individuals, and benefits. The Program Operations counts are adjusted to exclude benefits issued in response to a disaster and those issued to individuals found to be ineligible because they are not included in the edited SNAP QC datafile. We determine benefits issued under disaster-related rules by using data from USDA on the number of households and individuals who received disaster benefits, the amount of benefits issued to those households, and the amount of additional disaster-related benefits issued to existing SNAP participants. We reduced the Program Operations counts of households, individuals, and benefits by the disaster-related counts in the months and States in which the disaster relief occurred.¹³ To adjust the Program Operations counts for benefits issued in error, we first use the unweighted SNAP QC datafile to calculate disqualification rates for households, individuals, and benefits, and then reduce the Program Operations counts by those percentages.

The household disqualification rate is the percentage of all participating households that are either ineligible or eligible but not qualifying for a positive benefit. The individual disqualification

¹³ In FY 2011, individuals in 16 States were eligible through the SNAP disaster assistance program.

rate is the percentage of all participating individuals in households not eligible for a positive benefit.¹⁴ The benefit disqualification rate is slightly more complex—it takes into account over- and under-issuances to eligible households as well as benefits issued to disqualified households.

To exclude participants in the numerator of the participation rate who are not included in the denominator, we remove households in Guam and the Virgin Islands because they are not included in the CPS ASEC and households that do not meet the federal SNAP income guidelines and are not pure PA households. For the participation rate numerator, we use the average monthly number of participants over the 12 months in the fiscal year.

1. Predicting the Asset-Ineligibility Under Federal Rules of Some Households Eligible Through State BBCE Policies

We use a regression equation to predict the probability that households that meet the federal income guidelines and are not pure PA would fail the SNAP federal asset test, thus removing them from the numerator. Beginning with this report, we estimated asset-ineligibility over households simulated to participate in SNAP instead of over households reporting SNAP participation. This is necessary because assets of households eligible to participate in SNAP through BBCE are not countable and thus are not captured in SNAP QC data. We estimated the equation using a microsimulation model based on 2009 SIPP data and applied the resulting estimates to households in SNAP QC data.

We removed 1.6 million individuals in households with income that exceeds the federal SNAP income limits and an additional 1.6 million individuals in income-eligible households estimated to fail the federal SNAP asset test. In total, we estimate that 3.2 million participants, or 7 percent of total participants, were eligible through BBCE policies and would not have otherwise been eligible for SNAP in FY 2011. These individuals are not included in the participation rates.

¹⁴ The individual disqualification rate in FY 2011 was 1.1 percent (about 485,000 ineligible participants).

2. Identifying Pure PA Participating SNAP Households

Because the FY 2011 SNAP QC file does not contain the individual-level information on public assistance receipt needed to identify pure cash PA households, we use an algorithm for determining program coverage. 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:

- TANF received by the head of the household or the head's spouse covers the household head, spouse, and children (as identified by the relationship codes and ages).
- TANF received by a child of the head of the household covers that child and other relatives.
- In child-only households, TANF received by anyone in the household covers all of the children.

After assigning coverage flags, we identify a household as pure cash PA if everyone in the household was covered by TANF, SSI, or GA, or if the household had TANF income and all adults were covered by TANF, SSI, or GA. Pure cash PA households are categorically eligible for SNAP and therefore exempt from the income and asset tests. These households still must qualify for a positive SNAP benefit.

3. Identifying SNAP Household Composition

For the estimates in this year's report, we refined our household composition definitions for participating households to consider certain disqualified household members that we are unable to exclude from the denominator because we are not able to identify them in the CPS data. This includes those disqualified because they:

- Are not paying/cooperating with a child support agency
- Are an ineligible striker
- Are a program violator or are failing to meet work requirements

- Are a fleeing felon, a parole or probation violator, or a convicted drug felon
- Have a disqualified Social Security number
- Are disqualified for another, unknown reason

For example, under the revised methodology, a SNAP unit with two children in the SNAP household and an adult outside the SNAP household who was disqualified for not meeting work requirements is categorized as a “single adult with children” household rather than a “child only” household. Although some disqualified members are considered for household composition purposes, they are not included in counts of participating individuals.

Only disqualified unit members who we are unable to identify and remove from the denominator are considered for household composition purposes. Disqualified household members that we are able to identify in the CPS data remain excluded from consideration when defining household composition. For example, a SNAP unit with an eligible citizen child inside the SNAP household and an ineligible noncitizen adult outside the SNAP household is still considered a child only household.

C. Calculating SNAP Participation Rates

We calculate participation rates by dividing the estimated number of participants by the estimated number of eligible individuals. The numbers of participants and eligible individuals used to calculate the FY 2011 participation rates are presented in Appendix B.

D. Future Methodological Improvements

We are continuing to assess ways to minimize the discrepancies that arise between the estimates of eligible and participating individuals and households that result in the instances where participation rates are listed as greater than 100 percent.

Table D.1. Results for the SNAP Net Income Regression Equations

Explanatory Variable	Coefficients Estimated Using Administrative Data For:	
	FY 2010	FY 2011
Constant	-559.51750 * (52.90746)	-580.49420 * (53.47201)
Gross Income Minus Standard and Earned Income Deductions	0.55216 (0.32410)	0.59736 (0.31844)
Flag for No Housing Expenses	235.05620 * (5.96570)	238.72380 * (5.99131)
Maximum Allowable Shelter Expense Deduction	-0.04281 * (0.00396)	-0.04346 * (0.00398)
Earned Income	-0.08317 (0.06476)	-0.07447 (0.06363)
TANF Income	0.00837 (0.21902)	0.01243 (0.22132)
TANF Income Squared	0.00009 (0.00025)	0.00007 (0.00025)
SSI Income	0.00175 (0.03159)	0.00779 (0.03175)
SSI Income Squared	0.00000 (0.00002)	0.00000 (0.00002)
Gross Income	0.46182 (0.32734)	0.41646 (0.32178)
Gross Income Squared	0.00000 (0.00000)	0.00000 (0.00000)
Flag for Gross Income Between \$101 and \$200	233.88940 * (25.53806)	236.53580 * (27.09341)
Flag for Gross Income Between \$201 and \$300	171.09780 * (19.76985)	177.84550 * (19.77411)
Flag for Gross Income Between \$301 and \$400	105.61270 * (18.92616)	111.63650 * (19.00678)
Flag for Gross Income Between \$401 and \$500	60.42129 * (17.39127)	64.83891 * (17.45690)
Gross Income as Percent of Poverty	0.81985 * (0.27121)	0.83087 * (0.27262)
Flag for Households Residing in Alaska	-67.50820 (68.31417)	-38.29476 (65.95862)
Flag for Households Residing in Hawaii	42.67386 (43.40231)	85.95891 (46.86253)
Flag for Households Residing in the Northeast	-45.20951 * (7.21453)	-45.05001 * (7.24256)
Flag for Households Residing in the Mid-Atlantic	10.22421 (6.68370)	15.75960 * (6.70984)

Table D.1 (continued)

Explanatory Variable	Coefficients Estimated Using Administrative Data For:	
	FY 2010	FY 2011
Flag for Households Residing in the Southeast	72.06686 * (6.05377)	77.92311 * (6.07904)
Flag for Households Residing in the Midwest	35.06049 * (6.13656)	40.40186 * (6.16311)
Flag for Households Residing in the Southwest	53.05454 * (6.90591)	72.04666 * (6.93418)
Flag for Households Residing in the Mountain Plains	35.77609 * (7.58939)	41.62780 * (7.62882)
SNAP Unit Size	-13.83402 * (6.52200)	-11.89569 (6.49512)
Flag for Under Age 60 and Receiving SSI	66.81110 * (8.32010)	67.04769 * (8.36441)
Flag for Age 60 and Older and Receiving SSI	6.45062 (9.80849)	7.14903 (9.86308)
Flag for Single-Parent Households	-106.27180 * (8.50996)	-108.05450 * (8.49776)
Flag for Multiple-Adult Households	-99.54917 * (8.61747)	-99.70382 * (8.62017)
Flag for African American/Black Head of Household	20.84700 * (5.22595)	19.71631 * (5.24850)
Flag for Hispanic Head of Household	9.75813 (6.11891)	9.72529 (6.14344)
Flag for Asian Head of Household	-14.23970 (11.41791)	-15.76713 (11.46762)
Flag for Other Race Head of Household	31.07510 * (9.93619)	31.49306 * (9.97949)
Interest Income	-0.09253 * (0.02265)	-0.08893 * (0.02275)
Dividend Income	-0.01525 (0.02035)	-0.01540 (0.02044)
Rental Income	-0.03462 (0.02251)	-0.03334 (0.02261)
Number of SSI Units in SNAP Unit	22.99575 (31.29597)	28.48859 (31.52638)
Number of TANF Units in SNAP Unit	32.30635 (94.73085)	21.26704 (65.17608)

Table D.1 (continued)

Explanatory Variable	Coefficients Estimated Using Administrative Data For:	
	FY 2010	FY 2011
Number of High School Graduates or Equivalent	-16.66954 * (3.34114)	-17.34568 * (3.35897)
Number of Adults Not in the Labor Force	28.18903 * (3.34885)	28.11322 * (3.36473)
Number of Never-Married Adults	12.09769 * (3.59158)	11.91884 * (3.60975)
More Than One SNAP Unit in Household	52.03865 * (5.58722)	55.35921 * (5.58496)
Maximum Shelter Expense Deduction Was Zero	-56.60817 * (23.13884)	-58.92209 * (23.24465)
Maximum Shelter Expense Deduction Was \$459	9.45656 (8.79810)	8.45514 (8.83942)
Maximum Shelter Expense Deduction Was \$619	-81.16834 (44.80673)	-141.69960 * (52.28202)
Maximum Shelter Expense Deduction Was \$734	-15.27176 (74.87761)	-15.52455 (66.74512)
Received TANF Income	-32.57175 (105.19700)	-19.55359 (74.98519)
Did Not Receive SSI Income	-12.70684 (33.64072)	-3.65898 (33.89763)
Gross Income as Percent of Poverty Squared	-0.00070 (0.00050)	-0.00065 (0.00050)
Sample Size	20,511	20,514
R ²	0.9598	0.9595
Adjusted R ²	0.9597	0.9594

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

Table D.2. Fiscal Year 2011 SNAP 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	Household Size	Contiguous US	Alaska	Hawaii
	1	\$ 903	\$1,128	\$1,039
	2	1,215	1,518	1,397
	3	1,526	1,908	1,755
	4	1,838	2,298	2,114
	5	2,150	2,688	2,472
	6	2,461	3,078	2,830
	7	2,773	3,468	3,189
	8	3,085	3,858	3,547
Each Additional	+ 312	+ 390	+ 359	
Standard Deduction	Household Size	Contiguous US	Alaska	Hawaii
	1 - 3	\$142	\$243	\$201
	4	153	243	201
	5	179	243	205
	6+	205	256	235
Maximum Dependent Care Deduction	No maximum as of October 1, 2008			
Excess Shelter Deduction		Contiguous US	Alaska	Hawaii
		\$458	\$732	\$617
Benefit Calculation	Benefit = Maximum benefit - 30 percent of Net Income			
Maximum Monthly Benefit	Household Size	Contiguous US	Alaska	Hawaii
	1	\$ 200	\$ 239	\$ 314
	2	367	438	575
	3	526	627	824
	4	668	797	1,046
	5	793	946	1,243
	6	952	1,135	1,491
	7	1,052	1,255	1,648
	8	1,202	1,434	1,884
Each Additional	+ 150	+ 179	+ 236	
Minimum Monthly Benefit	Household Size	Contiguous US	Alaska	Hawaii
	1 - 2	\$16	\$19	\$25
	3+	0	0	0
Categorically Eligible	Receipt of cash or in-kind TANF benefits, SSI, or GA			
SSI Cashout States	California only			

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

Table D.3. Unweighted Sample Sizes for the CPS ASEC, 1977 to 2012

CPS ASEC Year	All Households	Analysis Year(s)
1977	68,294	1976
1979	68,455	1978
1981	81,451	1980
1983	73,195	1982
1985	74,568	1984
1987	73,843	1986
1989	70,454	1988
1991	75,076	1990
1992	74,236	1991
1993	73,878	1992
1994	73,126	1993
1995	72,152	1994
1996	63,339	1995
1997	64,046	1996
1998	64,659	1997
1999	65,377	1998
2000	51,016	1999
2001	78,054	2000
2002	78,265	2001, 2002
2003	78,310	2002, 2003
2004	77,149	2003, 2004
2005	76,447	2004, 2005
2006	75,939	2005, 2006
2007	75,477	2006, 2007
2008	75,872	2007, 2008
2009	76,185	2008, 2009
2010	76,260	2009, 2010
2011	75,188	2010, 2011
2012	74,383	2011

Table D.4. Unweighted Counts of Households by the Probability of Being Eligible, FY 2011 Median Month

	Unweighted Counts
All Households ^a	73,091
Households With a Probability of Being Eligible Greater Than Zero	
Total	17,349
Probability of Being Eligible	
>0.0 to 0.25	827
>0.25 to 0.50	681
>0.50 to 0.75	3,204
>0.75 to <1.00	9,972
1.00	2,665

Note: Estimates in this table reflect median monthly numbers of CPS households. We calculate a household's probability of being eligible for SNAP benefits by determining whether it passes the appropriate income tests and then estimating the probability of it passing the asset test. In dwelling units with multiple SNAP households, the probabilities of each household are combined into one dwelling unit probability. We multiply the final probability of being eligible by the weight to determine the household's contribution to the total (weighted) number of eligible households.

^a This count of unweighted households is lower than that presented in Table D.3 because it only includes dwelling units that form potentially eligible SNAP households. Those that do not form SNAP households, and are thus excluded from the table, contain only categorically-ineligible individuals. These individuals are undocumented noncitizens, California SSI recipients, full-time students, living in group quarters, or living in dwelling units headed by a member of the Armed Forces.

Table D.5. Unweighted Sample Sizes for the SNAP QC Case Records

Month/Year	SNAP QC Case Records
September 1976	11,038
February 1978	14,211
August 1980	4,140
August 1982	7,224
August 1984	6,918
July/August 1986	11,010
July/August 1988	10,695
July/August 1990	10,639
July/August 1991	10,602
July/August 1992	9,586
July/August 1993	9,389
August/September 1994	8,933
August/September 1995	8,313
August/September 1996	8,304
August/September 1997	7,907
August/September 1998	7,336
August/September 1999	7,558
Fiscal Year 1999	46,935
Fiscal Year 2000	46,336
Fiscal Year 2001	46,412
Fiscal Year 2002	47,602
Fiscal Year 2003	48,896
Fiscal Year 2004	48,806
Fiscal Year 2005	46,673
Fiscal Year 2006	45,734
Fiscal Year 2007	47,469
Fiscal Year 2008	50,214
Fiscal Year 2009	51,250
Fiscal Year 2010	52,289
Fiscal Year 2011	51,115

APPENDIX E

SAMPLING ERROR OF PARTICIPATION RATE ESTIMATES

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SAMPLING ERROR OF PARTICIPATION RATE ESTIMATES

The participation rates in this report represent the ratio of SNAP participants to SNAP-eligible individuals. Participant counts are based on SNAP Program Operations data and SNAP Quality Control (SNAP QC) data. Eligible counts are based on CPS ASEC data. Both counts are derived from samples and 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 three factors: (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:

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

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

In the SNAP QC datafile, we directly calculate the variance of the number of participants using replicate weights.¹ In the CPS, the Census Bureau produces a set of replicate weights, which we have incorporated into the estimation of the variance of the number of eligible individuals using the CPS-recommended replicate weight method.

Confidence Intervals

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

¹ More details are available in Appendix E of Strayer et al. (2012).

Table E.1. Sampling Error Associated with Selected Participation Rates, Fiscal Year 2011

Variable	Participation Rate with 90% Confidence Interval	Eligibles		Participants	
		Number	Standard Error	Number	Standard Error
Individuals	78.9 +/- 1.0	51,872,780	374,298	40,909,361	69,484
Households	83.3 +/- 1.1	23,117,142	175,813	19,251,789	27,740
Benefits	92.1 +/- 1.4	6,023,742,665	53,159,481	5,549,867,580	6,984,590
Children	95.8 +/- 1.6	19,465,062	183,693	18,642,441	75,770
Nonelderly Adults	79.3 +/- 1.2	23,836,374	197,059	18,899,467	75,479
Elderly Individuals	39.3 +/- 1.3	8,571,344	117,724	3,367,454	51,328
Nondisabled Childless Adults Subject to Work Registration	78.3 +/- 3.4	3,611,284	71,057	2,829,260	49,663
Noncitizens	52.2 +/- 3.8	3,058,008	81,805	1,596,621	56,548
Citizen Children Living with Noncitizen Adults	72.8 +/- 4.1	4,786,430	109,409	3,484,783	88,409
Individuals in Households with Children and One Adult	123.7 +/- 4.5	12,514,497	220,253	15,479,281	207,163
Individuals In Households					
With Earnings	67.5 +/- 1.7	24,085,007	266,190	16,249,334	177,251
With TANF	91.2 +/- 5.2	5,114,241	132,040	4,665,774	109,253
With Elderly SSI	70.2 +/- 4.9	2,452,171	77,784	1,721,576	48,318
With Nonelderly SSI	83.5 +/- 4.0	7,331,553	163,300	6,121,790	113,610
Individuals In Households with Very Low Income	119.9 +/- 4.2	9,853,914	170,129	11,816,618	151,341
Individuals In Households with Income Slightly Above Poverty	47.8 +/- 1.9	11,481,328	174,143	5,485,577	104,796

Sources: SNAP Program Operations, SNAP QC, and CPS ASEC data.

Note: Participant, eligibility, and benefit totals represent monthly averages. Participation rates over 100 percent are the result of discrepancies between the estimates of eligible and participating individuals and households, including the data from which they are estimated. See Appendix D for more information.

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APPENDIX F
ECONOMIC AND POLICY INFLUENCES ON SNAP

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Table F.1. Summary of Major Influences on SNAP Participation Rates, 1976 – 2011

Period of Change	Major Influences	Effect on Number of Participants and Eligible Individuals	Participation Rate Change
1978 to 1980	Food Stamp Act of 1977	Substantial increase in participants. Decrease in eligible individuals.	Up 17 points
1980 to 1982	Recession	Almost no change in participants. Substantial increase in eligible individuals.	Down 3 points
1982 to 1984	Economic recovery	Slight decrease in both participants and eligible individuals.	No change
1984 to 1986	1985 Food Security Act	Almost no change in participants. Substantial increase in eligible individuals.	Down 4 points
1986 to 1988	Growth in economy	Small decrease in participants and eligible individuals.	No change
1988 to 1990	Medicaid expansion, Homeless Assistance Act, IRCA, worsening economy	Increase in participants. Small decrease in eligible individuals.	Up 6 points
1990 to 1992	Continued Medicaid expansion, recession	Increase in participants. Smaller percent increase in eligible individuals.	Up 5 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 points
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	Expanded vehicle exclusions, worsening economy	Slight increase in participants. Large increase in eligible individuals.	Down 3 points
2001 to 2002(a)	Expanded vehicle exclusions, increased poverty	Large increase in participants and eligible individuals. Larger increase in eligible individuals.	Down less than 1 point
2002(b) to 2003	Increased outreach, increased eligibility for noncitizens, increased poverty, expanded vehicle exclusions	Increase in both participants and eligible individuals.	Up 2 points

Table F.1 (continued)

Period of Change	Major Influences	Effect on Number of Participants and Eligible Individuals	Participation Rate Change
2003 to 2004	Increased outreach, increased poverty, increased eligibility for immigrant children, expanded vehicle exclusions	Increase in both participants and eligible individuals. Larger increase in participants.	Up more than 5 points
2004 to 2005	Increased outreach, expanded vehicle exclusions	Increase in both participants and eligible individuals. Larger increase in participants.	Up 3 points
2005 to 2006	Increased outreach, decreased poverty, expanded vehicle exclusions	Increase in participants. Decrease in eligible individuals.	Up 4 points
2006 to 2007	Increased outreach, increased poverty, expanded vehicle exclusions	Increase in participants. Larger increase in eligible individuals.	Down less than 1 point
2007 to 2008	Worsening economy, increased outreach, expanded vehicle exclusions	Increases in both participants and eligible individuals	Up 2 points
2008 to 2009	Recession, increased outreach, increase in minimum benefit allotments, midyear increase in maximum benefit allotments, midyear State option to eliminate time-limited benefits, expanded vehicle exclusions	Large increases in both participants and eligible individuals	Up more than 1 point
2010 to 2011	Slow economic recovery	Increase in both participants and eligible individuals. Larger increase in participants.	Up more than 5 points

Note: FY 2010 and FY 2011 estimates should not be compared with any prior year estimates due to a revised methodology for those years.

Table F.2. Major Economic Indicators, Calendar Years 1976 – 2011

Year	Real GDP Increase ^a	Productivity Increase ^b	Unemployment Rate ^c	Inflation Rate ^d	Poverty Rate	Individuals in Poverty (000s)
1976	5.4	3.2	7.7	5.7	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	3.1	-0.1	5.9	8.3	11.7	26,072
1980	-0.3	-0.2	7.2	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	2.9	7.0	2.2	13.6	32,370
1987	3.2	0.3	6.2	2.8	13.4	32,221
1988	4.1	1.5	5.5	3.4	13.0	31,745
1989	3.6	1.0	5.3	3.8	12.8	31,528
1990	1.9	2.1	5.6	3.9	13.5	33,585
1991	-0.2	1.5	6.9	3.5	14.2	35,708
1992	3.4	4.2	7.5	2.4	14.8	38,014
1993	2.9	0.5	6.9	2.2	15.1	39,265
1994	4.1	0.9	6.1	2.1	14.5	38,059
1995	2.5	0.0	5.6	2.1	13.8	36,425
1996	3.7	2.9	5.4	1.9	13.7	36,529
1997	4.5	1.7	4.9	1.8	13.3	35,574
1998	4.4	3.0	4.5	1.1	12.7	34,476
1999	4.8	3.5	4.2	1.5	11.9	32,791
2000	4.1	3.5	4.0	2.2	11.3	31,581
2001	1.1	3.0	4.7	2.3	11.7	32,907
2002	1.8	4.5	5.8	1.6	12.1	34,570
2003	2.5	3.8	6.0	2.1	12.5	35,861
2004	3.5	2.8	5.5	2.8	12.7	37,040
2005	3.1	1.8	5.1	3.3	12.6	36,950
2006	2.7	0.9	4.6	3.2	12.3	36,460
2007	1.9	1.4	4.6	2.9	12.5	37,276
2008	-0.3	0.7	5.8	2.2	13.2	39,829
2009	-3.1	3.0	9.3	0.9	14.3	43,569
2010	2.4	3.0	9.6	1.3	15.1	46,343
2011	1.8	0.3	8.9	2.1	15.0	46,247

Sources:

Real Gross Domestic Product (GDP) Increase: Department of Commerce, Bureau of Economic Analysis, *National Income and Product Accounts*.

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

Unemployment Rate: Department of Labor, Bureau of Labor Statistics.

Inflation Rate: Department of Commerce, Bureau of Economic Analysis, *National Income and Product Accounts*.

Individuals Below Poverty Line: U.S. Census Bureau.

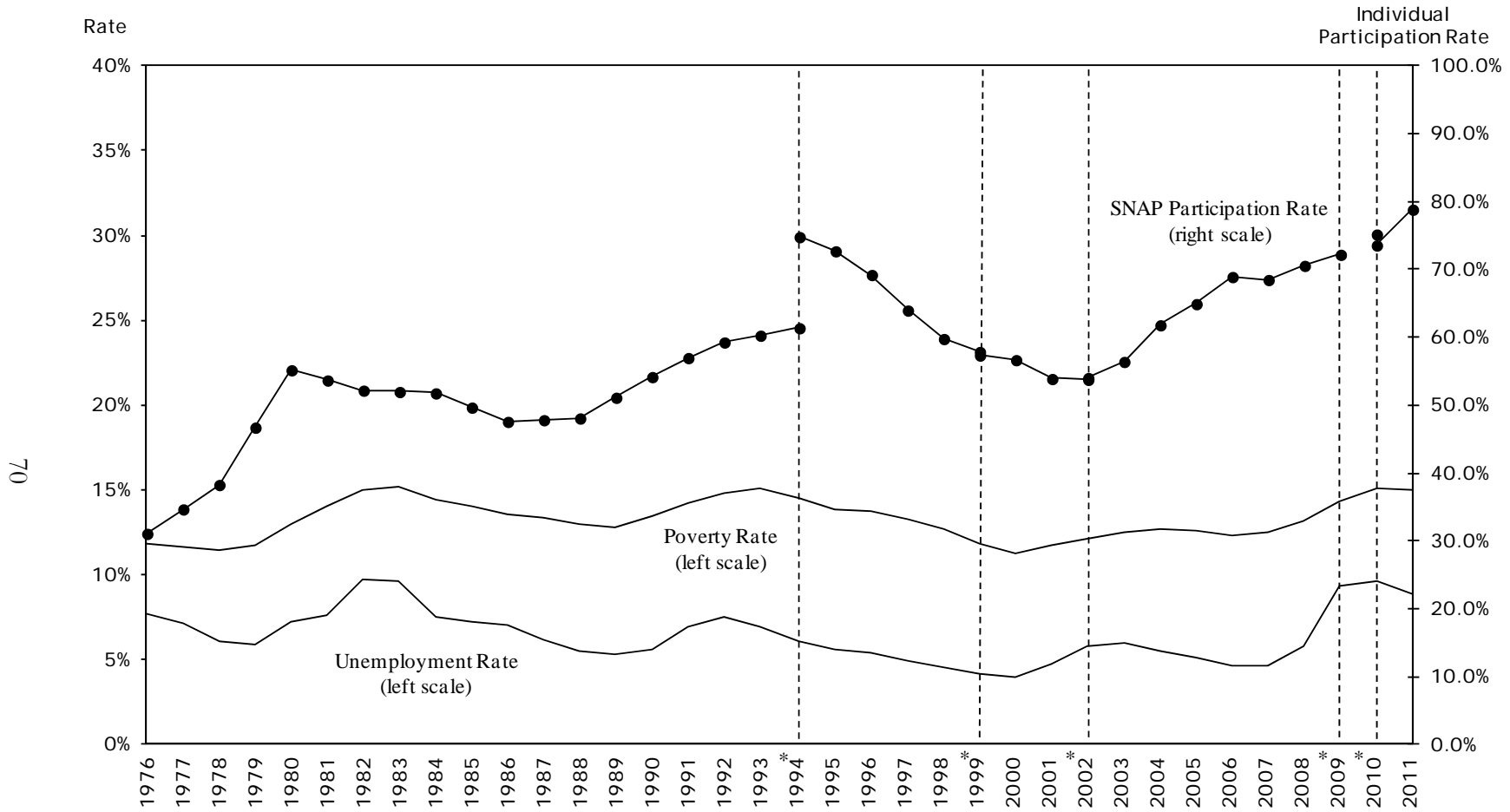
^aPercentage change from preceding year.

^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 F.1. Trends in SNAP Individual Participation Rates, Poverty Rates, and Unemployment Rates, 1976-2011



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

* There are breaks in the time series in 1994 and 1999 due to revisions in the methodology for determining eligibility and in 2002, 2009, and 2010 due to revisions in the methodology for determining eligibility and the number of participants.

Table F.3A. Selected Features of SNAP Under Past 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 SNAP 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
Omnibus Budget Reconciliation Act (OBRA) of 1981 (PL 86-35) and Food Stamp Amendments and Reauthorization Act of 1981 (PL 97-98) 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 from July 1 to October 1 of each year
Hunger Prevention Act (HPA) 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 (MLCHRA) (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 not counted under the State's TANF cash assistance or Medicaid programs and to treat legally obligated child support payments to a nonhousehold member as an income exclusion rather than a deduction
Food, Conservation, and Energy Act of 2008 (2008 Farm Bill) (PL 110-246)	Combat-related military pay excluded from income
American Recovery and Reinvestment Act of 2009 (ARRA) (PL 111-5)	No change

Table F.3B. Selected Features of SNAP Under Past 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 individuals. 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 individuals; 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 individuals; excluded vehicles used for handicapped
OBRA of 1981 (PL 86-35) and Food Stamp Amendments and Reauthorization Act of 1981 (PL 97-98) 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
HPA of 1988 (PL 100-435)	No change
FACTA (PL 102-237)	Nonliquid 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.
MLCHRA (PL 103-66)	Raised the vehicle Fair Market Value asset limit to \$4,550 on 9/1/94, to \$4,600 on 10/1/95, and \$5,000 on 10/1/96, with annual cost-of-living adjustments thereafter; excluded vehicles necessary to carry food or water
PRWORA (PL 104-193)	Vehicle Fair Market Value asset limit raised to \$4,650, with no planned future cost-of-living adjustments
BBA (PL 105-33)	No change
AREERA (PL 105-185)	No change
Agriculture Appropriations Act of 2001 (PL 106-387)	Allowed States to use the vehicle limit they use in a TANF assistance program, if it would result in a lower attribution of resources for the household
Farm Security and Rural Investment Act of 2002	Increased the resource limit for households with a disabled member from \$2,000 to \$3,000
2008 Farm Bill (PL 110-246)	Indexed asset limits to inflation; excluded all tax-preferred education accounts and retirement accounts from countable resources
ARRA (PL 111-5)	No change

Table F.3C. Selected Features of SNAP Under Past 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
HPA 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
MLCHRA (PL 103-66)	No change	No change	No change
PRWORA (PL 104-193)	Reduced to 100% of Thrifty Food Plan for Contiguous 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
2008 Farm Bill (PL 110-246)	No change	Increased for 1- and 2-person households from \$10 to 8% of maximum benefit of 1-person households	No change
ARRA (PL 111-5)	Increased to 113.6% of June 2008 value of Thrifty Food Plan effective April 2009	Adjusted for 1- and 2-person households April 2009	No change

Table F.3D. Selected Features of SNAP Under Past 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 on 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 of \$147 on shelter deduction with indexed increases; separate cap of \$160 on dependent care not indexed
1987 Homeless Assistance Act (PL 100-77)	Increased cap on shelter deduction for all households certified after 10/1/87
HPA 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
MLCHRA (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 it rather than actual utility costs for all households; also allowed States to use a standard deduction of \$143 per month for homeless households with some shelter expenses
2008 Farm Bill (PL 110-246)	Raised the minimum standard deduction for households with one to three members from \$134 to \$144 for FY 2009 and indexes it to inflation starting in FY 2010; eliminated the dependent care deduction cap
ARRA (PL 111-5)	No change

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

Table F.3E. Selected Features of SNAP Under Past 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 either prospective or retrospective with monthly report	No change
OBRA of 1981 (PL 86-35) and Food Stamp Amendments and Reauthorization Act of 1981 (PL 97-98) 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
HPA 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
MLCHRA (PL 103-66)	No change	No change
PRWORA (PL 104-193)	No change	Categorical eligibility for pure TANF (instead of pure AFDC) households
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
2008 Farm Bill (PL 110-246)	No change	No change
ARRA (PL 111-5)	No change	No change

Table F.3F. Selected Features of SNAP Under Past 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 incapacitated adult; students; or individuals 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 change
OBRA of 1981 (PL 86-35) and Food Stamp Amendments and Reauthorization Act of 1981 (PL 97-98) 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 change
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 change
HPA of 1988 (PL 100-435)	No change
FACTA (PL 102-237)	No change
Amendments to FACTA of 1991	No change
MLCHRA (PL 103-66)	No change
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, he or she is limited to 3 months of benefits in any 36-month period; minimum disqualification periods for individuals who fail to comply with work requirements range from 1 month to permanently, depending on the number of violations
BBA (PL 105-33)	Increased funds for SNAP 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 subject to the 3-month time limit and eliminated the requirement that 80% of unmatched funds be used for nondisabled childless adults
2008 Farm Bill (PL 110-246)	Permitted the use of E&T funds for job retention services for up to 90 days after individuals who received E&T services gain employment
ARRA (PL 111-5)	Allowed States to temporarily suspend the time limit on benefits for nondisabled adults without dependents

Table F.3G. Selected Features of SNAP Under Past Legislation—Treatment of Legally- Resident Noncitizens

Legislation	Treatment of Legally-resident 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 (PL 97-98) 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
HPA of 1988 (PL 100-435)	No disqualifications
FACTA (PL 102-237)	No disqualifications
Amendments to FACTA of 1991	No disqualifications
MLCHRA (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 or 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 U.S.
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 U.S.
Agriculture Appropriations Act of 2001 (PL 106-387)	No change
Farm Security and Rural Investment Act of 2002	Restored eligibility to qualified noncitizens otherwise eligible for SNAP 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)
2008 Farm Bill (PL 110-246)	No change
ARRA (PL 111-5)	No change

* Unauthorized immigrants have always been ineligible for SNAP.

Table F.3H. Selected Features of SNAP under Past 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 (PL 97-98) Effective 10/1/81	Tightened definition of household, no extra benefits for strikers, prorated first month benefits; for Puerto Rico, replaced the FSP with a block grant Nutrition Assistance Program
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; SNAP household 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 individuals and other hard-to-serve groups; simplified application process for these groups; expanded eligibility for expedited source
HPA 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 the Program's 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 individuals who live together but do not purchase and prepare food together to be in separate Program households; spouses still must 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. All States must convert food stamp benefits from paper coupons to electronic benefit transfer (EBT) systems by 10/1/02.
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 SNAP 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
2008 Farm Bill (PL 110-246)	Renamed the Food Stamp Program the "Supplemental Nutrition Assistance Program"; renamed the Food Stamp Act of 1977 the Food and Nutrition Act of 2008. Prohibited issuance of paper coupons effective 6/18/08; food stamp coupons no longer redeemable at stores after 8/17/09. Allowed States to place all households on simplified reporting. Allowed State agencies to provide transitional food stamp benefits to households that cease to receive cash assistance. Allowed applicants to sign an application through a recorded verbal assent over the telephone.
ARRA (PL 111-5)	None

APPENDIX G
CHANGES IN THE CPS ASEC OVER TIME

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Table G.1. Changes in the CPS ASEC Over Time

CPS ASEC Year	Data Year	Changes in Design or Weighting from Previous Year
1979	1978	Changes in metro/nonmetro definitions; new, more detailed income questions were introduced for 2 rotation groups
1980	1979	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
1981	1980	New weighting procedure based on 1980 Census was introduced which increased the overall population by 2.3% and had a disproportionate impact on Hispanics
1982	1981	Top coding of income variables was increased from \$50,000 to \$75,000
1983	1982	New industry and occupation coding; new definition of group quarters; the poverty index was modified slightly (deleting the farm/nonfarm dimension)
1984	1983	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
1985	1984	Revised weighting procedures—specifically, the control on Hispanics was changed, causing a slight increase in poverty with disproportionate impacts on the Hispanic population, male unrelated individuals, and individuals in related subfamilies; changes in the designation of metro/nonmetro, farm/nonfarm, central city/noncentral city status
1986	1985	More metro/nonmetro changes
1987	1986	None
1988	1987	None
1989	1988	Revised processing procedures increased income overall and reduced poverty; poverty rate changed more severely for blacks and individuals in selected age ranges
1990	1989	None
1991	1990	None
1992	1991	None
1993	1992	New population controls based on 1990 census and adjustments for the census undercount increased the poverty population; largest increases in poverty rates were for Hispanic families, families with single female householders, white children, and individuals in unrelated subfamilies
1994	1993	Survey was redesigned to improve the measurement of labor force concepts and wording of questions, and to implement a computerized questionnaire
1995	1994	None
1996	1995	Sample reduction; revised earnings topcoding—instead of topcoding earnings variables at 99,999, topcoded records 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)
1997	1996	None
1998	1997	None
1999	1998	None
2000	1999	Reweight based on Census 2000
2001	2000	Reweight based on Census 2000, expanded sample size
2002	2001	Weights based on Census 2000
2003	2002	Expanded racial categories
2004	2003	None
2005	2004	None
2006	2005	None
2007	2006	None
2008	2007	None
2009	2008	None
2010	2009	Replicate weights added to the file, retroactive to 2005
2011	2010	None
2012	2011	None

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APPENDIX H
SNAP ELIGIBILITY PARAMETERS

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Table H.1. Selected SNAP Eligibility Parameters, 1976 to 2011

Analysis Year		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		
Gross Income Eligibility		No test									<= 1.3 * Poverty Line		
Net Income Eligibility		<= Maximum SNAP Income						<= Poverty Line					
Asset Eligibility		\$1,500; \$3,000 for elderly households with at least 2 members											
Minimum Benefit		Varies by household size						\$10 for 1- and 2-person households; \$0 for all others					
Eligibility of Pure PA Households		No Automatic Eligibility			Automatically Eligible			No Automatic Eligibility					
Benefit Calculation		Benefit = maximum benefit (household size)						Benefit = maximum benefit minus 30% of net income					
SSI Cashout States		California, Wisconsin, Massachusetts											
Monthly SNAP Net Income Screen	Household Size	US	AK	HI	US	AK	HI	US	AK	HI	US	AK	HI
	1	245	307	273	262	328	286	316	397	365	390	490	450
	2	322	413	407	344	447	427	418	524	481	519	650	597
	3	433	593	580	460	633	607	520	650	598	647	810	745
	4	553	753	740	580	807	773	621	777	715	775	970	892
	5	660	893	880	687	960	920	723	904	831	904	1,130	1,040
	6	787	1,073	1,053	827	1,147	1,100	825	1,030	948	1,032	1,290	1,187
	7	873	1,187	1,167	913	1,273	1,220	926	1,157	1,065	1,180	1,450	1,335
	8	993	1,353	1,333	1,047	1,453	1,393	1,028	1,284	1,181	1,289	1,610	1,482
	additional	+ 127	+ 167	+ 166	+ 133	+ 180	+ 173	+ 102	+ 127	+ 117	+ 129	+ 160	+ 142
Monthly Maximum SNAP Allotment	Household Size	US	AK	HI	US	AK	HI	US	AK	HI	US	AK	HI
	1	50	68	66	52	72	70	63	98	84	70	108	95
	2	92	124	122	96	134	128	115	180	158	128	197	175
	3	130	178	174	138	190	182	165	258	226	183	293	250
	4	166	226	222	174	242	232	209	327	287	233	359	318
	5	198	268	264	206	288	276	248	388	341	277	426	378
	6	236	322	316	248	344	330	298	466	409	332	512	453
	7	262	356	350	274	382	366	329	515	452	367	565	501
	8	298	406	400	314	436	418	376	589	517	419	646	572
	additional	+ 38	+ 50	+ 50	+ 40	+ 54	+ 52	+ 47	+ 74	+ 65	+ 53	+ 81	+ 72

Table H.1 (continued)

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

Table H.1 (continued)

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

Table H.1 (continued)

Analysis Year		September 1994			September 1995 ^b 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		\$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 (AFDC/TANF, SSI, or GA)								
Benefit Calculation		Benefit = maximum benefit minus 30% of net income								
SSI Cashout States		California only								
Monthly SNAP Net Income Screen	Household Size	US	AK	HI	US	AK	HI	US	AK	HI
	1	581	725	670	614	767	706	623	779	718
	2	786	982	905	820	1,025	944	836	1,045	963
	3	991	1,239	1,140	1,027	1,284	1,181	1,050	1,312	1,208
	4	1,196	1,495	1,375	1,234	1,542	1,419	1,263	1,579	1,453
	5	1,401	1,752	1,610	1,440	1,800	1,656	1,476	1,845	1,698
	6	1,606	2,009	1,845	1,647	2,059	1,894	1,690	2,112	1,943
	7	1,811	2,265	2,080	1,854	2,317	2,131	1,903	2,379	2,188
	8	2,016	2,522	2,315	2,060	2,575	2,369	2,116	2,645	2,433
	additional	+ 205	+ 257	+ 235	+ 207	+ 259	+ 238	+ 214	+ 267	+ 245
Monthly Maximum SNAP Allotment	Household Size	US	AK	HI	US	AK	HI	US	AK	HI
	1	112	147	187	115	147	193	119	153	198
	2	206	271	343	212	271	354	218	280	364
	3	295	388	492	304	388	508	313	401	522
	4	375	492	625	386	492	645	397	510	663
	5	446	585	742	459	585	766	472	605	787
	6	535	702	890	550	702	919	566	726	945
	7	591	776	984	608	776	1,016	626	803	1,044
	8	676	887	1,125	695	887	1,161	716	918	1,193
additional	+ 85	+ 111	+ 141	+ 87	+ 111	+ 145	+ 90	+ 115	+ 149	

Table H.1 (continued)

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 SNAP Net Income								
SSI Cashout States		California only								
Monthly SNAP Net Income Screen	Household Size	US	AK	HI	US	AK	HI	US	AK	HI
	1	645	805	743	658	823	756	671	840	772
	2	864	1,079	994	885	1,106	1,017	905	1,131	1,040
	3	1,082	1,352	1,245	1,111	1,390	1,278	1,138	1,423	1,309
	4	1,300	1,625	1,495	1,338	1,673	1,539	1,371	1,715	1,577
	5	1,519	1,899	1,746	1,565	1,956	1,800	1,605	2,006	1,845
	6	1,737	2,172	1,997	1,791	2,240	2,060	1,838	2,298	2,114
	7	1,955	2,445	2,248	2,018	2,523	2,321	2,071	2,590	2,382
	8	2,174	2,719	2,499	2,245	2,806	2,582	2,305	2,881	2,650
	additional	+ 219	+ 274	+251	+ 227	+ 284	+ 261	+ 234	+ 292	+ 269
Monthly Maximum SNAP Benefits	Household Size	US	AK	HI	US	AK	HI	US	AK	HI
	1	120	153	198	122	154	197	125	157	197
	2	220	280	364	224	283	361	230	287	362
	3	315	401	522	321	405	517	329	412	518
	4	400	510	663	408	514	657	419	523	658
	5	475	605	787	485	611	780	497	621	781
	6	570	726	945	582	733	936	597	746	938
	7	630	803	1,044	643	810	1,035	659	824	1,036
	8	720	918	1,193	735	926	1,183	754	942	1,185
additional	+ 90	+ 115	+ 149	+92	+ 116	+ 148	+ 94	+ 118	+ 148	

Table H.1 (continued)

Analysis Year		September 2000			FY 2001			FY 2002		
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 SNAP Net Income								
SSI Cashout States		California only								
Monthly SNAP Net Income Screen	Household Size	US	AK	HI	US	AK	HI	US	AK	HI
	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
Monthly Maximum SNAP Benefits	Household Size	US	AK	HI	US	AK	HI	US	AK	HI
	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

Table H.1 (continued)

Analysis Year		FY 2003			FY 2004			FY 2005		
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 SNAP Net Income								
SSI Cashout States		California only								
Monthly SNAP Net Income Screen	Household Size	US	AK	HI	US	AK	HI	US	AK	HI
	1	739	924	850	749	935	861	776	970	892
	2	995	1,245	1,145	1,010	1,262	1,162	1,041	1,301	1,197
	3	1,252	1,565	1,440	1,272	1,590	1,463	1,306	1,633	1,502
	4	1,507	1,886	1,735	1,534	1,917	1,764	1,571	1,965	1,807
	5	1,765	2,207	2,030	1,795	2,245	2,065	1,836	2,296	2,112
	6	2,022	2,528	2,325	2,057	2,572	2,365	2,101	2,628	2,417
	7	2,279	2,849	2,620	2,319	2,900	2,666	2,366	2,960	2,722
	8	2,535	3,170	2,915	2,580	3,227	2,967	2,631	3,291	3,027
	additional	+ 257	+ 321	+295	+ 262	+ 328	+ 301	+ 265	+ 332	+ 305
Monthly Maximum SNAP Benefits	Household Size	US	AK	HI	US	AK	HI	US	AK	HI
	1	139	169	212	141	167	210	149	177	222
	2	256	309	389	259	307	386	274	324	408
	3	366	443	557	371	439	553	393	465	585
	4	465	563	707	471	558	702	499	590	742
	5	553	669	840	560	663	834	592	701	882
	6	664	803	1,008	672	795	1,001	711	841	1,058
	7	733	887	1,114	743	879	1,106	786	930	1,170
	8	838	1,014	1,273	849	1,005	1,264	898	1,063	1,337
	additional	+ 105	+ 127	+ 159	+106	+ 126	+ 158	+ 112	+ 133	+ 167

Table H.1 (continued)

Analysis Year		FY 2006			FY 2007			FY 2008		
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 SNAP Net Income								
SSI Cashout States		California only								
Monthly SNAP Net Income Screen	Household Size	US	AK	HI	US	AK	HI	US	AK	HI
	1	798	996	918	817	1,021	940	851	1,065	980
	2	1,070	1,336	1,230	1,100	1,375	1,265	1,141	1,427	1,313
	3	1,341	1,676	1,543	1,384	1,730	1,591	1,431	1,790	1,646
	4	1,613	2,016	1,855	1,667	2,084	1,917	1,721	2,152	1,980
	5	1,885	2,356	2,168	1,950	2,438	2,243	2,011	2,515	2,313
	6	2,156	2,696	2,480	2,234	2,792	2,569	2,301	2,877	2,646
	7	2,428	3,036	2,793	2,517	3,146	2,895	2,591	3,240	2,980
	8	2,700	3,376	3,105	2,800	3,500	3,220	2,881	3,602	3,313
	additional	+ 272	+ 340	+313	+ 284	+ 355	+ 326	+ 290	+ 363	+ 334
Monthly Maximum SNAP Benefits	Household Size	US	AK	HI	US	AK	HI	US	AK	HI
	1	152	181	229	155	183	240	162	194	258
	2	278	333	421	284	336	440	298	356	473
	3	399	477	602	408	482	630	426	510	678
	4	506	606	765	518	612	800	542	648	861
	5	601	720	909	615	726	950	643	770	1,022
	6	722	864	1,090	738	872	1,140	772	924	1,227
	7	798	955	1,205	816	964	1,260	853	1,021	1,356
	8	912	1,091	1,378	932	1,101	1,440	975	1,167	1,549
	additional	+ 114	+ 136	+ 172	+117	+ 138	+ 180	+ 122	+ 146	+ 194

Table H.1 (continued)

Analysis Year		October 2008 – March 2009 ^c			April 2009 – September 2009 ^c			FY 2010		
Gross Income Eligibility		<= 1.3 * Poverty Line								
Net Income Eligibility		<= Poverty Line								
Asset Eligibility		\$2,000; \$3,000 for elderly households								
Minimum Benefit		\$14 for 1- and 2-person households in contiguous U.S.; \$17 in AK; \$22 in HI; \$0 for all other household sizes			\$16 for 1- and 2-person households in contiguous U.S.; \$19 in AK; \$25 in HI; \$0 for all other household sizes					
Eligibility of Pure PA Households		Automatically Eligible (TANF, SSI, or GA)								
Benefit Calculation		Benefit = maximum benefit (household size) - .3 x SNAP Net Income								
SSI Cashout States		California only								
Monthly SNAP Net Income Screen	Household Size	US	AK	HI	US	AK	HI	US	AK	HI
	1	867	1,084	997	867	1,084	997	903	1,128	1,039
	2	1,167	1,459	1,342	1,167	1,459	1,342	1,215	1,518	1,397
	3	1,467	1,834	1,687	1,467	1,834	1,687	1,526	1,908	1,755
	4	1,767	2,209	2,032	1,767	2,209	2,032	1,838	2,298	2,114
	5	2,067	2,584	2,377	2,067	2,584	2,377	2,150	2,688	2,472
	6	2,367	2,959	2,722	2,367	2,959	2,722	2,461	3,078	2,830
	7	2,667	3,334	3,067	2,667	3,334	3,067	2,773	3,468	3,189
	8	2,967	3,709	3,412	2,967	3,709	3,412	3,085	3,858	3,547
	additional	+ 300	+ 375	+ 345	+ 300	+ 375	+ 345	+ 312	+ 390	+ 359
Monthly Maximum SNAP Benefits	Household Size	US	AK	HI	US	AK	HI	US	AK	HI
	1	176	210	276	200	239	314	200	239	314
	2	323	385	506	367	438	575	367	438	575
	3	463	552	725	526	627	824	526	627	824
	4	588	701	921	668	797	1,046	668	797	1,046
	5	698	833	1,094	793	946	1,243	793	946	1,243
	6	838	999	1,313	952	1,135	1,491	952	1,135	1,491
	7	926	1,105	1,451	1,052	1,255	1,648	1,052	1,255	1,648
	8	1,058	1,263	1,658	1,202	1,434	1,884	1,202	1,434	1,884
additional	+ 132	+ 158	+ 207	+ 150	+ 179	+ 236	+ 150	+ 179	+ 236	

Table H.1 (continued)

Analysis Year		FY 2011		
Gross Income Eligibility		<= 1.3 * Poverty Line		
Net Income Eligibility		<= Poverty Line		
Asset Eligibility		\$2,000; \$3,000 for elderly households		
Minimum Benefit		\$16 for 1- and 2-person households in contiguous U.S; \$19 in AK; \$25 in HI; \$0 for all other household sizes		
Eligibility of Pure PA Households		Automatically Eligible (TANF, SSI, or GA)		
Benefit Calculation		Benefit = maximum benefit (household size) - .3 x SNAP Net Income		
SSI Cashout States		California only		
Monthly SNAP Net Income Screen	Household Size	US	AK	HI
	1	903	1,128	1,039
	2	1,215	1,518	1,397
	3	1,526	1,908	1,755
	4	1,838	2,298	2,114
	5	2,150	2,688	2,472
	6	2,461	3,078	2,830
	7	2,773	3,468	3,189
	8	3,085	3,858	3,547
	additional	+ 312	+ 390	+ 359
Monthly Maximum SNAP Benefits	Household Size	US	AK	HI
	1	200	239	314
	2	367	438	575
	3	526	627	824
	4	668	797	1,046
	5	793	946	1,243
	6	952	1,135	1,491
	7	1,052	1,255	1,648
	8	1,202	1,434	1,884
	additional	+ 150	+ 179	+ 236

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.

^a A reduction in the maximum benefit between 1992 and 1993 was prevented by an amendment to the Food Stamp Act of 1977 (PL 102-351).

^b A reduction in the Alaska maximum benefit between 1994 and 1995 was prevented by the Federal Crop Insurance Reform and Department of Agriculture Reorganization Act of 1994 (PL 103-354).

^c The American Recovery and Reinvestment Act of 2009 (ARRA) provided for maximum and minimum allotment increases in April 2009.

Current Perspectives on SNAP Participation

Titles in this series (continued from inside front cover):

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