



# Bridging the Gaps

## Technical Report on Data and Methods

---

Heather Boushey  
with Randy Albelda and Ben Zipperer

October 2007

---

**Center for Economic and Policy Research**  
1611 Connecticut Avenue, NW, Suite 400  
Washington, D.C. 20009  
202-293-5380  
[www.cepr.net](http://www.cepr.net)



***Bridging the Gaps (BTG)*** is a multi-year, multi-state intensive research and outreach project intended to provide a full picture of public work supports in the United States. The project was led by the Center for Economic and Policy Research and the Center for Social Policy at the University of Massachusetts Boston in collaboration with organizations in nine states (Illinois, Iowa, Massachusetts, Minnesota, New York, North Carolina, Ohio, Texas, and Washington) and the District of Columbia. The conclusions presented in this report represent only the views of the authors, not necessarily the views of any of the BTG state partners.

The Bridging the Gaps state partners are:

- |                       |  |
|-----------------------|--|
| <b>Illinois</b>       | <ul style="list-style-type: none"><li>▪ Center for Urban Economic Development at the University of Illinois-Chicago</li><li>▪ Heartland Alliance</li><li>▪ Sargent Shriver National Center on Poverty Law</li></ul>                            |
| <b>Iowa</b>           | <ul style="list-style-type: none"><li>▪ Iowa Policy Project</li></ul>  |
| <b>Massachusetts</b>  | <ul style="list-style-type: none"><li>▪ Center for Social Policy, University of Massachusetts Boston</li></ul>   |
| <b>Minnesota</b>      | <ul style="list-style-type: none"><li>▪ Children’s Defense Fund Minnesota</li><li>▪ JOBS NOW Coalition</li><li>▪ Legal Services Advocacy Project</li><li>▪ Minnesota Budget Project</li><li>▪ Minnesota Community Action Association</li></ul> |
| <b>New York</b>       | <ul style="list-style-type: none"><li>▪ Fiscal Policy Institute</li></ul>  |
| <b>North Carolina</b> | <ul style="list-style-type: none"><li>▪ North Carolina Justice Center</li></ul>  |
| <b>Ohio</b>           | <ul style="list-style-type: none"><li>▪ Policy Matters Ohio</li></ul>  |
| <b>Texas</b>          | <ul style="list-style-type: none"><li>▪ Center for Public Policy Priorities</li><li>▪ Ray Marshall Center for Human Resources at the University of Texas-Austin</li></ul>  |
| <b>Washington</b>     | <ul style="list-style-type: none"><li>▪ Seattle Jobs Initiative</li></ul>  |
| <b>Washington, DC</b> | <ul style="list-style-type: none"><li>▪ DC Fiscal Policy Initiative</li></ul>  |

*More information about the project and our partners can be found at: [www.bridgingthegaps.org](http://www.bridgingthegaps.org).*

## About the Authors

*Randy Albelda* is Professor of Economics and Senior Research Fellow at the Center for Social Policy at the University of Massachusetts Boston. *Heather Boushey* is Senior Economist, *Elizabeth Chimienti* is Policy Analyst, and *Rebecca Ray* is Research Assistant at the Center for Economic and Policy Research. *Ben Zipperer* is a doctoral candidate at the University of Massachusetts Amherst.

## Acknowledgements

At CEPR, a wonderful team over many years has made this project possible. We could not have accomplished this work without any one of them. Amanda Logan coordinated the focus groups in the District of Columbia and Hubert Dixon provided facilitation. The BTG Project has had an impressive stream of interns over the past three years: Josh Lanier, Shawn Magnuson, Bianca Pander, and Marcie Weadon-Moreno all provided valuable assistance to the BTG project. We are also grateful for the help of current and former CEPR staff Rozina Ali, Alan Barber, Kathryn Bogel, Kunda Chinku, Lynn Erskine, Meghan Morgavan, Patrick McElwee, Nicole Woo, and Wei Wei. John Schmitt and Dean Baker provided insight and encouragement along the way. John also graciously provided the good jobs analysis for chapter 3.

We also thank the CSP-Bridging the Gaps team. Michelle Kahan, Barbara McGonagle Jennifer Shea, and Elaine Werby worked brilliantly to create, conduct and analyze the focus group discussions. Françoise Carré, Sheila D'Alessandro, Donna Haig Friedman, John McGah, Linda Medina, and Julia Tripp provided invaluable assistance and support.

We are grateful for initial financial support and encouragement from the Annie E. Casey Foundation and the Ford Foundation. We greatly appreciate the additional support from the McKnight Foundation, the Meyer Foundation, the Moriah Foundation, and the Stoneman Family Foundation.

# Contents

Introduction.....	1
Data and Method.....	2
Eligibility for Work Supports Across Surveys.....	13
Measuring the Hardships Gap.....	15
Hardships Gap.....	15
Eligibility Gap.....	16
Coverage Gap.....	16
Findings.....	18
Hardships Gap.....	18
Eligibility Gap.....	18
Coverage Gap.....	18
References.....	30
Appendix on Eligibility Rules.....	33



## Introduction

The Bridging the Gaps (BTG) project produces a variety of new data on how families make ends meet in nine states (Illinois, Iowa, Massachusetts, Minnesota, New York, North Carolina, Ohio, Texas, and Washington) and the District of Columbia. We focus on resources families get from earnings and six government work supports: child care assistance, the Earned Income Tax Credit (EITC), Food Stamps, housing assistance (public housing or Section 8), Medicaid and the State Child Health Insurance Program (SCHIP), and Temporary Assistance to Needy Families (TANF). Specifically, we estimate the hardships, eligibility, and coverage gaps for households in each of the nine states and District of Columbia.<sup>1</sup>

The **hardships gap** is a measure of how many families in the state are able to make ends meet and the role of public policies in helping them to bridge the gap between their earnings and their needs. To estimate the hardships gap, we calculate whether a family's income puts them below a basic family budget, even once we incorporate the work supports they receive into their family resource calculation. The amount of a family's hardships gap is the difference between their income, including all work supports, compared to costs of goods and services in their local area.

The **eligibility gap** is the share of people within each state who live below their basic family budget, but are ineligible for work supports. We estimate eligibility for work supports for each of the six programs, then see what share of families are ineligible for these benefits.

The **coverage gap** is the share of people within each state who receive each of the six work supports compared to the share of the state population eligible for these programs. Due to data limitations, we do not directly evaluate whether individuals who are eligible actually receive benefits; rather, we compare the total number of those eligible to the number receiving the work support in the nine states and District of Columbia.

This report explains the methodology and data used to measure the hardships, eligibility and coverage gaps. Further, it compares our findings to prior work.

---

<sup>1</sup> The ten BTG partner states represent aspects of the geographical, racial, and economic diversity of the United States. Our website, [www.bridgingthegaps.org](http://www.bridgingthegaps.org), has more information on each of the BTG partners.

## Data and Method

In estimating the hardships and eligibility gaps, the Bridging the Gaps (BTG) project incorporates four different kinds of data into the analysis: survey data, administrative data, family budget calculations, and eligibility rules for work support programs.

### Survey Data

To determine who is eligible for work supports, we map program eligibility rules onto survey data. The survey data come from the Survey of Income and Program Participation (SIPP) for all nine states and the Current Population Survey's Annual Social and Economic Supplement (ASEC) for the District of Columbia. In order to determine whether the choice of survey affects our findings, we also map the work support eligibility rules onto the ASEC for all states, not just the District of Columbia, and the Urban Institute's National Survey of American Families (NSAF) for the five states in our study that were oversampled in the survey, Massachusetts, Minnesota, New York, Texas, and Washington.

Each of these three surveys is representative of the U.S. non-institutionalized population, including the elderly, children, disabled people, and any others not in the military or an institutional setting. The SIPP is a three-year panel, beginning in 2001, with individuals interviewed every four months; the NSAF was conducted in 2002; and the ASEC is conducted annually each March and we use the data from the 2002 through 2006 surveys, which cover calendar years 2001 through 2005.

Of the three surveys, the SIPP includes the most comprehensive set of variables for determining program eligibility. There are questions on assets, year of immigration into the United States, and expenditures on child care, health care (both out of pocket and premiums), and rental payments. The SIPP also provides sub-annual data, which is important for program eligibility since many families cycle in-and-out of poverty over the course of a year (Iceland 2003).

The ASEC is the survey that policymakers typically look to when tracking income and poverty. Since it is an annual survey, it allows a comparison across years to see if applying the benefit program eligibility rules to various survey years substantively alters the findings. However, it does not provide sub-annual data and the relatively long recall period (over a year) means that people often do not report all of their program participation. Further, the ASEC does not provide data on assets, child care, medical, or housing expenses, which are all important elements in determining eligibility for work support programs.

The NSAF also includes many questions that help establish work support eligibility and is a good source of data for the states for which they provided an oversample sufficiently large to do state-based analysis. However, the NSAF provides only annual data and only includes one child per household, making the child care analysis impossible to do. Further, it does not include sub-state geography, making it impossible to code the housing assistance rules or to match families to a metropolitan area family budget, both of which vary by metropolitan and non-metropolitan areas. We have not included NSAF-based results in this report; they are available from the authors upon request.



While the SIPP is the preferred survey in terms of content, it was not designed to be appropriate for state-level analysis and the sample size may be insufficient for small states. The Census Bureau provides experimental state weights for the 1996 panel, which we evaluated and determined that analysis could be conducted at the state level for the largest states (Boushey 2005). This analysis shows that tabulations using the state weights did not differ greatly from those using the person weights, with the exception of the District of Columbia. However, given the complexity of this analysis, we interpret point estimates for all states with caution.

Because of the SIPP's small sample size, we use data from the ASEC, rather than the SIPP for the District of Columbia (Table 1). In doing so, we lose information on assets, which are included in the SIPP, but not the ASEC. Since child care assistance, the EITC, and housing assistance do not include asset requirements, the SIPP and the ASEC tend to give similar results. However, in the cases Food Stamps, Medicaid/SCHIP and TANF, asset requirements are important and significant determinants of eligibility. To address this, we estimate an adjustment factor to apply to the ASEC-generated eligibility rate in the District of Columbia for these three work supports. The adjustment factor is a nationwide estimate of the difference in estimated eligibility based on the District's rules using the SIPP and the ASEC. To generate this, we map the District's eligibility rules onto individuals in the SIPP and the ASEC who report living in any metropolitan area of the United States. We then compare the difference in the resulting eligibility rate from the two surveys. Since this difference can be attributed to differences in the information that the two surveys gather, we adjust the District of Columbia's estimates from the ASEC by this factor.

**TABLE 1**  
**Comparing Observations Across States and Surveys**

	Distribution of un-weighted observations across states			
	SIPP		ASEC	
	Observations	Share of total	Observations	Share of total
District of Columbia	6,456	0.8	6,948	4.2
Illinois	113,938	14.0	21,246	12.8
Iowa	26,302	3.2	10,552	6.4
Massachusetts	49,719	6.1	10,476	6.3
Minnesota	50,318	6.2	13,224	8.0
New York	157,917	19.4	28,807	17.4
North Carolina	74,532	9.2	12,857	7.8
Ohio	98,139	12.1	17,954	10.8
Texas	184,956	22.7	32,728	19.8
Washington	52,430	6.4	10,956	6.6
Total	814,707	100.0	165,748	100.0

Source: Bridging the Gaps project analysis of SIPP 2001-03 panel and the ASEC for survey years 2004-06.

## Administrative Data

To determine the population served, the BTG project uses administrative counts of the average number of units served per month by each work support. Programs cover particular eligible populations, so the unit of analysis differs across administrative programs: for child care, the unit of analysis is the number of children under age 13 served; for EITC, the unit of analysis is tax filers; for housing assistance, the unit of analysis is the number of households served; and for Food Stamps, Medicaid/SCHIP and TANF, the unit of analysis is the number of people served. CEPR, in conjunction with BTG partners, gathered this data from available sources online, usually the government agency responsible for administering the program. Table 2 shows the sources of the administrative data for each work support, by state.

**TABLE 2**  
**Source of Administrative Counts, by State**

Program	Admin. Count	Population Definition	Data Year	Source
<b>District of Columbia</b>				
Childcare	7,222	Under Age 13	FY 2005	Washington, DC. Department of Human Services. Office of Early Childhood Development. By Ellen Yung-Fatah, Deputy Administrator for Programs. Email to Ed Lazare. 1 June, 2007.
EITC	47,826	Tax Filers	2004	Metropolitan Policy Program. Brookings Institute. 7 Sept. 2007 < <a href="http://www.brookings.edu/metro/eitc_legislativedistricts.htm">http://www.brookings.edu/metro/eitc_legislativedistricts.htm</a> >.
Food Stamps	88,799	Persons	2005	United States. Department of Agriculture. Food and Nutrition Service. Food Stamp Program: Average Monthly Participation (persons). 29 Aug 2007. 7 Sept. 2007. < <a href="http://www.fns.usda.gov/pd/15fsfypart.htm">http://www.fns.usda.gov/pd/15fsfypart.htm</a> >.
Housing Assistance	16,900	Households	2006-7	United States. Department of Housing and Urban Development. Resident Characteristics Report. 7 Sept. 2007 < <a href="https://pic.hud.gov/pic/RCRPublic/rcrmain.asp">https://pic.hud.gov/pic/RCRPublic/rcrmain.asp</a> >.
Medicaid/SCHIP	165,959	Persons	2006	Washington DC. Department of Health. DC Medical Assistance Administration. Medical Assistance Enrollment Report. June 2006. 7 Sept. 2007 < <a href="http://doh.dc.gov/doh/cwp/view,a,1371,q,602283.asp">http://doh.dc.gov/doh/cwp/view,a,1371,q,602283.asp</a> >.
TANF	41,000	Persons	2005	United States. US Census Bureau. Social Insurance & Human Services: Supplemental Security Income, Temporary Assistance to Needy Families. 22 Dec. 2006. 7 Sept. 2007 < <a href="http://www.census.gov/compendia/statab/social_insurance_human_services/supplemental_sec">http://www.census.gov/compendia/statab/social_insurance_human_services/supplemental_sec</a> >.
<b>Illinois</b>				
Childcare	197,700	Under Age 13	FY 2005	Illinois. Department of Human Services. 2005 Report of Illinois Child Care. 13 Sept. 2007 < <a href="http://www.dhs.state.il.us/dco/ChildCareReport2005.asp#a_toc6">http://www.dhs.state.il.us/dco/ChildCareReport2005.asp#a_toc6</a> >.
EITC	843,305	Tax Filers	2004	Metropolitan Policy Program. Brookings Institute. 7 Sept. 2007 < <a href="http://www.brookings.edu/metro/eitc_legislativedistricts.htm">http://www.brookings.edu/metro/eitc_legislativedistricts.htm</a> >.
Food Stamps	1,158,271	Persons	2005	United States. Department of Agriculture. Food and Nutrition Service. Food Stamp Program: Average Monthly Participation (persons). 29 Aug 2007. 7 Sept. 2007. < <a href="http://www.fns.usda.gov/pd/15fsfypart.htm">http://www.fns.usda.gov/pd/15fsfypart.htm</a> >.
Housing Assistance	106,886	Households	2006-7	United States. Department of Housing and Urban Development. Resident Characteristics Report. 7 Sept. 2007 < <a href="https://pic.hud.gov/pic/RCRPublic/rcrmain.asp">https://pic.hud.gov/pic/RCRPublic/rcrmain.asp</a> >.
Medicaid/SCHIP	1,929,200	Persons	2006	United States. Department of Health and Human Services. Centers for Medicare & Medicaid Services. Finance, Systems, and Budget Group. 2006 Medicaid Managed Care Enrollment Report Summary Statistics as of June 30, 2006. 30 June, 2006. 7 Sept. 2007 < <a href="http://">http://</a> >
TANF	96,000	Persons	2005	United States. US Census Bureau. Social Insurance & Human Services: Supplemental Security Income, Temporary Assistance to Needy Families. 22 Dec. 2006. 7 Sept. 2007 < <a href="http://www.census.gov/compendia/statab/social_insurance_human_services/supplemental_sec">http://www.census.gov/compendia/statab/social_insurance_human_services/supplemental_sec</a> >.

(TABLE 2, continued)

Program	Admin. Count	Population Definition	Data Year	Source
<b>Iowa</b>				
Childcare	17,900	Under Age 13	FY 2005	United States. Department of Health and Human Services. Table 1: Child Care and Development Fund Average Monthly Adjusted Number of Families and Children Served (FFY 2005). 1 June, 2007. 7 Sept. 2007 < <a href="http://www.acf.hhs.gov/programs/ccb/data/ccdf_data/05a">http://www.acf.hhs.gov/programs/ccb/data/ccdf_data/05a</a> >
EITC	168,361	Tax Filers	2004	Metropolitan Policy Program. Brookings Institute. 7 Sept. 2007 < <a href="http://www.brookings.edu/metro/eitc_legislativedistricts.htm">http://www.brookings.edu/metro/eitc_legislativedistricts.htm</a> >.
Food Stamps	206,696	Persons	2005	United States. Department of Agriculture. Food and Nutrition Service. Food Stamp Program: Average Monthly Participation (persons). 29 Aug 2007. 7 Sept. 2007. < <a href="http://www.fns.usda.gov/pd/15fsfypart.htm">http://www.fns.usda.gov/pd/15fsfypart.htm</a> >.
Housing Assistance	24,790	Households	2006-7	United States. Department of Housing and Urban Development. Resident Characteristics Report. 7 Sept. 2007 < <a href="https://pic.hud.gov/pic/RCRPublic/rcrmain.asp">https://pic.hud.gov/pic/RCRPublic/rcrmain.asp</a> >.
Medicaid/SCHIP	295,975	Persons	2005	Bridging the Gaps in Iowa. June, 2007. The Iowa Policy Project. 13 Sept. 2007 < <a href="http://iowapolicyproject.org/2007docs/070626-BTG_Report.pdf">http://iowapolicyproject.org/2007docs/070626-BTG_Report.pdf</a> >. and Iowa. Department of Human Services. Medicaid Management Information System. Title XIX Report of Expenditures.
TANF	42,000	Persons	2005	United States. US Census Bureau. Social Insurance & Human Services: Supplemental Security Income, Temporary Assistance to Needy Families. 22 Dec. 2006. 7 Sept. 2007 < <a href="http://www.census.gov/compendia/statab/social_insurance_human_services/supplemental_sec">http://www.census.gov/compendia/statab/social_insurance_human_services/supplemental_sec</a> >
<b>Massachusetts</b>				
Childcare	64,645	Under Age 13	FY 2004	United States. Department of Health & Human Services. Administration for Children & Families. Office of Head Start. Fiscal Year 2006. 12 Sept. 2007. 13 Sept. 2007 < <a href="http://www.acf.hhs.gov/programs/hsb/research/2006.htm">http://www.acf.hhs.gov/programs/hsb/research/2006.htm</a> >. and "Data Report 2004." Massachusetts
EITC	304,136	Tax Filers	2004	Metropolitan Policy Program. Brookings Institute. 7 Sept. 2007 < <a href="http://www.brookings.edu/metro/eitc_legislativedistricts.htm">http://www.brookings.edu/metro/eitc_legislativedistricts.htm</a> >.
Food Stamps	368,122	Persons	2005	United States. Department of Agriculture. Food and Nutrition Service. Food Stamp Program: Average Monthly Participation (persons). 29 Aug 2007. 7 Sept. 2007. < <a href="http://www.fns.usda.gov/pd/15fsfypart.htm">http://www.fns.usda.gov/pd/15fsfypart.htm</a> >.
Housing Assistance	94,706	Households	2006-7	United States. Department of Housing and Urban Development. Resident Characteristics Report. 7 Sept. 2007 < <a href="https://pic.hud.gov/pic/RCRPublic/rcrmain.asp">https://pic.hud.gov/pic/RCRPublic/rcrmain.asp</a> >.
Medicaid/SCHIP	750,562	Persons	2004	Massachusetts. MassHealth. 1115 Demonstration Project Annual Report SFY2004. 27 Feb. 2004. 12 Sept. 2007 < <a href="http://www.mass.gov/Eeohhs2/docs/masshealth/research/1115_2003-demoar.pdf">http://www.mass.gov/Eeohhs2/docs/masshealth/research/1115_2003-demoar.pdf</a> >.
TANF	107,000	Persons	2004	United States. US Census Bureau. Social Insurance & Human Services: Supplemental Security Income, Temporary Assistance to Needy Families. 22 Dec. 2006. 7 Sept. 2007 < <a href="http://www.census.gov/compendia/statab/social_insurance_human_services/supplemental_sec">http://www.census.gov/compendia/statab/social_insurance_human_services/supplemental_sec</a> >
<b>Minnesota</b>				
Childcare	34,060	Under Age 13	FY 2004	Minnesota. Department of Human Services. Email to Carrie Thomas, Jobs Now Coalition Minnesota. "Data comments." Email to Heather Boushey. 4 Sept. 2007.
EITC	255,356	Tax Filers	2004	Metropolitan Policy Program. Brookings Institute. 7 Sept. 2007 < <a href="http://www.brookings.edu/metro/eitc_legislativedistricts.htm">http://www.brookings.edu/metro/eitc_legislativedistricts.htm</a> >.
Food Stamps	259,937	Persons	2005	United States. Department of Agriculture. Food and Nutrition Service. Food Stamp Program: Average Monthly Participation (persons). 29 Aug 2007. 7 Sept. 2007. < <a href="http://www.fns.usda.gov/pd/15fsfypart.htm">http://www.fns.usda.gov/pd/15fsfypart.htm</a> >.
Housing Assistance	49,005	Households	2006-7	United States. Department of Housing and Urban Development. Resident Characteristics Report. 7 Sept. 2007 < <a href="https://pic.hud.gov/pic/RCRPublic/rcrmain.asp">https://pic.hud.gov/pic/RCRPublic/rcrmain.asp</a> >.
Medicaid/SCHIP	624,683	Persons	2005	Minnesota. Department of Human Services. Reports and Forecasts. 11 July, 2007. 7 Sept. 2007 < <a href="http://www.dhs.state.mn.us/main/idcplg?IdcService=GET_DYNAMIC_CONVERSION&amp;RevisionSelectionMethod=LatestReleased&amp;dDocName=id_016358">http://www.dhs.state.mn.us/main/idcplg?IdcService=GET_DYNAMIC_CONVERSION&amp;RevisionSelectionMethod=LatestReleased&amp;dDocName=id_016358</a> >.
TANF	112,970	Persons	2005	Minnesota. Department of Human Services. Reports and Forecasts Division. Family Self-Sufficiency and Health Care Program Statistics: Data reflecting the 2005 average monthly persons on MFIP plus the 2005 average monthly persons on the DWP. Dec. 2006.

(TABLE 2, continued)

Program	Admin. Count	Population Definition	Data Year	Source
<b>New York</b>				
Childcare	127,600	Under Age 13	FY 2005	United States. Department of Health and Human Services. Table 1: Child Care and Development Fund Average Monthly Adjusted Number of Families and Children Served (FFY 2005). 1 June 2007. 7 Sept. 2007 < <a href="http://www.acf.hhs.gov/programs/ccb/data/ccdf_data/05ac">http://www.acf.hhs.gov/programs/ccb/data/ccdf_data/05ac</a> >
EITC	1,449,486	Tax Filers	2004	Metropolitan Policy Program. Brookings Institute. 7 Sept. 2007 < <a href="http://www.brookings.edu/metro/eitc_legislativedistricts.htm">http://www.brookings.edu/metro/eitc_legislativedistricts.htm</a> >.
Food Stamps	1,754,861	Persons	2005	United States. Department of Agriculture. Food and Nutrition Service. Food Stamp Program: Average Monthly Participation (persons). 29 Aug 2007. 7 Sept. 2007. < <a href="http://www.fns.usda.gov/pd/15fsfypart.htm">http://www.fns.usda.gov/pd/15fsfypart.htm</a> >.
Housing Assistance	371,759	Households	2006-7	United States. Department of Housing and Urban Development. Resident Characteristics Report. 7 Sept. 2007 < <a href="https://pic.hud.gov/pic/RCRPublic/rcrmain.asp">https://pic.hud.gov/pic/RCRPublic/rcrmain.asp</a> >.
Medicaid/SCHIP	4,560,432	Persons	2006	New York State. Department of Health. Monthly Average Number of Medicaid Eligibles by Category of Eligibility by Social Service District - Calendar Year 2006. 16 March, 2007. 7 Sept. 2007 < <a href="http://www.health.state.ny.us/nysdoh/medstat/el2006/2006-cy_eligib">http://www.health.state.ny.us/nysdoh/medstat/el2006/2006-cy_eligib</a> >
Temporary Assistance	615,469	Persons	2005	United States. US Census Bureau. Social Insurance & Human Services: Supplemental Security Income, Temporary Assistance to Needy Families. 22 Dec. 2006. 7 Sept. 2007 < <a href="http://www.census.gov/compendia/statab/social_insurance_human_services/supplemental_sec">http://www.census.gov/compendia/statab/social_insurance_human_services/supplemental_sec</a> >
<b>North Carolina</b>				
Childcare	104,300	Under Age 13	FY 2005	United States. Department of Health and Human Services. Table 1: Child Care and Development Fund Average Monthly Adjusted Number of Families and Children Served (FFY 2005). 1 June 2007. 7 Sept. 2007 < <a href="http://www.acf.hhs.gov/programs/ccb/data/ccdf_data/05ac">http://www.acf.hhs.gov/programs/ccb/data/ccdf_data/05ac</a> >
EITC	747,394	Tax Filers	2004	Metropolitan Policy Program. Brookings Institute. 7 Sept. 2007 < <a href="http://www.brookings.edu/metro/eitc_legislativedistricts.htm">http://www.brookings.edu/metro/eitc_legislativedistricts.htm</a> >.
Food Stamps	799,747	Persons	2005	United States. Department of Agriculture. Food and Nutrition Service. Food Stamp Program: Average Monthly Participation (persons). 29 Aug 2007. 7 Sept. 2007. < <a href="http://www.fns.usda.gov/pd/15fsfypart.htm">http://www.fns.usda.gov/pd/15fsfypart.htm</a> >.
Housing Assistance	84,703	Households	2006-7	United States. Department of Housing and Urban Development. Resident Characteristics Report. 7 Sept. 2007 < <a href="https://pic.hud.gov/pic/RCRPublic/rcrmain.asp">https://pic.hud.gov/pic/RCRPublic/rcrmain.asp</a> >.
Medicaid/SCHIP	1,299,624	Persons	2006	United States. Department of Health and Human Services. Centers for Medicare & Medicaid Services. Finance, Systems, and Budget Group. 2006 Medicaid Managed Care Enrollment Report Summary Statistics as of June 30, 2006. 30 June, 2006.
TANF	64,000	Persons	2005	United States. US Census Bureau. Social Insurance & Human Services: Supplemental Security Income, Temporary Assistance to Needy Families. 22 Dec. 2006. 7 Sept. 2007 < <a href="http://www.census.gov/compendia/statab/social_insurance_human_services/supplemental_sec">http://www.census.gov/compendia/statab/social_insurance_human_services/supplemental_sec</a> >
<b>Ohio</b>				
Childcare	46,600	Under Age 13	FY 2005	United States. Department of Health and Human Services. Table 1: Child Care and Development Fund Average Monthly Adjusted Number of Families and Children Served (FFY 2005). 1 June 2007. 7 Sept. 2007 < <a href="http://www.acf.hhs.gov/programs/ccb/data/ccdf_data/05ac">http://www.acf.hhs.gov/programs/ccb/data/ccdf_data/05ac</a> >
EITC	781,477	Tax Filers	2004	Metropolitan Policy Program. Brookings Institute. 7 Sept. 2007 < <a href="http://www.brookings.edu/metro/eitc_legislativedistricts.htm">http://www.brookings.edu/metro/eitc_legislativedistricts.htm</a> >.
Food Stamps	1,081,768	Persons	2005	Ohio. Department of Job & Family Services. Feb. 24 2006.
Housing Assistance	124,775	Households	2006-7	United States. Department of Housing and Urban Development. Resident Characteristics Report. 7 Sept. 2007 < <a href="https://pic.hud.gov/pic/RCRPublic/rcrmain.asp">https://pic.hud.gov/pic/RCRPublic/rcrmain.asp</a> >.
Medicaid/SCHIP	1,711,152	Persons	2005	United States. Department of Health and Human Services. Centers for Medicare & Medicaid Services. Finance, Systems, and Budget Group. Medicaid Managed Care Enrollment Report as of June 30, 2005. 30 June, 2007. 7 Sept. 2007 < <a href="http://www.cms.hhs.gov/Medicaid">http://www.cms.hhs.gov/Medicaid</a> >
TANF	185,362	Persons	2005	Ohio. Department of Job & Family Services. 24 Feb. 2006.

(TABLE 2, continued)

Program	Admin. Count	Population Definition	Data Year	Source
<b>Texas</b>				
Childcare	119,000	Under Age 13	FY 2004	United States. Department of Health and Human Services. Table 1: Child Care and Development Fund Average Monthly Adjusted Number of Families and Children Served (FFY 2004). 9 Jan. 2007. 7 Sept. 2007 < <a href="http://www.acf.hhs.gov/programs/ccb/data/ccdf_data/04ac">http://www.acf.hhs.gov/programs/ccb/data/ccdf_data/04ac</a> >
EITC	2,170,155	Tax Filers	2004	Metropolitan Policy Program. Brookings Institute. 7 Sept. 2007 < <a href="http://www.brookings.edu/metro/eitc_legislativedistricts.htm">http://www.brookings.edu/metro/eitc_legislativedistricts.htm</a> >.
Food Stamps	2,441,975	Persons	2005	United States. Department of Agriculture. Food and Nutrition Service. Food Stamp Program: Average Monthly Participation (persons). 29 Aug 2007. 7 Sept. 2007. < <a href="http://www.fns.usda.gov/pd/15fsfypart.htm">http://www.fns.usda.gov/pd/15fsfypart.htm</a> >.
Housing Assistance	177,921	Households	2006-7	United States. Department of Housing and Urban Development. Resident Characteristics Report. 7 Sept. 2007 < <a href="https://pic.hud.gov/pic/RCRPublic/rcrmain.asp">https://pic.hud.gov/pic/RCRPublic/rcrmain.asp</a> >.
Medicaid/SCHIP	2,692,012	Persons	2004	United States. Department of Health and Human Services. Centers for Medicare & Medicaid Services. Finance, Systems, and Budget Group. 2004 Medicaid Managed Care Enrollment Report. 30 June, 2004. 7 Sept. 2007 < <a href="http://www.cms.hhs.gov/MedicaidDataSourcesGenl">http://www.cms.hhs.gov/MedicaidDataSourcesGenl</a> >
TANF	237,000	Persons	2004	United States. US Census Bureau. Social Insurance & Human Services: Supplemental Security Income, Temporary Assistance to Needy Families. 22 Dec. 2006. 7 Sept. 2007 < <a href="http://www.census.gov/compendia/statab/social_insurance_human_services/supplemental_secur">http://www.census.gov/compendia/statab/social_insurance_human_services/supplemental_secur</a> >
<b>Washington</b>				
Childcare	54,900	Under Age 13	FY 2005	United States. Department of Health and Human Services. Table 1: Child Care and Development Fund Average Monthly Adjusted Number of Families and Children Served (FFY 2005). 1 June 2007. 7 Sept. 2007 < <a href="http://www.acf.hhs.gov/programs/ccb/data/ccdf_data/05ac">http://www.acf.hhs.gov/programs/ccb/data/ccdf_data/05ac</a> >
EITC	350,241	Tax Filers	2004	Metropolitan Policy Program. Brookings Institute. 7 Sept. 2007 < <a href="http://www.brookings.edu/metro/eitc_legislativedistricts.htm">http://www.brookings.edu/metro/eitc_legislativedistricts.htm</a> >.
Food Stamps	513,069	Persons	2005	United States. Department of Agriculture. Food and Nutrition Service. Food Stamp Program: Average Monthly Participation (persons). 29 Aug 2007. 7 Sept. 2007. < <a href="http://www.fns.usda.gov/pd/15fsfypart.htm">http://www.fns.usda.gov/pd/15fsfypart.htm</a> >.
Housing Assistance	36,062	Households	2006-7	United States. Department of Housing and Urban Development. Resident Characteristics Report. 7 Sept. 2007 < <a href="https://pic.hud.gov/pic/RCRPublic/rcrmain.asp">https://pic.hud.gov/pic/RCRPublic/rcrmain.asp</a> >.
Medicaid/SCHIP	1,064,926	Persons	2005	United States. Department of Health and Human Services. Centers for Medicare & Medicaid Services. Finance, Systems, and Budget Group. Medicaid Managed Care Enrollment Report as of June 30, 2005. 30 June, 2007. 7 Sept. 2007 < <a href="http://www.cms.hhs.gov/Medicaid">http://www.cms.hhs.gov/Medicaid</a> >
TANF	136,951	Persons	2005	United States. US Census Bureau. Social Insurance & Human Services: Supplemental Security Income, Temporary Assistance to Needy Families. 22 Dec. 2006. 7 Sept. 2007 < <a href="http://www.census.gov/compendia/statab/social_insurance_human_services/supplemental_secur">http://www.census.gov/compendia/statab/social_insurance_human_services/supplemental_secur</a> >

Source: Bridging the Gaps Project.

The BTG project uses administrative counts, rather than estimating this from the survey data, because survey respondents typically under-report work supports, compared to the administrative data. Table 3 shows the share reporting each work support, by state. The shares are estimated using the relevant population, as outlined in Table 2. Typically, work supports are found to be under-reported, except in the case of housing subsidies, where people often over-report this benefit. The rate of under- or over-reporting can be used to adjust the survey data to provide a more accurate picture of the coverage by work support programs.

**TABLE 3**  
**Reporting of Work Supports, by State (Shares by Program Population)**

	Administrative Data/ Population (Percent)	Share Reporting Receiving, by Survey (Percent)		
		SIPP 2001-3	ASEC 2001-3	ASEC 2003-5
<b>District of Columbia</b>				
Childcare	8.01	0.00	4.10	2.50
standard error		0.00	0.61	0.45
EITC	18.00	6.70	n/a	n/a
standard error		0.46	n/a	n/a
Food Stamps	15.26	6.80	11.20	12.2
standard error		0.32	0.40	0.39
Housing	6.08	6.10	8.20	10.20
standard error		0.48	0.49	0.53
Medicaid/SCHIP	28.74	13.50	17.50	19.30
standard error		0.44	0.48	0.47
TANF	7.04	0.80	1.90	1.80
standard error		0.11	0.17	0.16
<b>Illinois</b>				
Childcare	7.90	1.90	4.40	2.70
standard error		0.09	0.28	0.23
EITC	15.04	7.00	n/a	n/a
standard error		0.12	n/a	n/a
Food Stamps	9.07	5.50	6.60	6.50
standard error		0.07	0.16	0.17
Housing	2.08	3.30	4.50	3.70
standard error		0.09	0.23	0.22
Medicaid/SCHIP	15.25	8.80	8.50	8.90
standard error		0.09	0.18	0.20
TANF	0.75	0.90	0.60	0.40
standard error		0.03	0.05	0.04
<b>Iowa</b>				
Childcare	3.52	0.00	2.80	4.50
standard error		0.00	0.33	0.41
EITC	12.84	4.80	n/a	n/a
standard error		0.20	n/a	n/a
Food Stamps	6.97	3.00	5.00	6.80
standard error		0.11	0.21	0.25
Housing	1.90	4.00	3.90	3.20
standard error		0.19	0.31	0.28
Medicaid/SCHIP	9.98	6.40	9.40	10.8
standard error		0.16	0.29	0.30
TANF	1.42	0.80	0.50	0.70
standard error		0.06	0.07	0.08

(TABLE 3, Continued)

	Administrative Data/ Population (Percent)	Share Reporting Receiving, by Survey (Percent)		
		SIPP 2001-3	ASEC 2001-3	ASEC 2003-5
<b>Massachusetts</b>				
Childcare	5.76	0.00	2.80	1.60
standard error		0.00	0.31	0.26
EITC	10.2	3.40	n/a	n/a
standard error		0.13	n/a	n/a
Food Stamps	5.72	3.0	4.30	4.60
standard error		0.08	0.19	0.21
Housing	3.52	9.30	8.40	9.20
standard error		0.21	0.42	0.47
Medicaid/SCHIP	11.66	11.70	12.00	13.00
standard error		0.15	0.30	0.33
TANF	1.66	1.00	0.80	0.60
standard error		0.05	0.08	0.08
<b>Minnesota</b>				
Childcare	3.62	3.50	3.10	3.20
standard error		0.19	0.32	0.31
EITC	10.83	3.90	n/a	n/a
standard error		0.13	n/a	n/a
Food Stamps	5.07	2.60	3.70	3.90
standard error		0.07	0.17	0.17
Housing	2.18	6.10	4.30	4.90
standard error		0.17	0.31	0.32
Medicaid/SCHIP	12.18	8.10	8.70	8.80
standard error		0.13	0.26	0.25
TANF	2.20	1.20	0.90	0.90
standard error		0.05	0.09	0.08
<b>New York</b>				
Childcare	3.67	2.10	2.40	2.10
standard error		0.09	0.18	0.18
EITC	17.29	5.10	n/a	n/a
standard error		0.09	n/a	n/a
Food Stamps	9.09	7.20	7.70	8.80
standard error		0.07	0.15	0.17
Housing	4.73	7.70	8.50	7.90
standard error		0.11	0.26	0.26
Medicaid/SCHIP	23.61	13.90	14.00	16.20
standard error		0.09	0.19	0.22
Temporary Assistance	3.19	1.70	1.10	1.10
standard error		0.03	0.06	0.06

(TABLE 3, Continued)

	Administrative Data/ Population (Percent)	Share Reporting Receiving, by Survey (Percent)		
		SIPP 2001-3	ASEC 2001-3	ASEC 2003-5
<b>North Carolina</b>				
Childcare	6.29	5.70	3.40	3.30
standard error		0.22	0.33	0.33
EITC	20.43	5.60	n/a	n/a
standard error		0.13	n/a	n/a
Food Stamps	9.22	5.10	7.20	7.90
standard error		0.08	0.23	0.24
Housing	2.15	3.60	4.50	3.90
standard error		0.11	0.29	0.28
Medicaid/SCHIP	15.23	9.60	12.5	13.2
standard error		0.11	0.29	0.30
TANF	0.74	0.70	0.50	0.50
standard error		0.03	0.06	0.06
<b>Ohio</b>				
Childcare	2.22	2.90	3.60	4.00
standard error		0.13	0.28	0.30
EITC	14.62	6.60	n/a	n/a
standard error		0.12	n/a	n/a
Food Stamps	9.43	6.70	6.80	8.20
standard error		0.08	0.18	0.21
Housing	2.49	4.00	4.10	4.70
standard error		0.10	0.24	0.26
Medicaid/SCHIP	14.92	9.5	9.90	11.80
standard error		0.10	0.22	0.24
TANF	1.62	1.40	0.90	0.90
standard error		0.04	0.07	0.07
<b>Texas</b>				
Childcare	2.43	2.80	1.70	1.70
standard error		0.08	0.15	0.14
EITC	23.73	13.40	n/a	n/a
standard error		0.13	n/a	n/a
Food Stamps	10.65	8.00	8.80	10.00
standard error		0.07	0.16	0.17
Housing	1.97	4.10	2.70	3.00
standard error		0.08	0.16	0.16
Medicaid/SCHIP	11.95	12.00	9.90	11.20
standard error		0.08	0.17	0.18
TANF	1.05	1.60	0.50	0.50
standard error		0.03	0.04	0.04



(TABLE 3, Continued)

	Administrative Data/ Population (Percent)	Share Reporting Receiving, by Survey (Percent)		
		SIPP 2001-3	ASEC 2001-3	ASEC 2003-5
<b>Washington</b>				
Childcare	4.87	9.00	5.70	6.40
standard error		0.31	0.46	0.49
EITC	12.65	3.40	n/a	n/a
standard error		0.12	n/a	n/a
Food Stamps	8.15	4.60	7.60	8.50
standard error		0.09	0.25	0.27
Housing	1.36	3.50	4.00	3.70
standard error		0.13	0.31	0.30
Medicaid/SCHIP	16.93	11.50	11.50	11.40
standard error		0.14	0.30	0.30
TANF	2.18	0.90	1.30	1.00
standard error		0.04	0.11	0.10

Source: Bridging the Gaps Project analysis of the SIPP 2001-2003 panel and ASEC for survey years 2002-2006.

## Family Budgets

Our analysis of the hardships gap builds on the family budgets generated by the Economic Policy Institute (EPI) (Allegretto 2005, Bernstein, Brocht and Spade-Aguilar 2000, Boushey, et al. 2001). EPI generates a family budget for each state's metropolitan areas and one statewide rural budget. The budgets are generated for six family types: one or two parent families with one to three children under the age of 12. The budgets include estimates of local costs for child care, food, health care, housing, taxes, transportation, and some miscellaneous items. As described in EPI's work on this, the budgets only includes basic items and are based on the minimum amount a family would have to spend to reach a basic, no frills, standard of living. In addition, we generate family budgets for single and two-adult families with no children using EPI's methodology. We merge the EPI/CEPR family budgets onto the SIPP by family type, metropolitan or rural area, and state.

There are three basic differences between our estimates of the number of people living below a basic family budget and EPI's. First, we use the SIPP data, which has monthly, rather than annual, estimates of family income. Second, we apply the budgets to families with children up to age 12, rather than up to age 11, as EPI does. The child care work supports often include children up to age 12 and since we are interested in child care work supports, we include those families in our estimates. Finally, in the SIPP, smaller metropolitan areas are not identified to protect the confidentiality of respondents. So as to not exclude all individuals in smaller metropolitan areas, we calculate the median family budget costs across the smaller cities that are not identified in the survey and then assign this value to individuals who report living in a metropolitan area, but do not have a specific areas identified in the survey. For example, in Minnesota, the SIPP identifies only Minneapolis/St. Paul; respondents who report living in a metropolitan area, but not Minneapolis/St. Paul, get the family budgets for Fargo-Moorhead because it has the median budget for metropolitan areas outside of Minneapolis/St. Paul. (A list of which metropolitan areas were assigned is available from the author.)

In five of the BTG states, Iowa, Massachusetts, Minnesota, North Carolina, and Washington, our state partners provided state-specific budgets for use in their state-level reports. For these states, we estimate the hardships gap using both the CEPR/EPI family budgets and their state-specific budgets. More information on their budget methodologies can be found at:

- Iowa: JOBS NOW Iowa self-sufficiency budget (forthcoming)
- Massachusetts: Massachusetts Family Economic Self-Sufficiency Standard (<http://www.liveworkthrive.org/calculator.php>)
- Minnesota: JOBS NOW Family Wage & Budget Calculator (<http://www.jobsnowcoalition.org/costofliving>)
- North Carolina: Living Income Standard (<http://www.ncjustice.org/publications/lis.php?year=2003&county=Urban&submit=Search>)
- Washington: The Self-Sufficiency Standard for Washington State (<http://www.seekingwdc.org/pdf/sscalculator/wassr.pdf>)

The state-specific budgets may have different family types than our CEPR/EPI budgets and we adjust our definition of family types accordingly to estimate the state-specific hardships gaps.

### **Work Support Eligibility Rules**

The BTG state partners, working with CEPR, gathered the work support eligibility rules. The rules were compiled from government sources as well as non-governmental sources, including information from advocates and providers. We collected all of the eligibility rules we could, including those related to income thresholds, asset limitations, citizen status, and work requirements.

The one exception is the EITC where we used the National Bureau of Economic Research's online TAXSIM model to estimate who was eligible for the federal and state, if applicable, EITC in each of the surveys that we use in this project. Thus, we only applied the TAXSIM model to data in BTG states and did not gather the EITC rules ourselves. We defined tax filing units as the smallest related subfamily and, thus, there could be multiple tax filing units per household.

To ensure accuracy, the eligibility rules have been reviewed by those most familiar with the programs in each state. The eligibility rules for the six major work supports programs rarely (if ever) could be found in any central source. Further, some are extremely complicated; thus, working closely with partners in each state was key to ensuring that the rules are as accurate as possible. As a part of this process, CEPR and BTG partners held meetings with advocates and policy experts to discuss the accuracy of the rules that we put together. (See [www.bridgingthegaps.org](http://www.bridgingthegaps.org) for more information on these meetings and feedback.)

The work support program eligibility rules are from the latest year available and, unless noted otherwise, this is the same year as the administrative data. The rules are from the following years: for the District of Columbia, Illinois, Iowa, New York, and North Carolina, the eligibility rules are from 2006; for Minnesota, Ohio, and Washington, they are from 2005; and for Massachusetts and Texas, they are from 2004.

For each work support program in each state, we include an Appendix that describes the eligibility rules that we mapped onto the survey data. The Appendices do not include detail on eligibility rules that cannot be coded onto survey data due to data limitations, such as eligibility rules that outline specific health conditions. Thus, the eligibility rules may not exactly mirror the actual rules that are implemented at benefit offices. For many programs, we had to make choices about what to include. In the case of TANF, for example, we chose to use the initial, not continuing eligibility rules. These decisions are also outlined in the Appendices.

Our mapping of the work support rules is based on legislative rules. In our meetings with advocates and administration officials in each BTG state and the District of Columbia, it became clear that these rules are not always applied as written into law. The qualitative piece of our research, in which we conducted focus groups with low- and moderate-income families in four states (Illinois, Massachusetts, Minnesota, and North Carolina) and the District of Columbia, shed light on the ways in which implementation of program eligibility rules and the ways people understand them do not always mirror the legislative provisions.

### Eligibility for Work Supports across Surveys

The BTG project maps the work support eligibility rules onto the three nationally representative surveys. Table 4 shows the estimated share eligible for each work support, and standard errors, in each state. In each case, the population is based on the program, as described in Table 2.

The findings across surveys are similar, except where the work support eligibility rules require more detail than the ASEC can provide. For example, the share eligible for Food Stamps is much smaller in the SIPP than ASEC because only the SIPP allows us to include asset rules. We find that upwards of 20 percent of those otherwise eligible for Food Stamps are disqualified because of the asset rules, which is consistent with prior research (Gundersen, Jolliffe and Tiehen 2004, 2005).

The findings are also very similar across the two sets of years from the ASEC. This is important for our overall project because it implies that we can apply the more recent work support eligibility rules to the SIPP data from 2001 to 2003 and inflation-adjust incomes without significantly altering our findings.

**TABLE 4**  
**Share Eligible for Work Supports, By Survey**

	DC	IL	IA	MA	MN	NY	NC	OH	TX	WA
<b>Child care</b>										
SIPP	33.30	15.90	11.10	15.30	15.30	15.00	30.20	19.40	8.80	20.30
standard error	1.40	0.30	0.50	0.40	0.40	0.20	0.40	0.30	0.10	0.40
ASEC2001	32.30	16.00	13.40	17.60	12.30	15.70	29.80	20.30	8.80	20.70
standard error	1.40	0.50	0.70	0.70	0.60	0.40	0.80	0.60	0.30	0.80
ASEC2003	30.50	16.80	14.70	13.80	10.40	14.60	25.60	20.40	8.30	19.60
standard error	1.30	0.50	0.70	0.70	0.50	0.40	0.80	0.60	0.30	0.80

(TABLE 4, Continued)

	DC	IL	IA	MA	MN	NY	NC	OH	TX	WA
<b>EITC</b>										
SIPP	20.00	16.30	14.30	11.30	12.50	18.30	16.10	15.60	24.20	13.90
standard error	0.70	0.20	0.30	0.20	0.20	0.20	0.20	0.20	0.20	0.20
ASEC2001	19.40	17.00	17.00	17.20	16.60	22.20	20.50	17.10	23.90	20.00
standard error	0.70	0.40	0.60	0.50	0.50	0.40	0.50	0.40	0.40	0.60
ASEC2003	20.30	17.20	18.40	18.60	16.30	21.20	20.60	17.70	23.30	18.00
standard error	0.60	0.40	0.60	0.60	0.50	0.40	0.50	0.40	0.40	0.60
<b>Food Stamps</b>										
SIPP	13.00	12.20	11.40	16.70	12.00	16.20	16.40	14.30	22.90	10.00
standard error	0.40	0.10	0.20	0.20	0.10	0.10	0.10	0.10	0.10	0.10
ASEC2001	24.10	18.50	17.80	20.00	14.50	22.30	24.10	17.70	26.00	19.60
standard error	0.50	0.30	0.40	0.40	0.30	0.20	0.40	0.30	0.30	0.4
ASEC2003	25.70	18.30	19.00	19.00	14.20	22.10	24.40	19.20	26.20	19.30
standard error	0.50	0.30	0.40	0.40	0.30	0.20	0.40	0.30	0.20	0.40
<b>Housing Assistance</b>										
SIPP	20.70	10.20	7.40	10.90	7.70	14.50	8.80	9.80	9.60	9.20
standard error	0.80	0.20	0.30	0.20	0.20	0.10	0.20	0.20	0.10	0.20
ASEC2001	20.30	10.20	7.80	12.90	7.40	14.70	9.80	8.60	9.20	10.00
standard error	0.70	0.30	0.40	0.50	0.40	0.30	0.40	0.30	0.30	0.50
ASEC2003	21.30	10.30	8.60	13.40	8.30	14.30	10.00	9.10	9.70	10.10
standard error	0.70	0.30	0.50	0.60	0.40	0.30	0.40	0.40	0.30	0.50
<b>Medicaid/SCHIP</b>										
SIPP	37.70	21.20	12.00	19.30	15.30	24.40	20.00	23.60	16.70	26.90
standard error	0.60	0.10	0.20	0.20	0.20	0.10	0.20	0.10	0.10	0.20
ASEC2001	39.00	23.50	25.60	21.80	22.70	29.00	36.00	26.60	21.00	34.60
standard error	0.60	0.30	0.40	0.40	0.40	0.30	0.40	0.30	0.20	0.50
ASEC2003	41.10	23.20	25.50	22.00	21.40	30.50	35.90	27.20	21.00	33.30
standard error	0.60	0.30	0.40	0.40	0.40	0.30	0.40	0.30	0.20	0.50
<b>TANF</b>										
SIPP	10.90	3.50	4.10	4.60	4.90	12.70	4.60	8.00	4.40	4.80
standard error	0.40	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.05	0.10
ASEC2001	13.30	3.20	11.60	7.30	7.40	15.60	8.40	6.70	6.00	10.00
standard error	0.40	0.10	0.30	0.20	0.20	0.20	0.20	0.20	0.10	0.30
ASEC2003	13.40	3.10	11.90	7.60	7.00	15.50	8.90	7.20	6.50	9.00
standard error	0.40	0.10	0.30	0.30	0.20	0.20	0.30	0.20	0.10	0.30

Source: Bridging the Gaps Project analysis of the SIPP 2001-2003 panel, the ASEC from survey years 2002-2006.

Note: The share eligible is based on the population for each work support as described in Table 2.

# Measuring the Gaps

## Hardships Gap

A family falls into the hardships gap when their income remains below a basic standard of need, even after the value of work supports is incorporated into their family budget calculation. To estimate the hardships gap, we make adjustments to the family budgets and total reported income.

On the family budget side, a family who receives child care assistance, housing assistance or Medicaid/SCHIP usually pays less than the market rates for child care, housing, or health care (insurance and out-of-pocket expenses, minus any reimbursements) because their costs are subsidized. However, since we know that people underreport benefit receipt, we are concerned about overestimating costs for people who might have work supports, but not report them. Therefore, if a family reports receiving or is found to be eligible for any of these three work supports and they pay less for child care, housing, or medical care than the family budget values, we use the self-reported value of child care expenditures, medical expenditures, and rent paid instead of the family budget cost estimates for these expenses. In BTG states, for those who report receiving child care assistance, only three percent report paying as much or more than their local family budget cost estimate for child care; for those who report receiving housing assistance, six percent report paying as much or more than their local family budget cost estimate for housing; and for those who report receiving Medicaid or SCHIP, 12 percent report paying as much or more than their local family budget cost estimate for health care.

This assumption is reasonable for those who report receiving work supports, but may understate those in the hardships gap for those eligible, but do not report receiving benefits. People with low incomes are likely to spend little on basics not because they get subsidies, but because they cannot afford market rates. A low-income family may pay below market rates for child care, but may also be using a sub-standard facility. Analysis shows that this assumption does not alter our findings in a policy-meaningful way. Therefore, given that we cannot adjudicate between those underreporting benefits and those paying for sub-standard services, we err on the side of underestimating the share in the hardships gap.

Our measure of income is total person income reported in the survey, which includes income from earnings, interest, rent, and any cash payments from the government or other sources, summed across all family members.<sup>2</sup> The other three work supports in our analysis, EITC, Food Stamps, and TANF, are cash income, or near-cash vouchers, and as such these are included in the calculation of total person income in the SIPP.<sup>3</sup> To estimate whether a family is below a basic family budget without work supports, we subtract their income from EITC, Food Stamps, and TANF from their total income. However, survey respondents underreport the value of their Food Stamps and TANF benefits by 20 to 30 percent. We estimate the underreporting by comparing the average reported values from the SIPP to the administrative outlays to recipients and adjust the SIPP accordingly. (We do not do this for the EITC since we use the value generated by the TAXSIM model.) This

---

<sup>2</sup> The exact items included differ slightly across the three surveys.

<sup>3</sup> We know that survey respondents underreport income. Existing analysis of underreporting is based on comparing survey data to IRS records. To use this to adjust family income, we would need to know if the adjustment was consistent across income groups. However, since IRS data is by tax filers, there is no way to estimate this .

correction to the cash amounts for Food Stamps and TANF has no discernable effect on the share of families below a family budget without work supports.

Following the method developed in Boushey et al. (2001), we assume that income is shared within the family. As such, the estimate of the hardship gap using the EPI/CEPR family budgets only includes households comprised of one of the eight family types for which we have calculated a family budget and where at least someone in the family has positive earnings.

## Eligibility Gap

The eligibility gap is the share of people in the state in families living below a basic family budget, but not eligible for work supports. We calculate the eligibility gap by applying each work support's eligibility criteria to those survey respondents found to be living below their family budget.

## Coverage Gap

The coverage gap is the share of people in the state eligible for work supports, but not receiving them. The equation for the coverage gap is:

$$1 - (\text{minus}) \text{ number of units that receive the work support} / \\ (\text{divided by}) \text{ number of units eligible for the work support}$$

For some programs, we refer to the coverage gap and “take-up,” while for others, we talk of “effective coverage.” The EITC, Food Stamps and parts of the Medicaid program are entitlements, meaning that a person or family who is eligible for the program can access it so long as they apply. Thus, we refer to the coverage gap as a problem of take-up for these programs since all who are eligible could conceivably access the work supports. However, child care assistance, housing assistance, and TANF work supports are often not available to all who are eligible. In many BTG states, there are waiting lists for child care or housing assistance, and in some cases, the list have been closed to new applicants. For these programs, we refer to the coverage gap as a problem of effective coverage, since the work supports are not available to all who are eligible.

The gap is estimated in nine states and the District of Columbia for six work support programs: child care assistance, the EITC for state and federal income taxes, Food Stamps, housing assistance (Section 8 and public housing), Medicaid and SCHIP, and TANF. This includes both national and state components of the programs. To generate the statewide coverage gap, we use a different data source for the numerator—the number of people receiving the benefit—and the denominator—the estimated number of people eligible for that benefit in the state.<sup>4</sup>

## Numerator

The numerator comes from state administrative data for the latest year available. For example, the number of people enrolled in the Food Stamp program may be from the USDA or a state agency

---

<sup>4</sup> We include standard errors for the survey data, but not the administrative data. Thus, there are no standard errors for the take-up/effective coverage numbers, but there are for the shares eligible for each work support.

that administers the benefit program in the state. We do not use reported receipt of programs from the survey data because it is under-reported and would therefore overestimate the coverage gap.

### **Denominator**

The denominator is the share of the state population eligible for each work support. To estimate this, CEPR first estimates who is eligible for each work support, by mapping the benefit program eligibility rules onto survey data. This share is then multiplied by the state population from the U.S. Census Bureau for the same year as the administrative data, except in the case of the EITC where the population estimate is based on tax filers as reported by the Internal Revenue Service. The relevant Census state population is based on the unit of analysis for each program as described in Table 2: child care is based on the number of children under age 13; EITC is based on the number of tax filers; housing assistance is based on the number of households; and Food Stamps, Medicaid/SCHIP, and TANF are based on number of people. We use the Census population estimates for consistency; the three surveys, ASEC, NSAF, and SIPP, show slightly different population counts and we do not want this error to affect our estimates of take-up/effective coverage.

Since the surveys were conducted in different years, we can compare whether this affects our findings. Our goal is to use work support eligibility rules and administrative data (for the numerator) for the most recent year available in order to have the most policy-relevant findings. Since the SIPP data is from 2001 through 2003, we were able to compare this to the ASEC to determine whether the survey year affects the findings. In all cases, we inflation-adjust incomes to match the year of the eligibility rules. The survey year is less important than the year of the eligibility rules or administrative data; if we think that the economy has not changed significantly—that is, inflation-adjusted income and unemployment have been relatively stable—then the share of those eligible for a given work support based on 2001-2003 survey data may not differ greatly from survey data from 2006. Table 1 showed that findings are similar across years within the ASEC (usually within a standard error), which indicates that the year of the survey is not of great importance in establishing the share eligible for each work support.

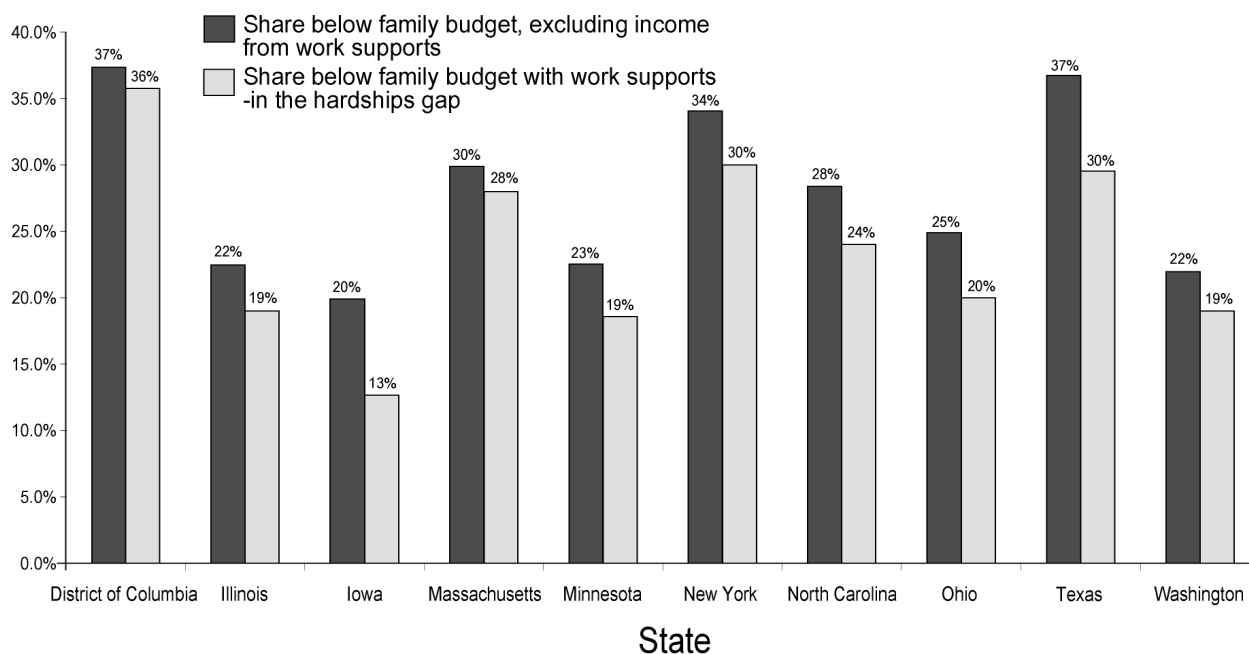
To estimate sub-population take-up/effective coverage, we must use the survey data to tell us who reports receiving benefits. To adjust benefit receipt for underreporting, we multiply each sub-population's benefit receipt rate by the ratio of the administrative count/population divided by the survey benefit receipt rate for the state. In doing so, we assume that the probability of reporting public benefits receipt among respondents is the same across sub-populations. We think that this is a reasonable assumption since if underreporting is different by sub-populations, this would most likely be by income group.

## Findings

### Hardships Gap

The hardships gap varies across state. Figure 1 shows the share of families below their basic family budget and the share still below—in the hardships gap—once we include the work supports they receive.

**Figure 1. Share of People Below Family Budget and in Hardships Gap**



Source: Bridging the Gaps project analysis of SIPP 2001-03 panel, except for all work supports in the District of Columbia and for the EITC in North Carolina where data comes from the ASEC for survey years 2004-06.

Note: Sample includes households comprised of families with one or two working adults and zero to three children under the age of 13.

### Eligibility Gap

Table 5 shows the share of those below their family budget who are ineligible for each work support. The population for each work support is as described in Table 2. The last column shows those not eligible for any work support, despite earning too little to access basic necessities.

### Coverage Gap

The coverage gap is given for each work support for each BTG state (Table 5). This review examines the BTG project findings and compares them to other estimates of eligibility and/or take-up or effective coverage. The coverage gap is the number of units receiving each work support divided by the number of units eligible.



**TABLE 5**  
**Share Living Below Family Budget and Ineligible for Work Supports**

State	Child Care	EITC	Food Stamps	Housing assistance	Medicaid/SCHIP	TANF	Any
District of Columbia	49.5	54.0	71.7	65.9	37.0	77.1	25.3
Illinois	56.6	44.4	70.0	75.1	39.1	94.8	16.9
Iowa	70.8	41.6	62.2	78.7	65.5	87.9	21.5
Massachusetts	68.6	66.9	68.3	88.7	60.3	90.7	41.9
Minnesota	59.2	53.0	65.2	84.1	51.2	87.4	26.2
New York	72.2	49.2	72.8	80.5	55.8	79.6	28.0
North Carolina	42.4	36.5	67.2	86.1	58.2	92.9	21.8
Ohio	52.6	36.1	64.6	76.2	34.3	83.2	13.8
Texas	88.2	34.7	56.5	84.1	65.3	96.9	16.0
Washington	45.5	46.1	70.7	77.7	20.1	86.0	10.8
BTG State Average	69.0	44.6	65.4	81.3	53.1	89.5	21.1

Source: Bridging the Gaps project analysis of SIPP 2001-03 panel, except for all work supports in the District of Columbia and for the EITC in North Carolina where data comes from the ASEC for survey years 2004-06.

Note: Sample includes households comprised of families with one or two working adults and zero to three children under the age of 13.

**TABLE 6**  
**Eligibility Gap for Six Work Supports**

	Child Care	EITC	Food Stamps	Housing Assistance	Medicaid/SCHIP	TANF
District of Columbia	73.8	11.0	20.5	68.5	21.6	44.0
Illinois	50.4	17.4	25.5	79.7	28.2	78.6
Iowa	68.2	12.4	38.6	74.3	30.0	65.1
Massachusetts	62.4	13.4	65.7	67.7	39.6	63.6
Minnesota	76.4	17.9	57.7	71.9	20.8	54.7
New York	75.5	12.7	43.9	67.3	10.5	74.8
North Carolina	79.2	5.2	43.7	75.4	23.8	83.8
Ohio	88.6	11.2	33.8	74.7	36.8	79.7
Texas	72.6	8.8	53.4	79.5	28.2	76.0
Washington	76.1	12.3	18.7	85.2	37.0	54.8

Source: Bridging the Gaps project analysis of SIPP 2001-03 panel, except for all work supports in the District of Columbia and for the EITC in North Carolina where data comes from the ASEC for survey years 2004-06.

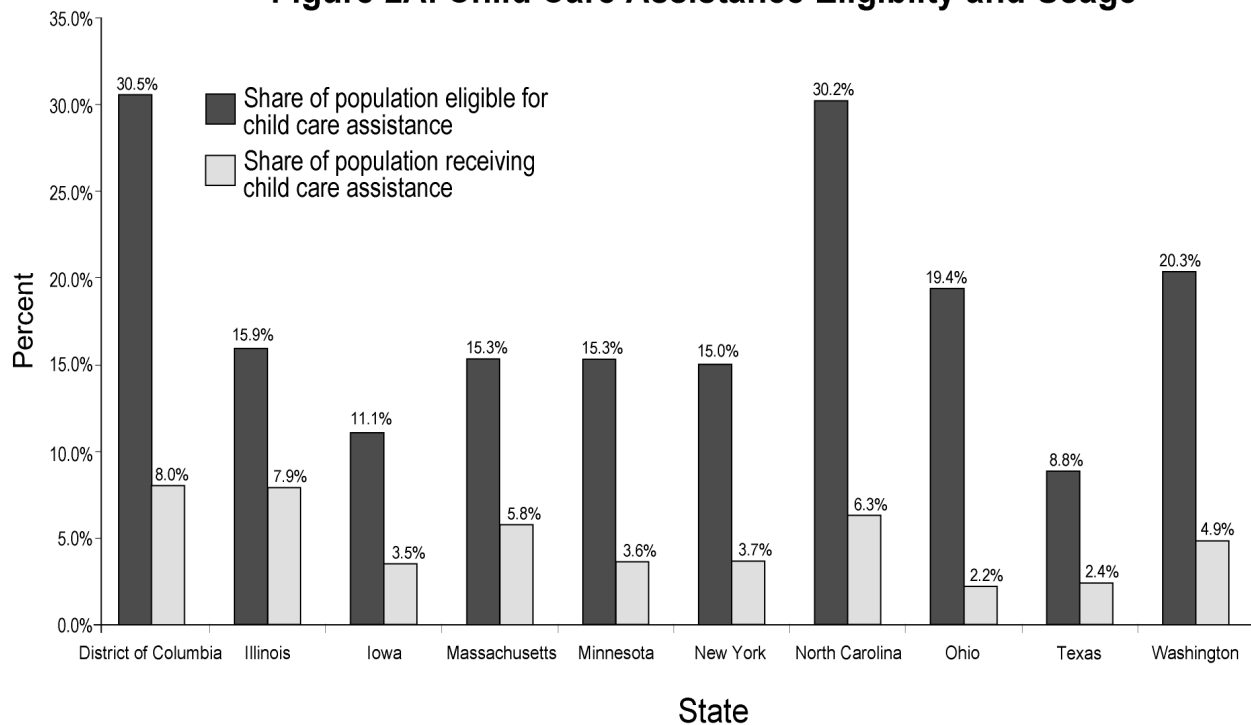
Note: The share eligible is based on the population for each work support as described in Table 2.

**Child care assistance.** Figure 2A shows the estimated share of BTG state populations eligible for child care assistance and the share of the state population using assistance, according to administrative data. Note that our estimate of the share eligible for child care assistance includes those who meet the eligibility criteria, regardless of what kind of child care they choose to use. In this way, this estimate is an upper bound on the need for child care assistance.

A report from the Assistant Secretary for Planning and Evaluation (ASPE) (2005) in the Department of Health and Human Services found that 28 percent of the potentially eligible children received subsidized care through the Child Care Development Fund (CCDF) or related funding streams in fiscal year 2003, which is broadly consistent with BTG findings. ASPE estimates that 8.33 million children are eligible and among these, 2.36 million children were actually enrolled in Health and Human Services-funded childcare assistance programs. Children living in poverty were more likely to be served than non-poor children. Among those being served, poor children aged three to five had the highest coverage rate: 56 percent. However, an earlier report commissioned by the Department of Health and Human Services found that only 15 percent of children eligible for federal funds for child care assistance received any aid in 1999 (Oliver, et al. 2002). This study finds lower effective coverage because it applies federal, not state or local, child care eligibility rules, which tend to have lower income thresholds.

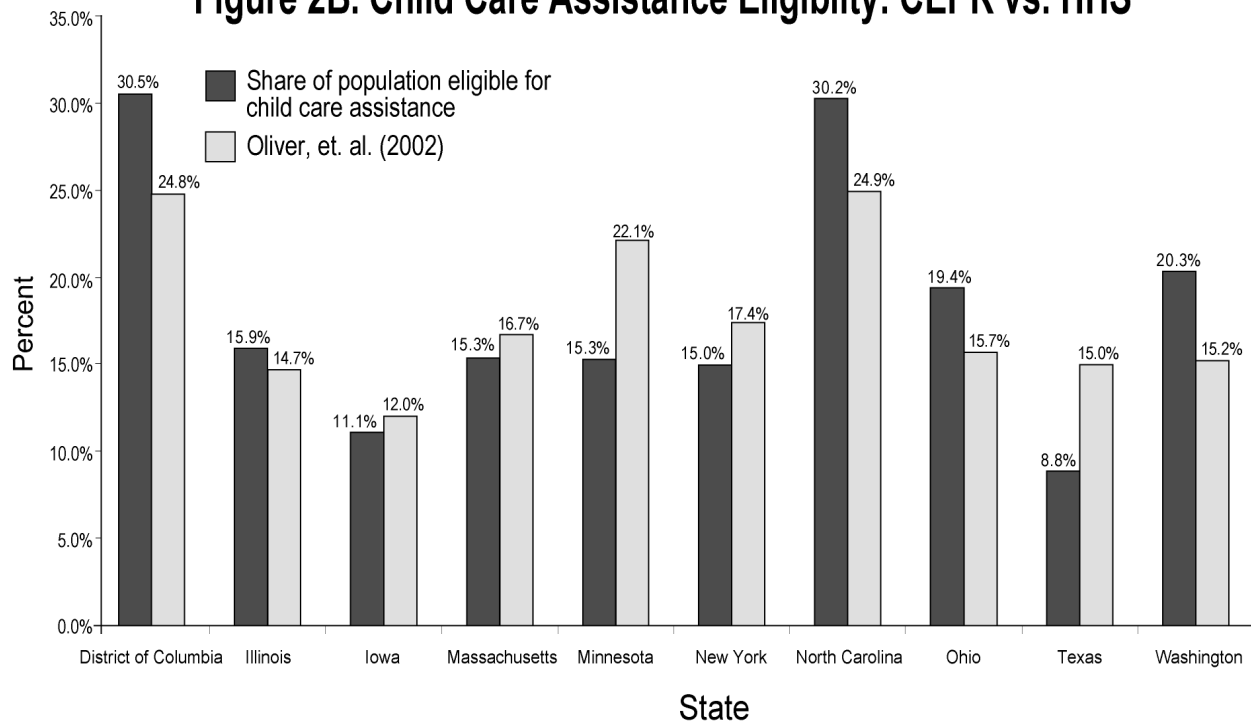
ASPE (2005) and Oliver, et al. (2002) used a method similar to ours. They used the Current Population Survey's Annual Social and Economic Supplement (ASEC) for calendar year 2003 and state eligibility rules in the two-year CCDF plans that were effective as of October 1, 2003. ASPE contracted with the Urban Institute to add the CCDF rules to their TRIM model, which converts annual data from the Current Population Survey into monthly data, compares these data on family income and work status to CCDF rules, and generates monthly estimates of children and families eligible for CCDF. These monthly estimates are averaged to produce an average monthly estimate for the year. For the numerator, they use administrative data from the CCDF and other HHS funding streams in an average month. The authors note that while the majority of these children received assistance through CCDF, this enrollment estimate includes subsidies funded directly

**Figure 2A. Child Care Assistance Eligibility and Usage**



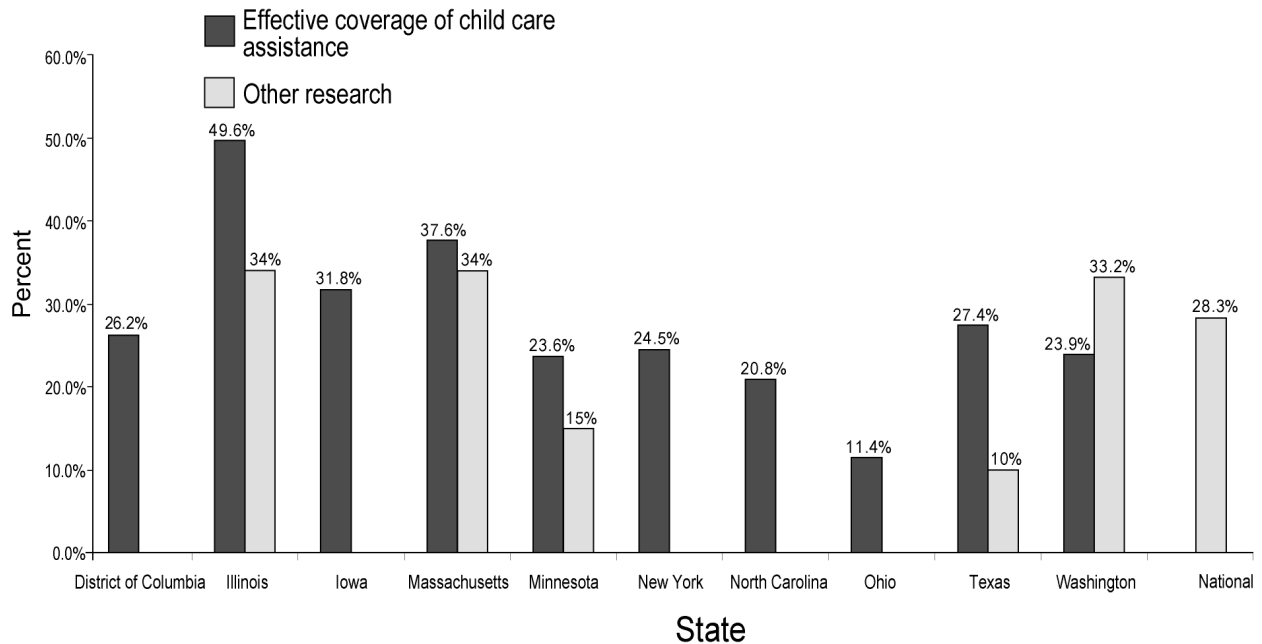
Source: Bridging the Gaps Project analysis of the SIPP 2001-03 panel, except for in the District of Columbia where the data comes from the ASEC for survey years 2004-06.

**Figure 2B. Child Care Assistance Eligibility: CEPR vs. HHS**



Source: Bridging the Gaps Project analysis of the SIPP 2001-03 panel, except for in the District of Columbia where the data comes from the ASEC for survey years 2004-06; Oliver, et al. (2002).

**Figure 2C. Effective Coverage of Child Care Assistance CEPR vs. Other Research**



Source: Bridging the Gaps Project analysis of the SIPP 2001-03 panel, except for in the District of Columbia where the data comes from the ASEC for survey years 2004-06.; Lee et al. (2004) for Illinois and Massachusetts; Finet (2005) for Texas; Wilson (2000) for Minnesota; Zeidenberg (2005) for Washington; and ASPE (2005) for national.

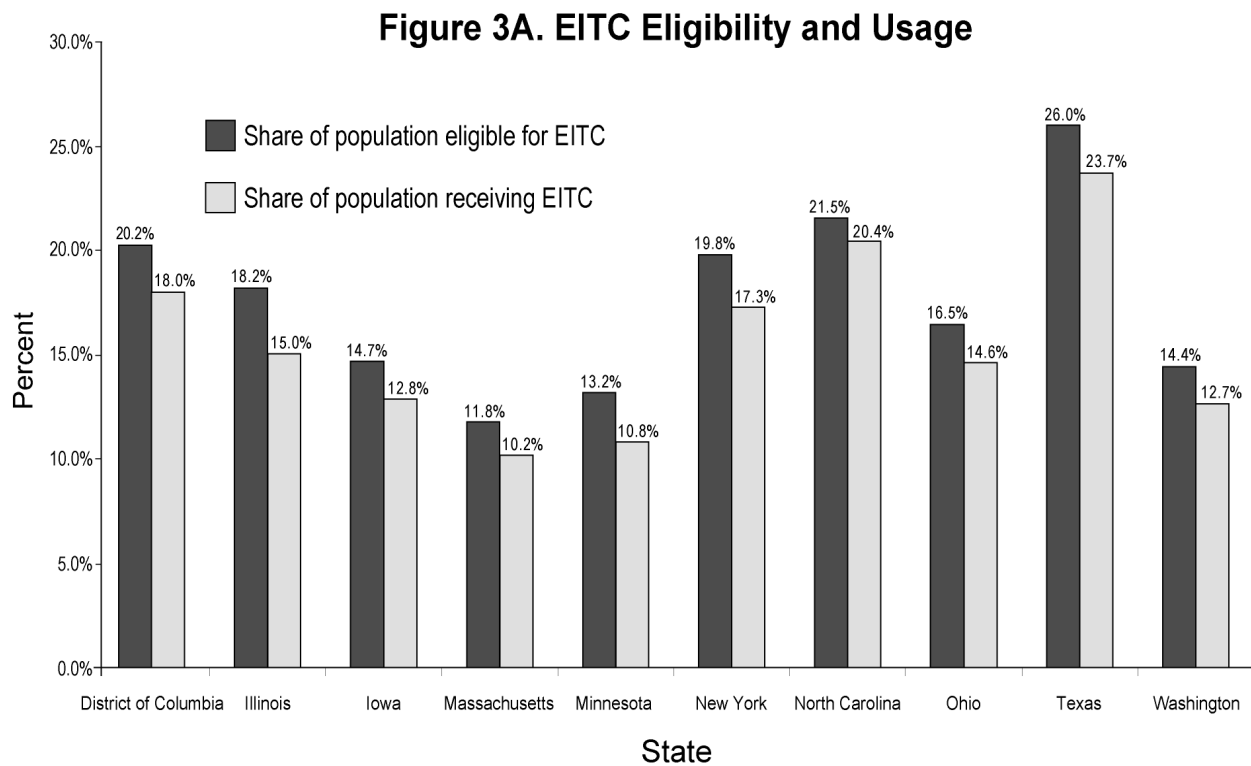
through the TANF program or the Social Services Block Grant (SSBG). Figure 2B shows the share of BTG state populations eligible for child care assistance, compared to ASPE’s state-level estimates of 1999 child care subsidy eligibility rules.

The BTG project’s findings on child care eligibility are also consistent with other recent research at the state level (Figure 2C) (Finet 2005, Lee, et al. 2004, Wilson 2000, Zeidenberg 2005).

**EITC.** Figure 3A shows the estimated share of BTG state populations eligible for EITC and the share of the state population receiving the credit, according to administrative data.

Prior research on EITC shows that take-up estimates are fairly high, especially compared to the other work supports studied here, ranging from 75 to 87 percent of those eligible for the EITC accessing it. However, estimates also show that between one-third to one-half of EITC claims went to tax filers who were actually ineligible for the credit. As a result, participation rates can appear to be over 100 percent.

Scholz (1994), using matched tax returns from SIPP respondents, found that between 80.5 and 86.4 percent of those eligible for the EITC received it. He found that not filing for EITC benefits was more likely for large families, unmarried individuals, males, those of Hispanic origin, those with lower income, and those working in private households. However, while he estimated that 10.3 million households were eligible for EITC, he found that 12.6 million households received it and, among those, only 8.5 million of those were eligible for it. Thus, while the true take-up rate among

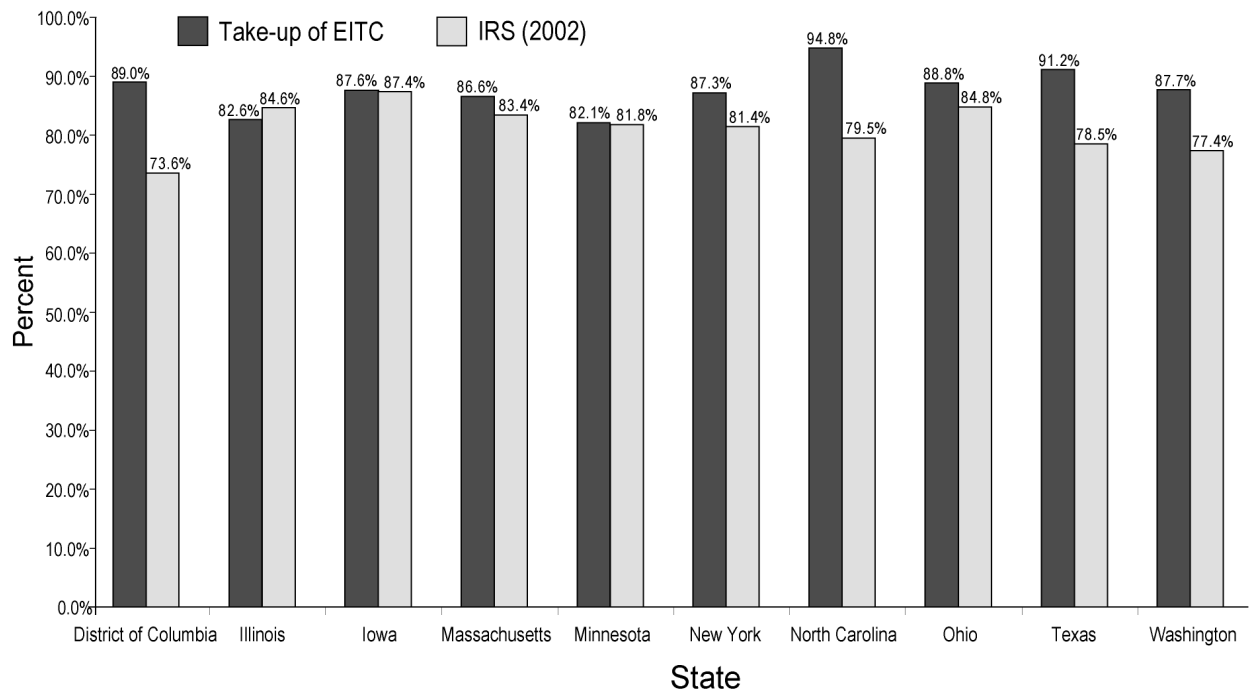


Source: Bridging the Gaps Project analysis of the SIPP 2001-03 panel, except in the District of Columbia and North Carolina where the data comes from the ASEC for survey years 2004-06.

eligible families was well below 100 percent, a comparison of eligible households to receiving households would have found otherwise.

The Internal Revenue Service (2002) found slightly higher take-up rates for tax year 1996, with similar demographic characteristics of non-filing households; the authors did not consider ineligible households. They found a take-up rate of 87.2 percent when using the ASEC, and 82.2 percent when using the SIPP (attributing the difference to the SIPP’s more accurate reporting of family living conditions). Households eligible for but not receiving EITC were more likely to be of Hispanic origin, have income so low that they were not required to file a tax return, and have low levels of formal education. Figure 3B shows our estimates of EITC take-up compared to the IRS findings.

**Figure 3B. EITC Take-up: CEPR vs. IRS**



Source: Bridging the Gaps Project analysis of the SIPP 2001-03 panel, except for in the District of Columbia and North Carolina where the data comes from the ASEC for survey years 2004-06; IRS (2002).

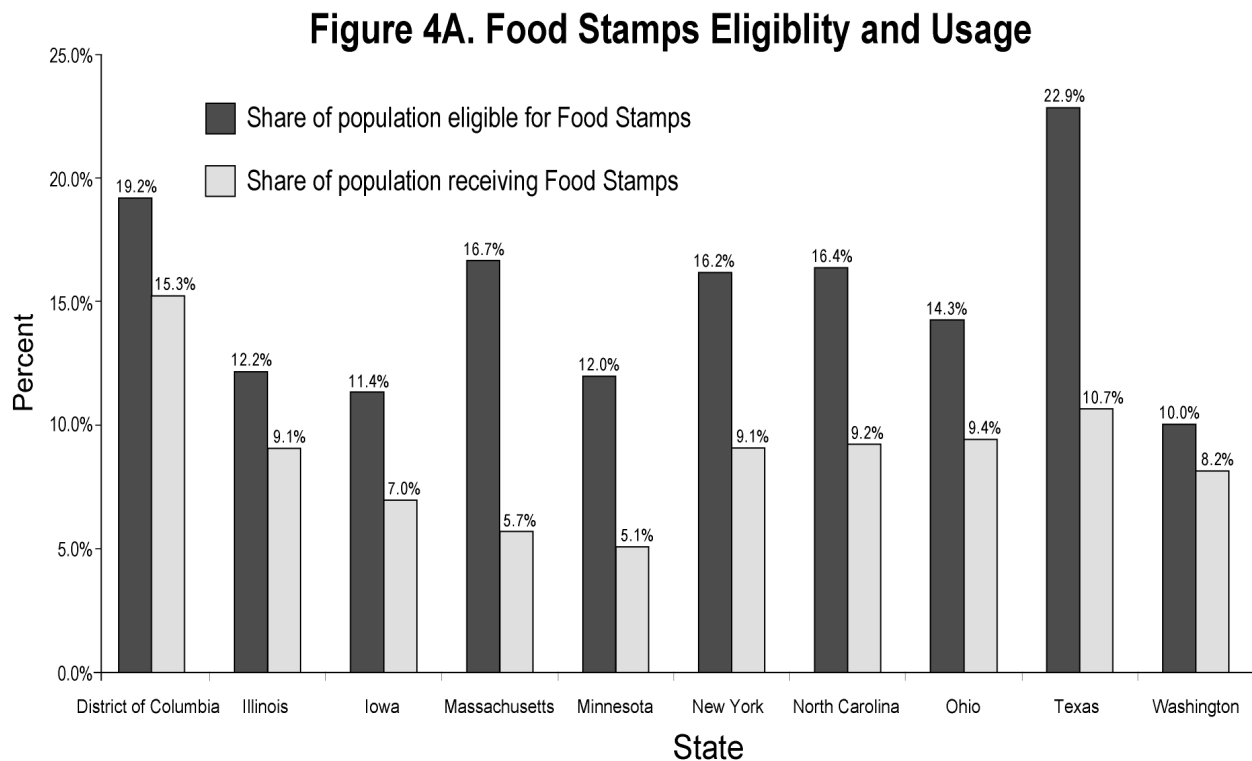
**Food Stamps.** Figure 4A shows the estimated share of BTG state populations eligible for Food Stamps and the share of the state population using assistance, according to administrative data.

According to the USDA’s Food and Nutrition Service (Castner and Schirm 2005), the national Food Stamp participation access rate is 56 percent. This estimate takes into account only income, but not other criteria, such as citizenship status and household resources (Castner and Schirm 2006). They use shrinkage estimation methods because the small sample sizes at the state level create a high degree of uncertainty about actual trends.<sup>5</sup> The shrinkage estimator combines information from

<sup>5</sup> Castner and Schirm’s (2005) method begins by estimating those eligible for Food Stamps from the ASEC and then uses administrative data for the numerator, identical to our method. Then, they use the shrinkage method to improve

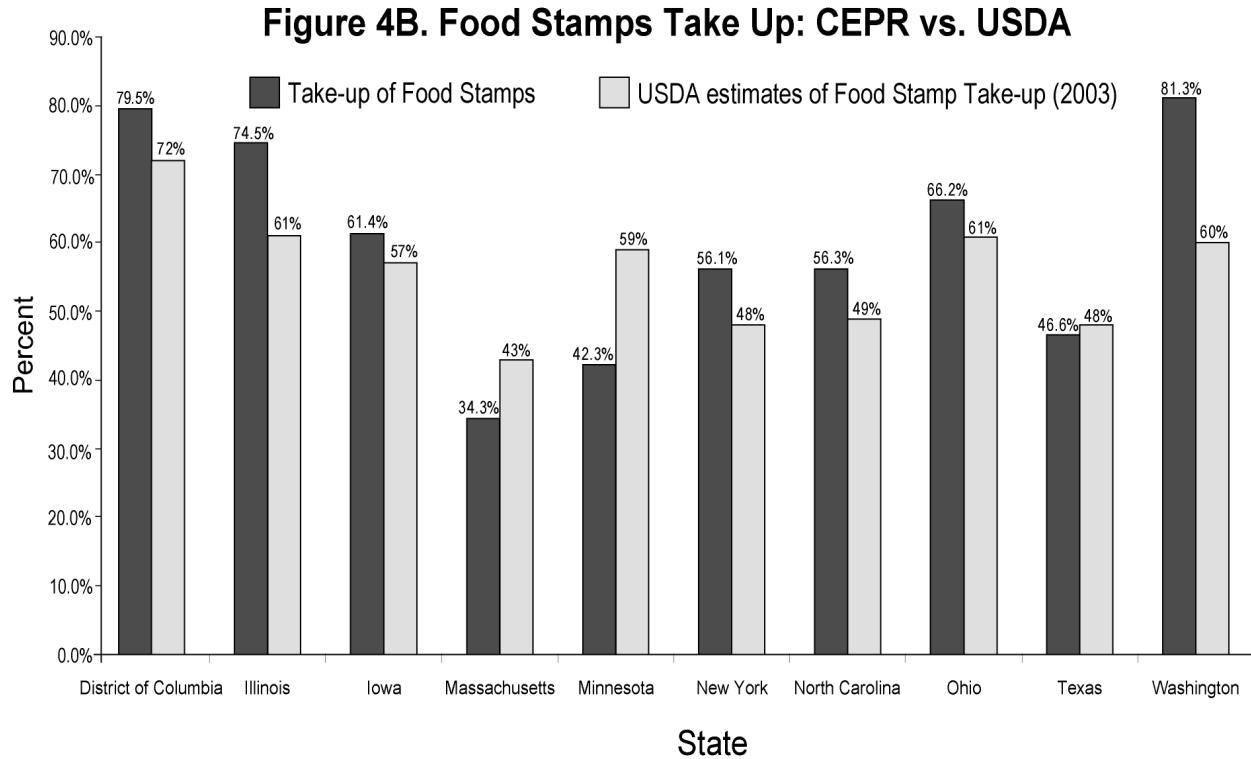
different data sources to reduce the uncertainty about the actual trends. Figure 4B compares the BTG and USDA estimates for Food Stamp take-up.

Lower estimates of Food Stamp take up are found in research that more closely approximates our research method. Gundersen et al (2004, 2005) estimate Food Stamp take up to be 41 percent in 1992 and 33 percent in 1998. Their method identifies the eligible population by determining whether a household in the SIPP met the gross income test and the asset test. Since, in most states, virtually all gross income eligible households are also net income eligible, the lack of the net income criterion should not matter. Including the asset criteria is important as they found that approximately one-in-four income eligible households are asset ineligible for Food Stamps, similar to our findings. These participation rates are certainly lower than the true participation rate due to things like underreporting of Food Stamp receipt; however, the authors note that the official participation rate is an overstatement for various reasons, especially in how the numerator is constructed.



Source: Bridging the Gaps Project analysis of the SIPP 2001-03 panel, except for in the District of Columbia where the data comes from the ASEC for survey years 2004-06.

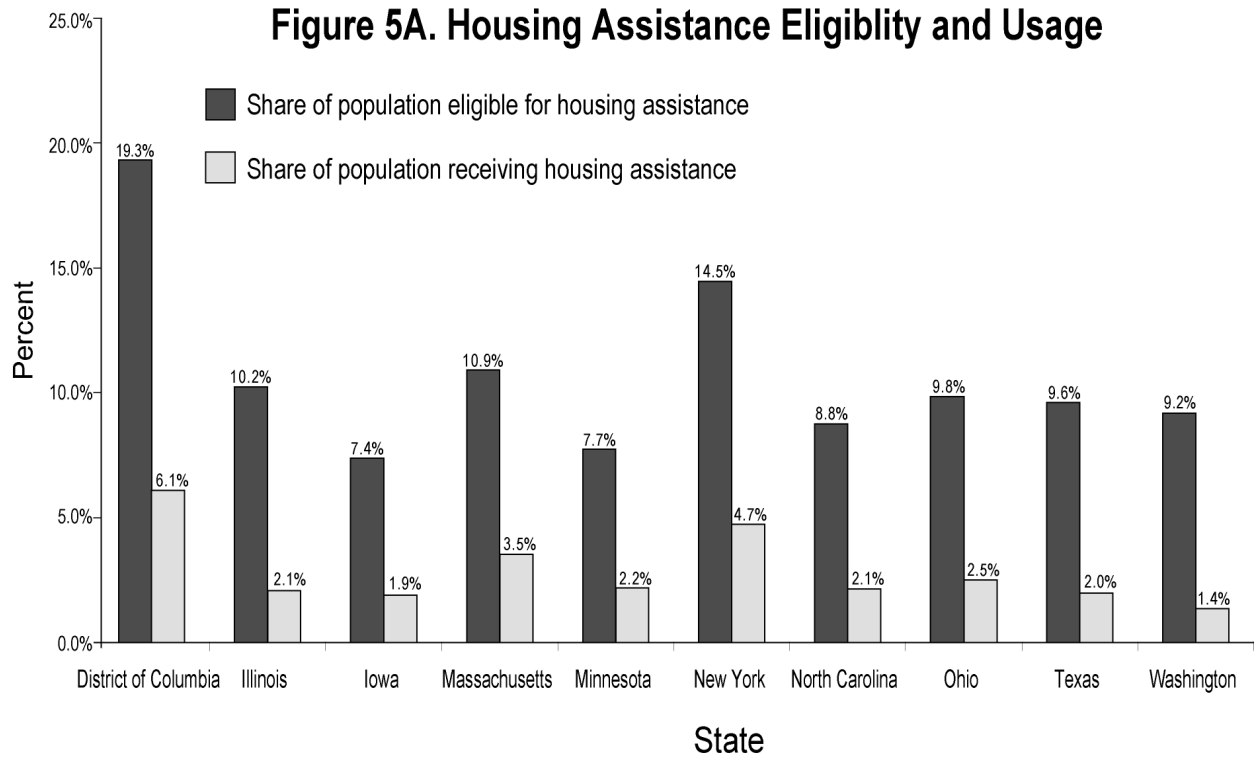
precision of estimates by incorporating estimates derived from other data sources. Specifically, they use data from one year of the U.S. Census, and two years of data from the ASEC, the Food Stamp Program, and income tax data. They regress these on the participation rate and from this *predict* Food Stamp participation. Then, they take a weighted average of this Food Stamp participation rate and the sample estimate. The weight is based on how well the regression estimate “fits” the model. Finally, they adjust the shrinkage estimates of participation rates so that the eligible counts sum to the national count of eligibles estimated from the ASEC.



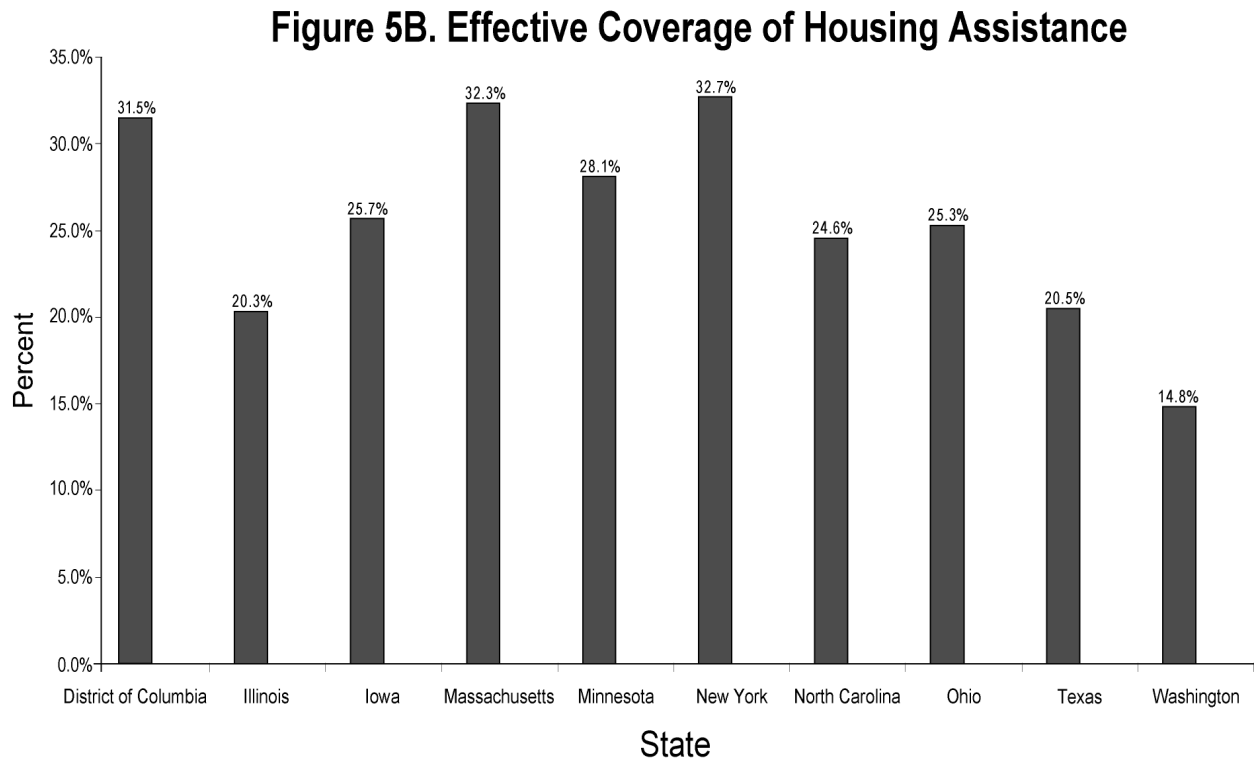
Source: Bridging the Gaps Project analysis of the SIPP 2001-03 panel, except for in the District of Columbia where the data comes from the ASEC for survey years 2004-06.

**Housing Assistance.** Figure 5A shows the estimated share of BTG state populations eligible for housing assistance and the share of the state population using assistance, according to administrative data.

The BTG findings are consistent with prior research, which has found a dearth of available subsidized housing units in the United States. Wider Opportunities for Women (2004) notes that Housing and Urban Development (1999) found that only about 12 percent of eligible families receive housing aid or live in public housing. The BTG project finds effective coverage that is slightly higher than HUD, as shown in Figure 5B. This may be because we exclude people from housing assistance eligibility if they report owning their own home. Although this is not a specific eligibility rule, in practice, homeowners are typically ineligible for most housing assistance.



Source: Bridging the Gaps Project analysis of the SIPP 2001-03 panel, except for in the District of Columbia where the data comes from the ASEC for survey years 2004-06.



Source: Bridging the Gaps Project analysis of the SIPP 2001-03 panel, except for in the District of Columbia where the data comes from the ASEC for survey years 2004-06.

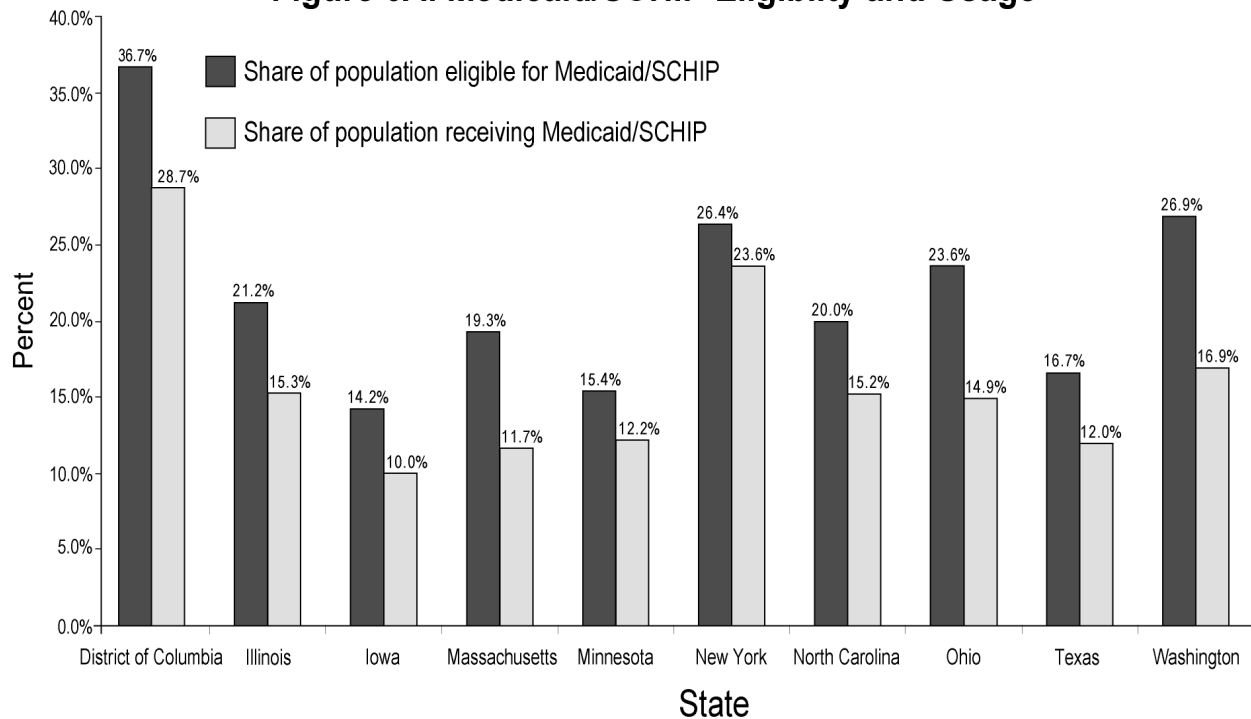


**Medicaid/SCHIP.** Figure 6A shows the estimated share of BTG state populations and the District of Columbia eligible for Medicaid or SCHIP and the share of the state population receiving assistance, according to administrative data. In most states, there are a variety of Medicaid programs and the Appendices outline exactly which programs are covered in each state. Note that our analysis only includes the non-institutional population and therefore does not include Medicaid coverage for those in nursing homes. Researchers have found that about one-third of children nationwide are eligible for Medicaid Davidoff et al (2001, 2000), which is slightly higher than what the BTG project finds.

Figure 6B shows the take-up for Medicaid/SCHIP, compared to other research. In 2002, about half of eligible children received either Medicaid or SCHIP coverage (Dubay and Kenney 2004, LoSasso and Buchmueller 2002, Selden, Hudson and Banthin 2004). Effective coverage is also about half for adults (Davidoff, et al. 2001). Effective coverage is higher for lower-income children than for moderate-income children.

Medicaid eligibility changed significantly in the late 1990s. In 1997, Congress created the State Children’s Health Insurance Program (SCHIP), which provides block grants to states to cover children living in families up to 200 percent of the poverty threshold. Since SCHIP’s expansion, much of the academic literature has focused on the marginal take-up of SCHIP and the extent to which this program has shifted children from private to public health insurance coverage.

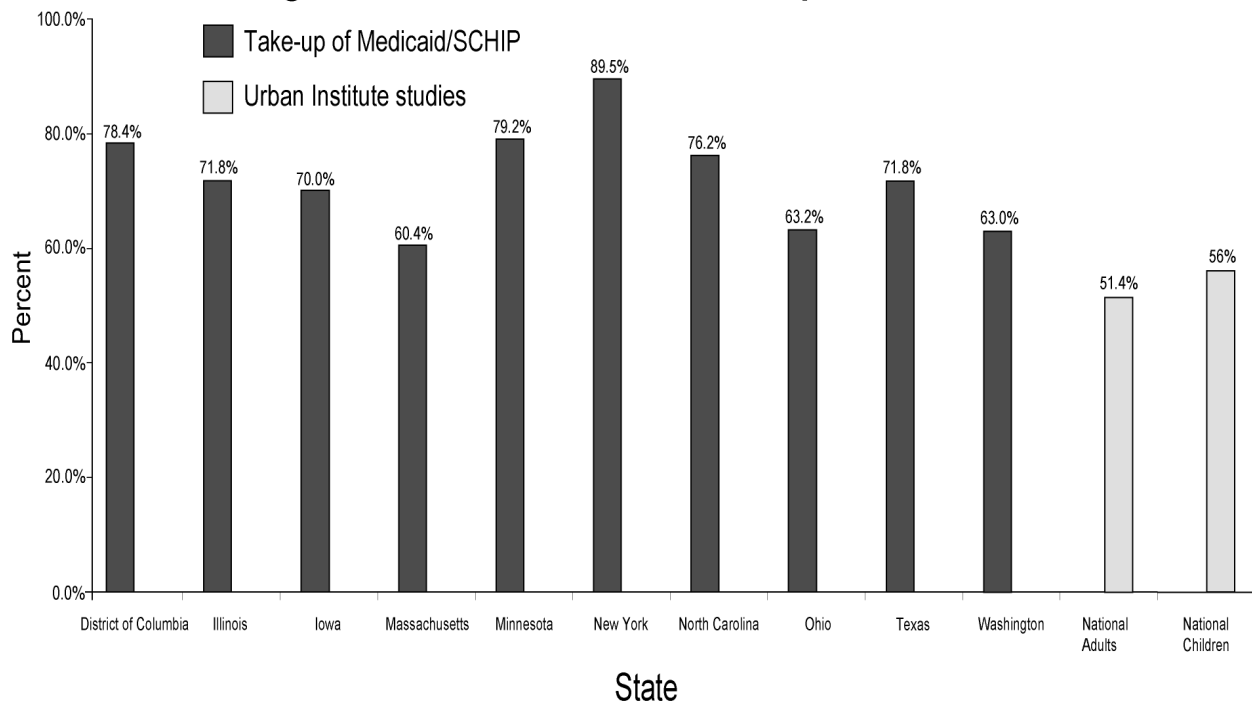
**Figure 6A. Medicaid/SCHIP Eligibility and Usage**



Source: Bridging the Gaps Project analysis of the SIPP 2001-03 panel, except for in the District of Columbia where the data comes from the ASEC for survey years 2004-06.

Researchers estimate that SCHIP take-up is at most 10 percent of eligible children (Cunningham, Hardly and Reschovsky 2002, LoSasso and Buchmueller 2002). Currie and Grogger (2002) find that implementing outreach policies had no statistical effect on Medicaid caseloads. Lee and Tian examined changes to the Medicaid program and found that increasing income eligibility thresholds increased participation in the public program and decreased the use of private health insurance; increasing the waiting period decreased the public program take-up; instituting presumptive eligibility increases participation; there were no statistically significant effects of instituting premiums.

**Figure 6B. Medicaid/SCHIP Take-up: CEPR vs. Other**

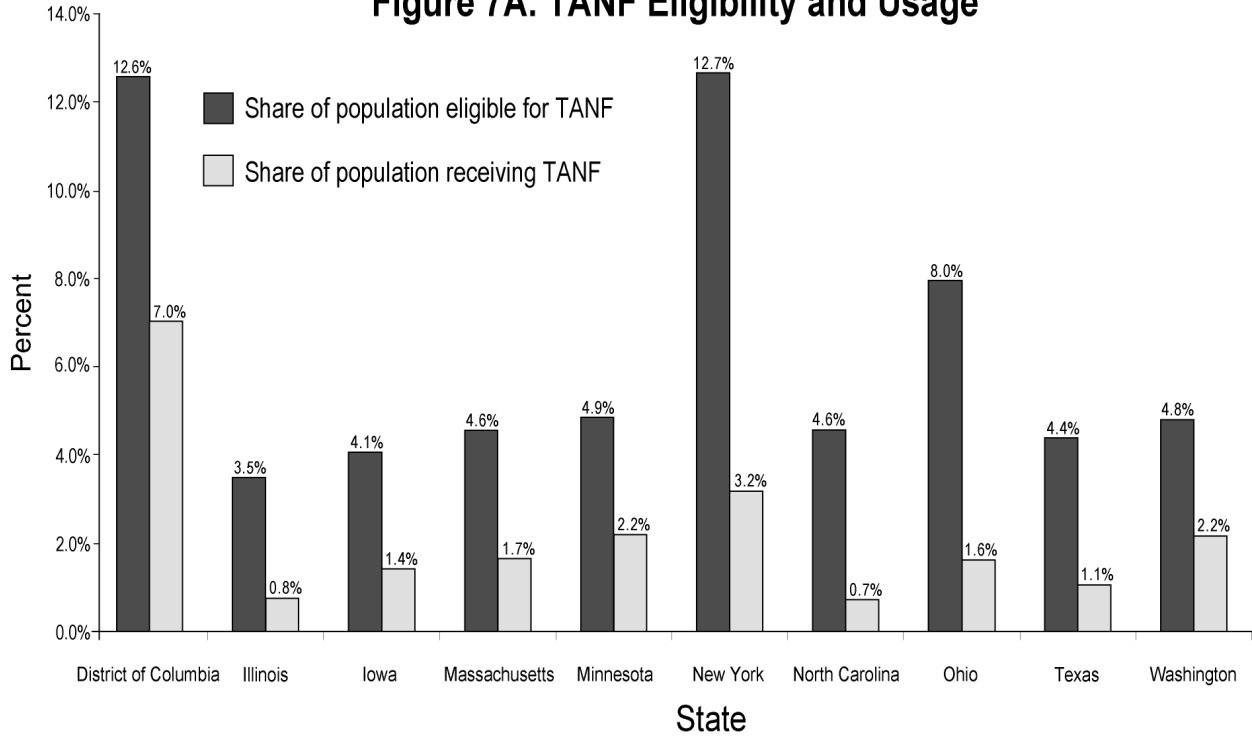


Source: Bridging the Gaps Project analysis of the SIPP 2001-03 panel, except for in the District of Columbia where the data comes from the ASEC for survey years 2004-06; Davidoff et al (2000, 2001).

**TANF.** Figure 7A shows the estimated share of BTG state populations eligible for TANF and the share of the state population using assistance, according to administrative data. At this point, the share eligible is fairly small, due to policy changes in the mid-1990s.

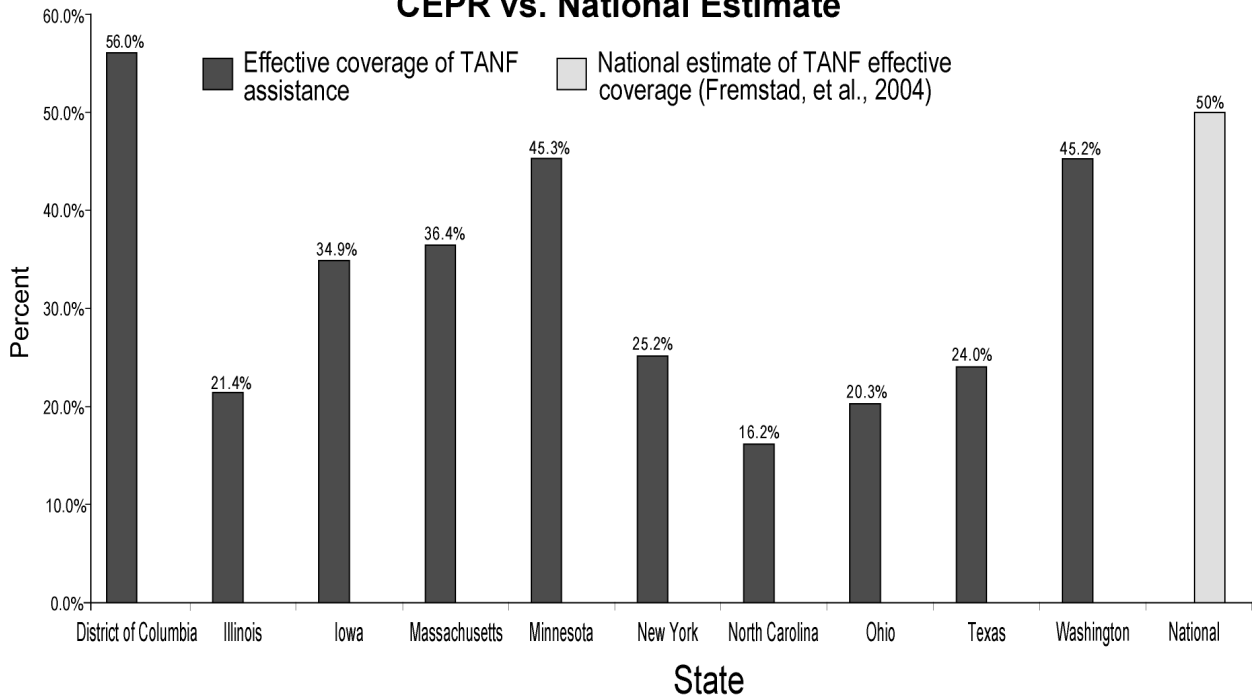
TANF caseloads declined dramatically in the late 1990s. While poverty has increased since 2000, caseloads have not risen commensurately and there are questions about whether families eligible for TANF are actually able to access the program. The U.S. Department of Health and Human Services (2003) reports that about half of TANF-eligible families receive assistance and that non-assistance is increasing. An analysis of new parents in 20 cities found that 45 percent of TANF-eligible mothers did not receive TANF during their child's first year (Reichman, et al. 2003). Figure 7B shows effective coverage of TANF.

**Figure 7A. TANF Eligibility and Usage**



Source: Bridging the Gaps Project analysis of the SIPP 2001-03 panel, except for in the District of Columbia where the data comes from the ASEC for survey years 2004-06.

**Figure 7B. Effective Coverage of TANF: CEPR vs. National Estimate**



Source: Bridging the Gaps Project analysis of the SIPP 2001-03 panel, except for in the District of Columbia where the data comes from the ASEC for survey years 2004-06; Fremstad (2004) for national.

## References

- Allegretto, Sylvia A. "Basic Family Budgets: Working Families' Incomes Often Fail to Meet Living Expenses around the U.S." Washington, DC: Economic Policy Institute, 2005.
- Assistant Secretary for Planning and Evaluation. "Child Care Eligibility and Enrollment Estimates for Fiscal Year 2003." Washington, DC: U.S. Department of Health and Human Services, 2005.
- Bernstein, Jared, Chauna Brocht, and Maggie Spade-Aguilar. "How Much Is Enough? Basic Family Budgets for Working Families." Washington, DC: Economic Policy Institute, 2000.
- Boushey, Heather. "Extract A: Id's and Weights." Washington, DC: Center for Economic and Policy Research, 2005.
- Boushey, Heather, Bethney Gundersen, Chauna Brocht, and Jared Bernstein. "Hardships in America: The Real Story of Working Families." Washington, DC: Economic Policy Institute, 2001.
- Castner, Laura A., and Allen L. Schirm. "Empirical Bayes Shrinkage Estimates of State Food Stamp Participation Rates in 2002 and 2003 for All Eligible People and the Working Poor." Washington, DC: Mathematica Policy Research Inc. for the Food and Nutrition Service, 2006.
- Castner, Laura, and Allen A. Schirm. "Reaching Those in Need: State Food Stamp Participation Rates in 2003." Mathematica Policy Research Inc. for the Food and Nutrition Service, 2005.
- Cunningham, P.J., J. Hardly, and J. Reschovsky. "The Effects of SCHIP on Children's Health Insurance Coverage: Early Evidence from the Community Tracking Study." *Medical Care Research and Review* 59, no. 4 (2002): 359-83.
- Currie, Janet, and Jeffrey Grogger. "Medicaid Expansions and Welfare Contractions: Offsetting Effects on Maternal Behavior and Infant Health." *Journal of Health Economics* 21 (2002): 313-35.
- Davidoff, Amy, Bowen Garrett, and Alshady Yemane. "Medicaid-Eligible Adults Who Are Not Enrolled: Who Are They and Do They Get the Care They Need?" Washington, DC: The Urban Institute, 2001.
- Davidoff, Amy J., Bowen Garrett, Diane M. Makuc, and Matthew Schirmer. "Children Eligible for Medicaid but Not Enrolled: How Great a Policy Concern?" Washington, DC: The Urban Institute, 2000.
- Dubay, Lisa, and Genevieve Kenney. "Gains in Children's Health Insurance Coverage Buy Additional Progress Needed." *Pediatrics* 114, no. 5 (2004): 1338-40.

- Finet, Dayna. "Making It Work When Work Doesn't Pay." Austin, TX: Center for Public Policy Priorities, 2005.
- Fremstad, Shawn. "Recent Welfare Reform Research Findings: Implications for TANF Reauthorization and State TANF Policies." Washington, DC: Center on Budget and Policy Priorities, 2004.
- Gundersen, Craig, Dean Jolliffe, and Laura Tichen. "The Challenge of Program Evaluation: When Increasing Program Participation Decreases the Relative Well-Being of Participants." Iowa State University, 2005.
- . "Narrowing the Food Insecurity Gap between Food Stamp Participants and Eligible Non-Participants: The Role of State Policies." Iowa State University, 2004.
- Iceland, John. "Dynamics of Economic Well-Being: Poverty, 1996-1999." In *Current Population Reports*. Washington, DC.: U.S. Census Bureau, 2003.
- Internal Revenue Service. "Compliance Estimates for Earned Income Tax Credit Claimed on 1999 Returns." Washington, DC: U.S. Department of the Treasury, 2002.
- Lee, Bong Joo, Robert Goerge, Mairead Reidy, J. Lee Kreader, Annie Georges, Robert L. Wagmiller Jur., Jane Staveley, David Stevens, and Ann Dryden Witte. "Child Care Subsidy Use and Employment Outcomes of Tanf Mothers During the Early Years of Welfare Reform: A Three-State Study." Chicago: Chapin Hall Center for Children at the University of Chicago, 2004.
- Lee, Ho Jin, and Wei-Hua Tian. "The State Children's Health Insurance Program: Participation and Substitution." University of California, Irvine, 2004.
- LoSasso, Anthony, and Thomas C. Buchmueller. "The Effect of the State Children's Health Insurance Program on Health Insurance Coverage." NBER, 2002.
- Oliver, Helen, Phillips Katherin Ross, Linda Giannarelli, and An-Lon Chen. "Eligibility for CCDF-Funded Child Care Subsidies under the October 1999 Program Rules: Results from the Trim3 Microsimulation Model." Urban Institute, 2002.
- Reichman, Nancy E., Julien O. Teitler, Irwin Garfinkel, and Sandra Garcia. "Variations in Maternal and Child Wellbeing among Financially Eligible Mothers by TANF Participation Status." Washington, DC: Center for Research on Child Well-being, 2003.
- Scholz, Karl. "The Earned Income Tax Credit: Participation, Compliance, and Antipoverty Effectiveness." *National Tax Journal* XLII, No. 1 (1994): 63-85.
- Selden, Thomas, Julie Hudson, and Jessica Banthin. "Tracking Changes in Eligibility and Coverage among Children, 1996-2002." Rockville, MD: Agency for Healthcare Research Quality, 2004.
- U.S. Department of Health and Human Services. "Indicators of Welfare Dependence, Annual Report to Congress." Washington, DC, 2003.

U.S. Department of Housing and Urban Development. "Assisted Housing 1999." Washington, DC, 1999.

Wilson, Paul. "Tax Implications of Welfare Reform: The Minnesota Experience." *National Tax Journal* 53, no. 3, Part 1 (2000): 417-38.

Women, Wider Opportunities for. "Coming up Short." Washington, DC: Wider Opportunities for Women, 2004.

Zeidenberg, Debbie. "Going It Alone: Why Eligible Families Choose Not to Receive Public Benefits." Seattle, WA: WorkFirst Performance Team, 2005.

# Appendix on Eligibility Rules

This appendix describes the federal eligibility rules for Food Stamps and Public housing/Section 8, noting any exceptions for BTG states, and state eligibility rules for child care assistance, medical programs, and TANF separately for each BTG state.

Appendix on Eligibility Rules .....	33
Combined Federal and State Food Stamps Programs.....	34
Combined Federal and State Public Housing/ Section 8 Programs .....	37
District of Columbia Eligibility Appendix .....	38
Illinois Eligibility Appendix.....	42
Iowa Eligibility Appendix.....	46
Massachusetts Eligibility Appendix.....	51
Minnesota Eligibility Appendix .....	55
New York Eligibility Appendix .....	60
North Carolina Eligibility Appendix.....	66
Ohio Eligibility Appendix.....	71
Texas Eligibility Appendix.....	75
Washington Eligibility Appendix.....	79

## Combined Federal and State Food Stamps Programs

This appendix summarizes the eligibility rules programmed to estimate eligibility for the Food Stamps program in DC, IA, IL, MA, MN, NC, NY, OH, TX and WA in 2006. Since Food Stamps is a federal program, this appendix includes all federal rules and state exemptions that can be coded onto the survey data.

### Citizenship

Applicants must be citizens or qualified non-citizens. Qualified non-citizens include legal permanent residents who have been such since entry or for the five previous years. In states other than North Carolina, there is no citizenship requirement for

- children under age 18
- Armed Forces veterans and their spouses
- those who, in 1996, were 65 and older and lawful residents of the US
- disabled persons.

### Work Requirements

No requirement for initial eligibility. Non-employed recipients must participate in Food Stamp Employment and Training (FSET) activities, except if the recipient is

- receiving TANF, Refugee Cash Assistance, or General Assistance, in states where it is available;
- under age 16, 16-17 and in school or not head of a household or in a training program at least half-time, or age 60 or older
- ill, injured, or incapacitated and certified unable to work;
- required in the home to care for a child under 6 or someone disabled
- receiving or has applied for unemployment compensation
- student enrolled at least half-time

### Budget Group Composition

Parents and children, spouses, and the entire economic unit must be included in the eligibility group; the programmed rules assume the budget group begins at the household level. Applicants disqualified for work or immigration requirements do not contribute to the size of the budget group; however, a pro-rated share of their income and a full share of their assets count towards the budget group.

### Asset Limits

Except for households where all members are receiving TANF or SSI, all households must meet the following asset limits:

- (1) Households with at least one member who is age 60 or older or disabled may not have countable assets totaling more than \$3,000
- (2) All remaining households may not have countable assets totaling more than \$2,000.

Massachusetts does not have asset limits for:

- (1) Households with children under age 19
- (2) Households consisting solely of a pregnant woman



**Assets countable toward asset limit:** cash; bank deposits (savings and checking accounts); stocks, bonds, and other securities; IRAs and Keogh plans; one-time lump sum payments; property other than home or business.

**Assets NOT countable toward asset limit:** home; up to \$4,650 of vehicles; personal belongings; life insurance; pension plans other than IRAs and Keoghs (e.g., 401K); income-producing property.

**Exceptions:**

Cars: Iowa discounts the value of the household's primary car and discounts \$4650 from other cars. Illinois discounts one vehicle more than the number of adults in the budget group. Minnesota discounts \$7500 from all cars' values. Texas discounts \$15,000 from the value of just the primary car. New York and North Carolina discount one vehicle per adult in the budget group. Massachusetts, Ohio, Washington, and the District of Columbia completely discount the value of all cars.

**Income Limits**

Most budget groups must pass two income tests: a *gross income test* and *net income test*. Gross income must be less than 130% of FPL for the budget group size, and net income must be less than 100% of FPL. Budget groups containing an elderly or disabled person do not have to pass the gross income test. Budget groups where all members are receiving TANF or SSI do not have to pass either income test.

**Exceptions:** For families with children under 19, the gross income limit for is 200% FPL in Massachusetts. For TANF households IN TEXAS, the gross income limit is 165% FPL, and there is no net income test. In Washington, people age 60 and over and permanently disabled have a gross income limit of 165% FPL.

**Income countable toward income limit:** wages and salaries; self-employment income; SSI, TANF; Social Security, pensions, annuities, and retirement benefits; unemployment, workers' compensation; veterans' benefits; disability payments; trust fund withdrawals and dividends; foster care payments; rental income; strike benefits; severance (and EAEDC in Massachusetts).

**Income NOT countable toward income limit:** under age 18 student income; assets listed above; housing subsidies, child care vouchers, irregular income up to \$30 every 3 months; educational assistance; assistance from private charities (up to \$300 every 3 months); fuel assistance; disaster relief; Medicare drug benefits; EITC; child support payments.

**Gross and Net Income Calculations**

To calculate gross monthly income, add together countable income. To calculate net income, subtract the following deductions from the total countable gross income.

- (1) standard deduction based on budget group size
  - \$134 – 1 to 4 members
  - \$157 – 5 members
  - \$179 – 6 members
- (2) 20% earned income deduction

- (3) medical expense deduction of expenses over \$35 on elderly or disabled budget group members
- (4) dependent care deduction (if necessary for work/training/education) of these expenses up to \$200/month for each under age 2 child, and \$175/month for all others (including elderly/disabled).
- (5) shelter costs deduction, up to \$417
- (6) standard utility (\$245) and telephone allowance (\$21) deductions. In North Carolina, the standard utility allowance is \$266-\$350, depending on household size. In DC it varies based on whether a family pays for heating, cooling, or both. This level of detail is not available in the SIPP; we use a \$217 deduction for all cases, as it applies to the most number of households in the judgment of the DC Fiscal Policy Initiative.
- (7) child support payments

## Combined Federal and State Public Housing/ Section 8 Programs

This appendix summarizes the eligibility rules programmed to estimate eligibility for the Public Housing and Section 8 programs in DC (2006), IA (2006), IL (2006), MA (2004), MN (2005), NC (2006), NY (2006), OH (2005), TX (2004) and WA (2005). Since Public Housing and Section 8 are federal programs, this appendix includes all federal rules and state exemptions that can be coded onto the survey data.

### Citizenship

At least one member of the budget group must be a citizen or legal permanent resident.

### Work Requirements

No requirement for initial eligibility. For continuing eligibility, adult household members must participate in an “economic self-sufficiency activity”: 8 hours/month of community service is the minimum requirement for this activity. Budget groups are exempt from the work requirement if they contain someone who is receiving TANF, SSI, subsidized child care, or state general assistance, if available. Individual elderly, disabled, or pregnant adults are also exempt.

### Asset Limits

There are no asset limits for Section 8 or Public Housing.

### Income Limits

*Public Housing: net income* must be less than 30% or 80% of area median income

*Section 8: net income* must be less than 30% or 50% of area median income

[To reduce complexity, we use 30% of the state’s median income]

**Income NOT countable toward income limit:** earned income from children under age 18; earned income over \$480 for over-18 students; sporadic or irregular income (but charity income is countable); housing subsidies; child care vouchers; educational assistance; fuel assistance; disaster relief; Medicare drug benefits; foster care payments.

### Gross and Net Income Calculations

To calculate the budget group's gross income, count all earned and unearned income, except non-countable income. To calculate net income, subtract the following from gross income:

- \$480 for each dependent

- \$400 for a family with elderly or disabled members

- to the extent that the following sum exceeds 3% of unadjusted annual income,
  - un-reimbursed medical expenses for families with elderly and disabled members, and childcare expenses necessary for employment or education.

## District of Columbia Eligibility Rules

### Child Care Programs

This appendix summarizes the eligibility rules programmed to estimate eligibility for child care programs funded through the federal Child Care and Development Fund (CCDF) in the District of Columbia. It includes all federal and district child care rules from 2006 that can be coded onto the survey data.

### General Demographic Requirements

CCDF covers only families with children up to age 13, or up to age 19 if the child is disabled.

### Citizenship

There are no citizenship requirements.

### Work Requirements

Each parent must either work full-time or participate in a work training program. Parents who are full-time students are exempt from the work requirement.

### Budget Group Composition

The budget group consists of the entire immediate family for the child requiring care. Parents not satisfying the work requirement invalidate the family for CCDF eligibility.

### Asset Limits

There is no asset limit.

### Income Limits

The initial income limit is 250% FPL. Eligibility continues through 300% FPL.

#### Income Calculation

The gross income is the sum of all countable income.

**Income countable toward income limit:** wages and salaries; self-employment income; Social Security, pensions, annuities, and retirement benefits; unemployment, workers' compensation; veterans' benefits; disability payments; trust fund withdrawals and dividends; child support and alimony; foster care payments; rental income; strike benefits; charity; income earned by students.

**Income NOT countable toward income limit:** assets; SSI payments; housing or food or any in-kind subsidies; and all income excluded by the Food Stamps programs (see Food Stamps appendix).

### Medical Programs

This appendix summarizes the eligibility rules programmed to estimate eligibility for medical programs in the District of Columbia: DC Medicaid/SCHIP and Healthcare Alliance. It includes all federal and district rules from 2006 that can be coded onto the survey data.

## General Demographic Requirements

Medicaid is divided into two eligibility tracks: Families with Children (which also permits pregnant women), and Elderly/Disabled (regardless of whether the applicant is receiving SSI). Others may apply for DC Healthcare Alliance.

## Immigration Status

Applicants must be citizens or qualified non-citizens. Qualified non-citizens include legal permanent residents who have been such since entry or for the five previous years. There is no citizenship requirement for:

- ☒ legal permanent residents under age 19;
- ☒ Armed Forces veterans and their spouses;
- ☒ those who have resided in the US since 1996, and are now legal permanent residents;
- ☒ those who have resided in the US since 1996, and are older than 64 and non-disabled.

Immigrants who fail this test are eligible for DC Healthcare Alliance.

## Work Requirements

There are no work requirements.

## Asset Limits

There is no asset test for Medicaid's Families with Children program. Applicants for Medicaid's Elderly/Disabled program who are receiving SSI have no asset test. An asset limit of \$4,000 for singles and \$6,000 for households of two or more applies to applicants for Medicaid's Elderly/Disabled program who are not receiving SSI, and to applicants for Healthcare Alliance.

## Income Limits

Budget groups must pass income tests based on the category of eligibility they are applying for and the size of the household. For Medicaid's Families with Children program and Healthcare Alliance, there is an income test of 200% FPL, though foster children have no income test. Medicaid's Elderly/Disabled program has an income limit of 100% FPL, though applicants receiving SSI have no income test. Children's income limit rose to 300% FPL in 2007; that rise is not taken into account in the Bridging the Gaps project, as it is more recent than the available survey data.

## Income Calculation

Sum of all countable income, minus deductions.

**Income countable toward income limit:** wages and salaries, including money earned from educational assistance jobs; self-employment income; Social Security, pensions, annuities, and retirement benefits; unemployment, workers' compensation; veterans' benefits; disability payments; trust fund withdrawals and dividends; child support and alimony; foster care payments; rental income; strike benefits; charity; TANF income.

**Income NOT countable toward income limit:** under age 18 student income; assets listed above; housing subsidies, child care vouchers, educational assistance (exceptions listed above); fuel assistance; disaster relief; Medicare drug benefits; Food Stamp income.

**Deductions:** up to \$100/month of earned income from each working adult; and monthly child care expenses, up to \$200/month for children under age two, and \$175/month for

children between age two and twelve. DC Healthcare Alliance includes this earned income deduction, but does not include a childcare deduction.

**SCHIP Expansion:**

In 1998, the District of Columbia used SCHIP funding to expand the children’s Medicaid program, “Healthy DC Kids,” to include all uninsured children under age 19 whose family incomes do not exceed 200% of the federal poverty level. These rules are all within the larger Medicaid rules, listed above.

**TANF Program**

This appendix summarizes the eligibility rules programmed to estimate eligibility for the TANF program in the District of Columbia. It includes all federal and district TANF rules from 2006 that can be coded onto the survey data..

**Basic Demographic Requirements**

TANF applicants must be a single parent or two parents with children, or a pregnant woman.

**Citizenship**

Applicants must be citizens or qualified non-citizens. Qualified non-citizens include legal permanent residents who have been such since entry or for the five previous years. There is no citizenship requirement for:

- legal permanent residents under age 19;
- Armed Forces veterans and their spouses;
- those who have resided in the US since 1996, and are now legal permanent residents;
- those who have resided in the US since 1996, and are older than 64 and non-disabled.

**Work Requirements**

No requirement for initial eligibility. Non-employed ongoing recipients must participate in training or education activities, except for children or disabled.

**Budget Group Composition**

Applicants disqualified for work or immigration requirements do not contribute to the size of the budget group; however, their income and their assets count towards the budget group. Those receiving SSI are ineligible for TANF.

**Asset Limits**

The asset limit is \$2,000, or \$3,000 if there is an elderly member in the budget group. Vehicles do not count towards the asset limit.

**Income Limits**

Budget groups must have income (defined below) at or below the TANF thresholds.

**TANF Thresholds**

Income thresholds are taken from summer 2006:

Family Size	Income Limit (2006 \$)
1	257

2	320
3	407
4	498
5	597

**Income Calculation**

Sum of all countable income minus deductions.

**Income countable toward income limit:** wages and salaries; self-employment income; Social Security, pensions, annuities, and retirement benefits; unemployment, workers' compensation; veterans' benefits; disability payments; trust fund withdrawals and dividends; child support and alimony; foster care payments; rental income; strike benefits; charity.

**Income NOT countable toward income limit:** under age 18 student income; assets listed above; child care vouchers; educational assistance; fuel assistance; disaster relief; Medicare drug benefits; food stamp income; housing subsidies.

**Deductions:**

For applicants:

- ⊗ Earned income: \$160 plus 66% of the remaining earnings.
- ⊗ Child care expenses up to \$200/month for child under age 2 and \$175 for child 2-12

For recipients

- ⊗ Earned income deduction equal to \$160 and 2/3 of remaining earned income, applied to each working adult
- ⊗ Child care deduction noted above

# Illinois Eligibility Rules

## Child Care Programs

This appendix summarizes the eligibility rules programmed to estimate eligibility for child care programs funded through the federal Child Care and Development Fund (CCDF), also known as CCAP in Illinois. It includes all federal and state child care rules from 2005 that can be coded onto the survey data.

## General Demographic Requirements

CCAP covers only families with children less than age 13, or up to age 19 if the child is disabled.

## Citizenship

Applicants must be citizens or qualified non-citizens. Qualified non-citizens include legal permanent residents who have been such since entry or for the five previous years. There is no citizenship requirement for:

- legal permanent residents under age 19;
- Armed Forces veterans and their spouses;
- those who have resided in the US since 1996, and are now legal permanent residents;
- those who have resided in the US since 1996, and are older than 64 and nondisabled.

## Work Requirements

Each parent must either work full-time or participate in a work-training program. Parents who are full-time students are exempt from the work requirement.

## Budget Group Composition

The budget group consists of the entire immediate family for the child requiring care. Parents not satisfying the work requirement invalidate the family for CCDF eligibility.

## Asset Limits

There is no asset limit.

## Income Limits

Families must have gross incomes less than 50% of Illinois's State Median Income. For 2005, this annual amount was

Family Size	Annual Limit
2	\$23,517
3	\$29,051
4	\$34,584
5	\$40,117
6	\$45,651
7	\$46,668
8	\$47,726

## Income Calculation

The gross income is the sum of all countable income.



**Income countable toward income limit:** wages and salaries; self-employment income; Social Security, pensions, annuities, and retirement benefits; unemployment, workers' compensation; veterans' benefits; disability payments; trust fund withdrawals and dividends; child support and alimony; foster care payments; rental income; strike benefits; charity; income earned by students.

**Income NOT countable toward income limit:** assets; housing or food or any in-kind subsidies; and all income excluded by the food stamps programs (see Food Stamps appendix).

## Medical Programs

This appendix summarizes the eligibility rules programmed to estimate eligibility for the following medical programs in Illinois: FamilyAssist, KidCare, and Moms & Babies. It includes all federal and state medical rules from 2006 that can be coded onto the survey data.

### General Demographic Requirements

A budget group must contain a pregnant woman, child, or a family with children.

### Citizenship

Applicants must be citizens or qualified non-citizens. Qualified non-citizens include legal permanent residents who have been such since entry or for the five previous years. There is no citizenship requirement for:

- legal permanent residents under age 19;
- Armed Forces veterans and their spouses;
- those who have resided in the US since 1996, and are now legal permanent residents;
- those who have resided in the US since 1996, and are older than 64 and non-disabled.

### Work Requirements

There is no work requirement.

### Budget Group Composition

Applicants disqualified for work or immigration requirements do not contribute to the size of the budget group; however, their income and their assets count towards the budget group. Assets and income of ineligible non-citizen children are not counted.

### Asset Limits

There is no asset limit for these medical programs.

### Income Limits

Budget groups must pass income tests based on the type of medical program for which they're applying: families with children (below 133% FPL); children (below 200% FPL); pregnant women (below 200% FPL).

### Income Calculation

Sum of all countable income minus deductions.

**Income countable and NOT countable toward income limit:** wages and salaries; self-employment income; Social Security, pensions, annuities, and retirement benefits; unemployment and workers' compensation; veterans' benefits; disability payments; trust fund withdrawals and dividends; child support and alimony; foster care payments; rental income; strike benefits; charity.

**Deductions:**

All earned income up to \$90.

Earned Income Exemption: One third of the quantity (Earned Income - \$30).

**SCHIP Expansion:**

In 1998, Illinois used SCHIP funding to establish KidCare, a non-Medicaid expansion of services. KidCare consisted of five sub-programs. One of these sub-programs, KidCare Rebate, is a rebate program for children with other insurance, and is not addressed here. A second sub-program, KidCare Moms & Babies, is funded under Title XIX and addressed above, with Medicaid programs. The three remaining sub-programs together (KidCare Assist, KidCare Share, and KidCare Premium) serve uninsured, Medicaid-ineligible children under age 19 with family incomes equal to or below 200% of the FPL. In 2006, all KidCare programs were absorbed into a new initiative, All Kids. The Bridging the Gaps project does not address All Kids, as it was created after our most recent administrative and survey data.

**TANF Program**

This appendix summarizes the eligibility rules programmed to estimate eligibility for the TANF program in Illinois. It includes all federal and state TANF rules from 2006 that can be coded onto the survey data.

**Basic Demographic Requirements**

TANF applicants must have at least one child, or be a woman expecting a child. 18-year olds can qualify as a child under TANF rules if they are in school full-time. A TANF unit may never contain more than two adults.

**Citizenship**

Applicants must be citizens or qualified non-citizens. Qualified non-citizens include legal permanent residents who have been such since entry or for the five previous years. There is no citizenship requirement for:

- legal permanent residents under age 19;
- Armed Forces veterans and their spouses;
- those who have resided in the US since 1996, and are now legal permanent residents;
- those who have resided in the US since 1996, and are older than 64 and non-disabled.

**Work Requirements**

No requirement for initial eligibility. Non-employed ongoing recipients must participate in training or education activities, except for children or disabled.

**Budget Group Composition**

Applicants disqualified for work or immigration requirements do not contribute to the size of the budget group; however, their income and their assets count towards the budget group. Assets and

income of ineligible non-citizen children are not counted. Children receiving SSI are ineligible for TANF.

**Asset Limits**

All budget groups must meet asset limits based on budget group size: for a budget group of only one person, \$2,000; for two people, \$3,000; for three or more people, \$3,000 plus \$50 for the third and each additional person.

**Assets countable toward asset limit:** secondary vehicles; cash; bank deposits (savings and checking accounts); stocks, bonds, and other securities; IRAs and Keogh plans; one-time lump sum payments; property other than home or business.

**Assets NOT countable toward asset limit:** children’s savings accounts; assets of children ineligible for citizenship reasons; primary home; life insurance policy.

**Income Limits**

Budget groups must have income at or below the TANF payment levels.

**Income Calculation**

Sum of all countable income minus deductions.

**TANF Payment Levels** (averaged for three sets of counties)

<u>Family Size</u>	<u>Payment Level</u>
1	\$206
2	\$281
3	\$382
4	\$422
5	\$493
6	\$555

**Income countable toward income limit:** wages and salaries; self-employment income; Social Security, pensions, annuities, and retirement benefits; unemployment and workers' compensation; veterans' benefits; disability payments; trust fund withdrawals and dividends; child support and alimony; foster care payments; rental income; strike benefits; charity.

**Income NOT countable toward income limit:** under age 18 student income; assets listed above; housing subsidies, child care vouchers, educational assistance; fuel assistance; disaster relief; Medicare drug benefits; Food Stamp income.

**Deductions:**

Child care expenses.

Any earned income up to \$90 (excess is counted).

# Iowa Eligibility Rules

## Child Care Programs

This appendix summarizes the eligibility rules programmed to estimate eligibility for child care programs funded through the federal Child Care and Development Fund (CCDF) in Iowa. It includes all federal and state child care rules from 2006 that can be coded onto the survey data.

## General Demographic Requirements

Child care support is available for families with children ages 13 or younger or under the age of 19 if the child has special needs.

## Categorical Eligibility

If a family receives FIP/TANF, they are automatically eligible for child care assistance.

## Citizenship

There are no citizenship requirements for child care assistance in Iowa.

## Budget Group Composition

The budget group consists of the nuclear family (also called subfamily). Applicants disqualified for immigration requirements do not contribute to the size of the budget group; however, their income counts towards the budget group.

## Work Requirements

Adult family members must be employed 28 hours a week or more or in job training or education (in school full time).

## Asset Limits

There is no asset limit.

## Income Limits

Income limits are set at the county level, and are based on the federal poverty level. Iowa uses a gross monthly income below 145% of FPL or 200% of FPL if they have a child with a special need. The state updates its income cutoff for the current FPL every July 1<sup>st</sup>. There are many income components not in the microdata that are to be excluded from the income calculation. Income in the eligibility program is calculated by summing only the countable income listed below.

**Income countable toward income limit:** wages and salaries; earned income from children between 14 and 18 not in school; self-employment income; social security and railroad benefits; dividends and interest; rental income; public assistance; pension and trust fund incomes; unemployment compensation; disability/compensation payments; alimony; child support; cash support payments; foster care payments.

**Income NOT countable toward income limit:** SSI income; income of children attending school; housing subsidies; fuel assistance; disaster relief; Medicare drug benefits; food stamp income; adoption subsidies; borrowed money; tax refunds; lump sum inheritances, or

insurance settlements; capital gains; withdrawals from bank deposits; money received from sale of property (separate from business income); educational loans and grants.

## Medical Programs

This appendix summarizes the eligibility rules for the medical programs for Iowa: (A) Medicare beneficiaries; (B) disabled & working; (C) SSI; (D) elderly or disabled; (E) families with children (FMAP); (F) pregnant women (FMAP); (G) children under 21 (FMAP); (H) pregnant women (MAC); (I) infants (MAC); (J) children ages 1 through 18 (MAC); and (K) hawk-I (Healthy and Well Kids in Iowa).

## General Demographic Requirements

A budget group must contain a demographically eligible member: (A) receiving Medicare; (B) disabled but currently working; (C) receiving SSI; (D) 65 or older, or disabled; (E) child under 21; (F) pregnant woman; (G) child under 21; (H) pregnant woman; (I) child under age 1; (J) child ages 1 through 18; or (K) under age 19 (and not eligible for other Medicaid programs or otherwise insured).

## Categorical Eligibility

There is no income or asset test for SSI recipients.

## Citizenship

Applicants must be citizens or qualified non-citizens. Qualified non-citizens include legal permanent residents who have been such since entry or for the five previous years.

## Work Requirements

There is no work requirement (except for category (B)).

## Budget Group Composition

Applicants disqualified for work or immigration requirements do not contribute to the size of the budget group; however, their income and their assets count towards the budget group. Assets and income of ineligible non-citizen children are not counted.

## Asset Limits

Assets vary by program:

- (A) \$4,000 for individuals, \$6,000 for couples;
- (B) \$10,000;
- (C) no requirement;
- (D) \$2,000 for individuals, \$3,000 for couples;
- (E) \$2,000 for initial applicants, \$5,000 for ongoing receipt
- (F) \$10,000
- (G) no requirement;
- (H) \$10,000
- (I) no requirement;
- (J) no requirement;
- (K) no requirement.

Assets NOT countable toward limit: Homes, personal effects, household goods, life insurance with no cash surrender value, the balance in an IDA, life estates, an equity not to exceed \$10,000 for tools

of the trade or capital assets of self-employed households, and the primary (highest-valued) motor vehicle.

Assets countable toward limit: equity in excess of \$4,435 (in 2007\$, indexed to inflation) in each secondary motor vehicle owned by an adult or teenager with earnings contributed to the budget group, and all equity in any other secondary vehicles; insurance settlements; proceeds from the sale of property.

Exceptions:

The resources of supplemental security income (SSI) recipients are not counted. For pregnant women, only liquid assets are countable.

### **Income Limits**

Budget groups must pass income tests based on the type of medical program for which they're applying. Most limits are based on the federal poverty level (FPL). For programs (E)-(G), income calculations and tests follow the TANF eligibility rules (see Iowa TANF eligibility appendix).

- (A) 200% FPL
- (B) 250% FPL
- (C) No income limit
- (D) 75% FPL
- (E) See TANF appendix
- (F) See TANF appendix
- (G) See TANF appendix
- (H) 185% FPL
- (I) 185% FPL
- (J) 133% FPL
- (K) 200% FPL

### **Income Calculation**

Sum of all countable income minus earned income deductions. There are no earned income deductions for programs (A)-(D). Programs (E)-(G) follow the deductions (and income tests) given in the Iowa TANF appendix (first no earned income deduction, then a 20% earned income deduction, then a 50% earned income deduction on top of the 20% deduction). Programs (H)-(K) deduct 20% of earned income before calculating total countable income. Programs (H)-(I) deduct an additional 15% of the FPL from total budget group income before comparing income to the above threshold.

**Income countable toward income limit:** wages and salaries; tips and bonuses; profit from self-employment; Social Security, pensions, annuities, and retirement benefits; unemployment, workers' compensation; veterans' benefits; disability payments; trust fund withdrawals and dividends; child support and alimony; foster care payments; rental income; strike benefits; charities.

**Income NOT countable toward income limit:** any income not listed above, including tax refunds and credits, earnings of a person aged 19 or younger who is a full-time student; assets listed above; supplemental security income; income of an ineligible child; deposits into an IDA; payments from Promise Jobs (public assistance); interest and dividend income;

housing subsidies, child care vouchers, educational assistance; fuel assistance; disaster relief; food stamp income; TANF.

### **Medicaid eligible Groups unable to be coded due to survey data constraints**

Children in foster care

Children in subsidized adoption

A woman who needs treatment for breast or cervical cancer and who has been diagnosed through the Breast and Cervical Cancer Early Detection Program

### **SCHIP Expansion**

In 1998, Iowa used SCHIP funds to expand their children's Medicaid program. In 1999 a separate SCHIP program, hawk-i, was created. It covers uninsured children under age 19 whose family incomes do not exceed 200% of the FPL and who are not eligible for Medicaid.

### **TANF Program**

This appendix summarizes the eligibility rules for the TANF program for Iowa.

#### **Basic Demographic Requirements**

TANF applicants must have at least one child.

#### **Citizenship**

Applicants must be citizens or qualified non-citizens. Qualified non-citizens include legal permanent residents who have been such for the five previous years. There is no citizenship requirement for Armed Forces' veterans or those on active duty, and their spouses and dependent children; or those who have resided in the US since 1996, and are now legal permanent residents

There are additional exceptions to the five-year bar that cannot be coded onto the survey data, in particular exceptions for qualified battered aliens.

#### **Work Requirements**

No requirement for initial eligibility. Non-employed ongoing recipients must participate in training or education activities, except for

- children who are not parents, who are either under 16 or students aged 16-19;
- those who are disabled

#### **Budget Group Composition**

Parents of eligible children in the budget group disqualified for work or immigration requirements do not contribute to the size of the budget group; however, their income and their assets count towards the budget group. Those receiving SSI are ineligible for TANF.

#### **Asset Limits**

All budget groups must have assets less than \$2,000 for applicant assistance units (initial application) and \$5,000 for recipient assistance units (ongoing receipt).

**Assets countable toward asset limit:** equity in excess of \$4,435 (in 2007\$, indexed to inflation) in each secondary motor vehicle owned by an adult or teenager with earnings contributed to the budget group, and all equity in any other secondary vehicles (see below);

cash; bank deposits (savings and checking accounts), stocks, bonds, and other securities; IRAs and Keogh plans; one-time lump sum payments; property other than home or business. (Actual eligibility rules exclude current earned income or tax credits in savings or checking accounts, as well as disaggregations of principal and interest income from property sales, but these exceptions or disaggregations cannot be coded onto survey data.)

**Assets NOT countable toward asset limit:** the primary (highest-valued) motor vehicle and the first \$4,435 of equity in additional motor vehicles owned by an adult or teenager with earnings contributed to the budget group (see above); primary home; life insurance policy; resources of SSI recipients. There are numerous other non-countable assets: all that is coded as countable is listed above.

### **Income Limits**

Budget groups must pass a series of income tests to determine whether their income is less than some portion of the thresholds listed below. Income eligibility is contingent upon all tests being passed.

#### **First Income Calculation & Test**

Sum of all countable income minus child/spousal support paid. Total countable income must be less than the thresholds listed below.

#### **Second Income Calculation & Test**

Sum of all countable income – where only 80% of earned income is counted – must be less than 54% of the thresholds used in Test 1.

#### **Third Income Calculation & Test**

Sum of all countable income – where only the remaining 50% of the 80% of earned income calculated above is counted – must be less than 54% of the thresholds used in Test 1.

**Income countable toward income limit:** wages and salaries; self-employment income; Social Security, pensions, annuities, and retirement benefits; unemployment, workers' compensation; veterans' benefits; disability payments; trust fund withdrawals; child support (above \$50 per month) and alimony; foster care payments; rental income; strike benefits; charities.

**Income NOT countable toward income limit:** any income not listed above, also including under age 20 student income; assets listed above; child care vouchers; educational assistance and training allowances; fuel assistance; disaster relief; Medicare drug benefits; food stamp income; the first \$50 of child support; deposits into an IDA account; all in-kind income; income of an SSI recipient; housing assistance; interest and dividends.

### **Income Thresholds**

Income before any of the aforementioned deductions (during the first income test) must be less than \$675.2 for family of 1; \$1,330.15 for family of 2; \$1,570.65 for family of 3; \$1,824.10 for family of 4; \$2,020.20 for family of 5; \$2,249.60 for family of 6; \$2,469.75 for family of 7; \$2,695.45 for family of 8; \$2,915.60 for family of 9; \$3,189.40 for family of 10. (These amounts are in 2007\$ and adjusted for inflation for previous years.)



# Massachusetts Eligibility Rules

## Child Care Programs

This appendix summarizes the eligibility rules programmed to estimate eligibility for child care programs funded through the federal Child Care and Development Fund (CCDF) in Massachusetts. It includes all federal and state rules from 2004 that can be coded onto the survey data.

### General Demographic Requirements

Child care support is available for families with children ages 12 or younger.

### Categorical Eligibility

All TANF-eligible families are eligible for CCDF.

### Citizenship

Applicants must be citizens or qualified non-citizens. Qualified non-citizens include legal permanent residents who have been such since entry or for the five previous years. There is no citizenship requirement for:

- Armed Forces veterans and their spouses;
- those who have resided in the US since 1996, and are now legal permanent residents.

### Work Requirements

Non-disabled adult members of the family must be employed or in education or training.

### Budget Group Composition

Applicants disqualified for work or immigration requirements do not contribute to the size of the budget group; however, their income and their assets count towards the budget group.

### Asset Limits

There is no asset limit.

### Income Limits

Budget groups must have incomes less than or equal to 50% of the state median income (SMI). SMIs calculated from a list of 2001 average SMIs provided by Randy Albelda, and adjusted for inflation.

#### Income Calculation

Sum of all countable income.

**Income countable toward income limit:** Wages and salaries, self-employment income, TAFDC, social security, UI and workers' comp, pension benefits, veteran's benefits, child support, alimony, rental income, SSI.

**Income NOT countable toward income limit:** food stamps income, tax refunds, capital gains, lump sum insurance payments, income earned by children under 18.

## Medical Programs

This appendix summarizes the eligibility rules programmed to estimate eligibility for medical programs in Massachusetts: MassHealth Standard, MassHealth Family Assistance, MassHealth CommonHealth. It includes all federal and state rules from 2004 that can be coded onto the survey data.

### General Demographic Requirements

Medical support is available for the elderly, children, pregnant women and women with infants, and recipients of SSI or TANF.

### Citizenship

Applicants must be citizens or qualified non-citizens. Qualified non-citizens include legal permanent residents who have been such since entry or for the five previous years. There is no citizenship requirement for:

- legal permanent residents under age 19;
- Armed Forces veterans and their spouses;
- those who have resided in the US since 1996, and are now legal permanent residents;
- those who have resided in the US since 1996, and are older than 64 and non-disabled.

Those who do not meet the citizenship requirement are still eligible for MassHealth Limited, which covers emergency and prenatal services for undocumented immigrants.

### Work Requirements

There is no work requirement.

### Budget Group Composition

Applicants disqualified for work or immigration requirements do not contribute to the size of the budget group; however, their income and their assets count towards the budget group.

### Asset Limits

There is no asset limit.

### Income Limits

Budget groups must pass income tests based on the type of medical program for which they're applying: for the elderly-- 100% FPL; families with children or the disabled-- 133% FPL; children between 1 and 18-- 150% FPL; pregnant women and infants-- 200% FPL. The SCHIP Family Assistance Plan accepts children up to age 18 with family income up to 200% FPL. There is no income test for SSI or TANF recipients.

### Income Calculation

Sum of all countable income minus deductions.

**Income countable toward income limit:** wages and salaries; self-employment income; Social Security, pensions, annuities, and retirement benefits; unemployment and workers' compensation; veterans' benefits; disability payments; trust fund withdrawals and dividends; child support and alimony; foster care payments; rental income; strike benefits; charity.

**Income NOT countable toward income limit:** assets; housing subsidies, child care vouchers, educational assistance; fuel assistance; disaster relief; Medicare drug benefits; Food Stamp income; SSI and TANF income.

**Deductions:**

Earned income deductions for the elderly: 50% of earned income, on top of a \$20 deduction.

Unearned income deduction for the elderly: \$65.

**SCHIP Expansion:**

In 1998, Massachusetts used SCHIP funding to expand children's Medicaid and establish a new program, the Family Assistance Plan, both of which are administered under MassHealth. The Family Assistance Plan serves uninsured and Medicaid-ineligible children under age 19 whose family income is equal to or below 200% of the FPL. It is part of the larger Family Assistance program, which also helps pay premiums for insured people under age 65. Thus, all children under age 19 are covered by Family Assistance, regardless of whether they are otherwise insured.

**TANF Program**

This appendix summarizes the eligibility rules programmed to estimate eligibility for the TANF program in Massachusetts. It includes all federal and state rules from 2004 that can be coded onto the survey data.

**Basic Demographic Requirements**

TANF applicants must have at least one child, or be a woman expecting a child.

**Citizenship**

Applicants must be citizens or qualified non-citizens. Qualified non-citizens include legal permanent residents who have been such since entry or for the five previous years. There is no citizenship requirement for:

- legal permanent residents under age 19;
- Armed Forces veterans and their spouses;
- those who have resided in the US since 1996, and are now legal permanent residents;
- those who have resided in the US since 1996, and are older than 64 and non-disabled.

**Work Requirements**

No requirement for initial eligibility. Non-employed ongoing recipients must participate in training or education activities, except for children or students. Budget groups containing a disabled person are exempt from the work requirement.

**Budget Group Composition**

Applicants disqualified for work or immigration requirements do not contribute to the size of the budget group; however, their income and their assets count towards the budget group. Those receiving SSI are ineligible for TANF.

**Asset Limits**

Total budget group assets must be less than \$2,500.

**Assets countable toward asset limit:** secondary vehicles; cash; bank deposits (savings and checking accounts); stocks, bonds, and other securities; IRAs and Keogh plans; one-time lump sum payments; property other than home or business.

**Assets NOT countable toward asset limit:** up to \$10,000 of the primary vehicle; children’s savings accounts; assets of children ineligible for citizenship reasons; primary home; life insurance policy.

**Income Limits**

Budget groups must have income (defined below) at or below the TANF thresholds for net and gross income.

**Income Calculation**

Gross income equals the sum of all countable income. Net income equals gross income minus deductions below.

**TANF Thresholds**

Income limits based on budget group size, and whether the budget group is exempt from the work requirement, and whether the budget group receives housing subsidies. The following are 2003 limits for families who are not exempt from the work requirement

Budget group size	No housing subsidies	With housing subsidies
1	\$ 717.80	\$ 791.80
2	908.35	982.35
3	1,097.05	1,171.05
4	1,278.35	1,352.35
5	1,465.20	1,539.20
6	1,657.60	1,731.60
7	1,844.45	1,918.45
8	2,029.45	2,103.45
9	2,214.45	2,288.45
10	2,401.30	2,475.30
Increment	194.25	194.25

**Income countable toward income limit:** wages and salaries; self-employment income; Social Security, pensions, annuities, and retirement benefits; unemployment and workers' compensation; veterans' benefits; disability payments; trust fund withdrawals and dividends; child support and alimony; foster care payments; rental income; strike benefits; charity; housing subsidies.

**Income NOT countable toward income limit:** under age 18 student income; assets listed above; child care vouchers; educational assistance; fuel assistance; disaster relief; Medicare drug benefits; Food Stamp income.

**Deductions:**

Standard Deductions: \$90 for work expenses and \$30 of earned income

Earned Income Deduction: 33% or 50% of remaining earned income if exempt or non-exempt, respectively, from the work requirement

Childcare Expense Deduction: capped by hours of work and child age.

# Minnesota Eligibility Rules

## Child Care Programs

This appendix summarizes the eligibility rules programmed to estimate eligibility for the following child care programs in Minnesota: MFIP, Transition Year, and Basic Sliding Fee. It includes all federal and state rules from 2005 that can be coded onto the survey data.

## General Demographic Requirements

Child care support is available for families with children ages 12 or younger.

## Categorically Eligible

Families eligible for MFIP (see Minnesota TANF appendix).

## Citizenship

Children must be citizens or qualified non-citizens. Qualified non-citizens include legal permanent residents who have been such for the five previous years. There is no citizenship requirement for:

- Armed Forces veterans and their spouses;
- those who have resided in the US before 1996, and are now legal permanent residents;
- family members other than children
- the disabled.

## Budget Group Composition

Applicants disqualified for immigration requirements do not contribute to the size of the budget group; however, their income counts towards the budget group.

## Work Requirements

Adult family members must be employed or in a job search or education.

## Asset Limits

There is no asset limit.

## Income Limits

Income limits are the same as MFIP for MFIP assistance. For Transition Year and Basic Sliding Fee, initial eligibility limits of 175%FPL are used.

**Income countable toward income limit:** wages and salaries; earned income from children between 14 and 18 who are not in school; self-employment income; Social Security and railroad benefits; dividends and interest; rental income; public assistance; pension and trust fund incomes; educational loans and grants; unemployment compensation; disability/compensation payments; alimony; child support; cash support payments; foster care payments; property sales.

**Income NOT countable toward income limit:** SSI income, income of children attending school; housing subsidies; fuel assistance; disaster relief; Medicare drug benefits; Food Stamp income; adoption subsidies.

## Medical Programs

This appendix summarizes the eligibility rules programmed to estimate eligibility for the following medical programs in Minnesota: Minnesota Care (MNCare) and Medical Assistance (MA). It includes all federal and state rules from 2005 that can be coded onto the survey data.

### General Demographic Requirements

For MA, an eligible person must be a child under 21, a parent, a pregnant woman, an elderly or disabled person. MNCare requirements depend on family size and composition. All children of parents must be living in the parents' home.

### Immigration Status

Applicants for both MA and MNCare must be citizens or qualified non-citizens. Qualified non-citizens (QNCs) include Armed Forces' veterans and their spouses. For MA, and for MNCare for adults without children: QNCs also include legal permanent residents. For MNCare for children and adults living with children, QNCs include pregnant women, parents, and children who have lived in the US for less than five years. [See below for some immigration details that cannot be coded onto the microdata.]

### Work Requirements

There is no work requirement.

### Asset Limits

MA has the same asset limits as MNCare for families with children. MNCare eligibles must have assets less than \$10,000 for a single-person budget group, or \$20,000 for other budget groups. MA and MNCare have no asset limits for child or pregnant woman-only programs. MA has different asset limits for elderly and disabled programs: \$3,000 for a single-person, or \$6,000 for a household of two plus \$200 for each dependent.

### Income Limits

Budget groups must pass income tests based on the category of eligibility for which they are applying. Minnesota updates the FPL levels July 1 of each year.

For MA, children under age 2 – 280% FPL; children between ages 2 and 18 – 150% FPL; children between ages 19 and 20 – 100% FPL; parents with children under 19 – 100% FPL; pregnant women – 275% FPL; elderly or disabled – 100% FPL.

For MNCare, adults without children under 21 – 175% FPL; children and adults with children – 275% FPL.

### Income Calculation

Sum of all countable income.

**Income countable toward income limit:** wages, salaries, earnings for any work; self-employment income; Social Security, pensions, annuities, and retirement benefits; unemployment and workers' compensation; veterans' benefits; disability payments; trust fund withdrawals and dividends; child support and alimony; foster care payments; rental income; strike benefits; charity. MNCare counts TANF income.

**Income NOT countable toward income limit:** under age 18 student income; assets listed above; housing subsidies; child care vouchers; educational assistance; fuel assistance; disaster relief; Medicare drug benefits; Food Stamp income. MA does not count TANF income.

## Medical Programs

### General demographic requirements

MN residency – all people in the data living in Minnesota are considered residents (instead of just those who may temporarily be in MN, etc.)

Institutional residents – people living in institutions are not in the data

### Transitional MA

No eligibility programmed for TMA or TYMA, since these programs are only available for people who become ineligible for MA due to increased earned/support income. Some of our data (SIPP) can track people over time and does include both earned and support incomes, but we do not program whether an eligibility spell ends due to increased earned income or some other income category.

### Assets

We waive asset limits for all pregnant women (not just those in 60-day postpartum period).

We cannot identify the SSI-disabled receiving MA before their SSI eligibility, so we do not waive their asset requirements.

Rules indicate that the value of joint assets should be split equally among owners, which we do, except for vehicles, where we have no specific information on which members own which household vehicle.

### Immigration

The following categories of people cannot be identified in the data, so no eligibility exceptions are programmed for them: noncitizen nonimmigrants, undocumented persons, battered persons, family unity beneficiaries, deferred enforced departures, temporary protected status, parolees, asylum applicants or asylees, trafficking victims, entrants of specific nationalities, conditional entrants.

There are differences in noncitizen eligibility between federally funded MA/MNCare and state-funded MA/MNCare; however, since there are no other (income/asset/etc.) eligibility differences between these programs, the weakest set of immigration eligibility requirements is programmed for MA and for MNCare. For instance, legal permanent residents are exempt from immigration requirements for state-funded MA, while they are not exempt (until five years after entry) for federally funded MA; in this case, we simply program that legal permanent residents are exempt from the immigration requirement.

There is a distinction between legal permanent residents arriving before and arriving after August 22,

1996. This distinction can only be made in the SIPP data, where we break down LPRs into those arriving during 1996 or before, and those arriving during 1997 or after (since we do not have specific day and month information in the data).

## **TANF Program**

This appendix summarizes the eligibility rules programmed to estimate eligibility for the TANF program in Minnesota. It includes all federal and state rules from 2005 that can be coded onto the survey data.

### **Basic Demographic Requirements**

TANF applicants must have at least one child, or be a woman expecting a child.

### **Citizenship**

Applicants must be citizens or qualified non-citizens. Qualified non-citizens include legal permanent residents who have been such since entry or for the five previous years. There is no citizenship requirement for:

- legal permanent residents under age 19;
- Armed Forces veterans and their spouses;
- those who have resided in the US since 1996, and are now legal permanent residents;
- those who have resided in the US since 1996, and are older than 64 and non-disabled.

### **Work Requirements**

No requirement for initial eligibility. Non-employed ongoing recipients must participate in training or education activities, except for children or disabled.

### **Budget Group Composition**

Applicants disqualified for work or immigration requirements do not contribute to the size of the budget group; however, their income and their assets count towards the budget group. Those receiving SSI are ineligible for TANF.

### **Asset Limits**

All budget groups must have assets less than \$2,000.

**Assets countable toward asset limit:** secondary vehicles; cash; bank deposits (savings and checking accounts); stocks, bonds, and other securities; IRAs and Keogh plans; one-time lump sum payments; property other than home or business.

**Assets NOT countable toward asset limit:** up to \$7,500 of the primary vehicle; children's savings accounts; assets of children ineligible for citizenship reasons; primary home; life insurance policy.

### **Income Limits**

Budget groups must have income (defined below) at or below the TANF thresholds.

#### **Income Calculation**

Sum of all countable income minus deductions.



**TANF Thresholds**

The full TANF thresholds depend on budget group size and whether the budget group earns income:

Size	With earnings	Without earnings
1	417	379
2	743	675
3	964	876
4	1,140	1,036
5	1,298	1,180
6	1,485	1,350
7	1,619	1,472
8	1,785	1,623
9	1,949	1,772
10	2,107	1,915
Each additional person	156	142

**Income countable toward income limit:** wages and salaries; self-employment income; Social Security, pensions, annuities, and retirement benefits; unemployment and workers' compensation; veterans' benefits; disability payments; trust fund withdrawals and dividends; child support and alimony; foster care payments; rental income; strike benefits; charity; up to \$50 of housing subsidies.

**Income NOT countable toward income limit:** under age 18 student income; assets listed above; child care vouchers; educational assistance; fuel assistance; disaster relief; Medicare drug benefits; Food Stamp income.

**Deductions:**

Dependant Care deduction = \$200 per child under two; \$175 per other dependent

Earned Income deduction = 18% of earned income

Support payments deduction = all child/spousal support payments

# New York Eligibility Rules

## Child Care Programs

This appendix summarizes the eligibility rules programmed to estimate eligibility for child care programs funded through the federal Child Care and Development Fund (CCDF) in New York. It includes all federal and state rules from 2006 that can be coded onto the survey data.

## General Demographic Requirements

CCDF covers only families with a child aged less than 13, or less than 19 if the child is disabled.

## Citizenship

The child must be a citizen.

## Work Requirements

Each parent must either work or participate in a work-training program. Parents who are full-time high-school students are exempt from the work requirement.

## Categorical Eligibility

Families with employed parents who are also receiving public assistance are categorically eligible for child care assistance for children under 13 years of age.

## Budget Group Composition

The budget group consists of the entire subfamily (nuclear family) for the child requiring care. Parents not satisfying the work requirement invalidate the family for CCDF eligibility.

## Asset Limits

There is no asset limit.

## Income Limits

Families' income limits vary by county, ranging from 100-200% FPL. A complete list of county-level income limits is available from the authors.

### Income Calculation

The gross income is the sum of all countable income.

**Income countable toward income limit:** wages and salaries; self-employment income; Social Security, pensions, annuities, and retirement benefits; public assistance and welfare income; unemployment and workers' compensation; disability payments; trust fund withdrawals and dividends; child support and alimony; foster care payments; rental income; strike benefits; income earned by students; VA payments.

**Income NOT countable toward income limit:** sale of asset income; loans; gifts; tax refunds; lump sum inheritance income; lump sum insurance income; capital gains; Food Stamp or Food Assistance income; educational loans and grants.

## Medical Programs

This appendix summarizes the eligibility rules programmed to estimate eligibility for medical programs in New York: Medicaid, Family Health Plus, and Child Health Plus. It includes all federal and state rules from 2006 that can be coded onto the survey data.

### General Demographic Requirements

Eligible groups for federal Medicaid include families with children under 21, children, blind/aged/disabled persons and pregnant women; for Family Health Plus, adults not eligible for Medicaid who are also not receiving employer-provided health insurance or Medicare; for Child Health Plus, Medicaid-ineligible children under the age of 19 and pregnant women.

### Categorical Eligibility

Individuals eligible for Family Assistance, Safety Net Assistance or Supplemental Security Income are categorically eligible for Medicaid whether or not they are receiving assistance from these programs.

### Immigration Status

Applicants must be citizens or qualified non-citizens. Qualified non-citizens include legal permanent residents and persons permanently residing in the United States under color of law (PRUCOL).

### Work Requirements

There are no work requirements.

### Asset Limits

There are asset limits for Medicaid, and Family Health Plus, but not Child Health Plus. Family Health Plus asset limits are set at 150% of the Medicaid income level for the relevant household size. Medicaid asset limits by family size for 2006 are:

Number in Family	Asset Limit
1	\$4150
2	\$5400
3	\$6100
4	\$6150
5	\$6200
6	\$6800
For each additional person, add:	\$850

Source: GIS 05 MA/045

### Income Limits

Budget groups must pass income tests based on the category of eligibility they are applying for and the size of the household.

Medicaid limits are the following, given in 2006 dollars, and deflated annually for previous years:

Number in Family	Net Income Limit
1	\$692
2	\$900
3	\$1017
4	\$1025
5	\$1034
6	\$1134
For each additional person, add:	\$142

There are more generous income limits for children and pregnant women. Income limit for children ages 6 -18 is 100% of FPL. For children ages 1 -5 133% of FPL. For infants to age one and pregnant women (who count as two) the income limit is 200% of the FPL.

For Family Health Plus, adults without children – 100% FPL. Family Health Plus parents living with a child under the age of 21 – 150% FPL, except during October 2001-October 2002 (133% FPL), and January 2001-October 2001 (120% FPL).

For Child Health Plus, infants and pregnant women – free insurance if income is less than 160% of FPL; \$9 per month with maximum of \$27 per family for families with income less than 220% of FPL; and \$15 per child per month with maximum of \$45 per family for families with incomes below 250% of poverty.

### Income Calculation

Sum of all countable income, minus deductions for any groups listed below.

**Income countable toward income limit:** wages and salaries; self-employment income; Social Security, pensions, annuities, and retirement benefits; unemployment and workers' compensation; veterans' benefits; disability payments; trust fund withdrawals and dividends; child support and alimony; foster care payments; rental income; strike benefits; charity.

**Income NOT countable toward income limit:** under age 18 student income; assets listed above; housing subsidies; child care vouchers; educational assistance; fuel assistance; disaster relief; Medicare drug benefits; Food Stamp income.

### Spend-down:

Families with income greater than the income limit are still eligible for Medicaid if this difference (countable income minus income limit) is less than total medical expenses. Families with resources greater than the asset limit may also “spend down” these resources and become eligible.

### Additional Eligibility Groups

The following groups of applicants are also eligible for state-level healthcare services:

#### Low Income Families:

Eligible groups – families with children, a single person under age 21 not living with a caretaker relative, or a pregnant woman – must have countable income (defined above) no greater than 185% of the standard of need, and net income at or below the standard of need. Net income is countable income (defined above) minus \$90 of earned income, minus 55% of remaining earned income, minus the child care deduction defined below. The asset limit for these families is the same as the TANF asset limit (see TANF appendix).

#### **ADC-Related Families:**

Eligible groups – families with one disabled parent, children under the age of 21 not living with parents, and pregnant women – have gross income below 185% the standard of need (see TANF appendix), and also net income and assets below the Medicaid levels listed above. Deductions for net income include \$90 of earned income child care expenses (defined below), and for the first four months, an additional \$30 and 1/3 of the remainder of gross income. After the first four months and for the next 8 months only \$30 is disregarded.

#### **Singles and Childless Couples:**

Eligible groups – childless single individuals and childless couples who are not disabled and who are between the ages of 21 and 64 – have net income below the standard of need (see TANF appendix). Net income is gross income minus the first \$90 of earned income. Assets are limited to \$2,000 for those between ages 21-59 and \$3,000 for those ages 60-64.

#### **SSI – Related**

For those aged, blind and disabled but not receiving SSI the first \$20 of income will be disregarded plus an additional \$65 of earned income and half the remainder of earned income with no time limit. Income limits are \$692 for an individual or \$900 for a couple. Assets may not exceed \$4,150 for a one person household or \$5,400 for a two person household.

Those eligible for Medicaid under the SSI-related category will always be considered a household of one, unless they are living with their spouse. In that case they will be considered a Medicaid household of two if the spouse is: (1) also aged, blind or disabled, or (2) has income over a certain amount set by law.

#### **Child Care Deduction for ADC and Low Income Families:**

Monthly child care expenses, up to \$200/month for children under age two, and \$175/month for children aged between two and twelve.

## **Cash Assistance Program**

This appendix summarizes the eligibility rules programmed to estimate eligibility for the following Cash Assistance programs in New York: Family Assistance and Safety Net. It includes all federal and state rules from 2006 that can be coded onto the survey data.

#### **Basic Demographic Requirements**

TANF applicants must be a family with children, or a pregnant woman. An unmarried, non-pregnant single parent under the age of 18 is not eligible.

### **Citizenship**

Applicants must be citizens or qualified non-citizens. Qualified non-citizens include legal permanent residents who have been such since entry or for the five previous years. There is no citizenship requirement for:

- Armed Forces veterans and their spouses;
- those who have resided in the US since 1996, and are now legal permanent residents;
- those who have resided in the US since 1996, and are older than 64 and non-disabled.

### **Work Requirements**

Non-employed ongoing recipients must participate in training or education activities, except for those under the age of 16, under the age of 19 and in school full-time, over the age of 60, or disabled, or in the last month of pregnancy.

### **Budget Group Composition**

Applicants disqualified for work or immigration requirements do not contribute to the size of the budget group; however, their income and their assets count towards the budget group.

### **Asset Limits**

The asset limit is \$2,000, or \$3,000 if there is a budget group member over 60. Assets not included are homes, and savings accounts up to \$4,650. The primary vehicle is exempt up to \$9,300. Additional vehicle equity is exempt up to \$4,650.

### **Income Limits**

Budget groups must have income (defined below) at or below 185% of the Standard of Need, or 100% FPL, whichever is lowest. The thresholds are a sum of three allowances and a basic allowance. They vary by family size, by county, by heat utility type, and by whether rent includes heat. (Neither county-level geography nor household fuel type is available in all of our data. The limits used in the programming are a series constructed by Trudi Renwick for selected MSAs and a lump non-metro area in the data):

#### **Income Calculation**

Sum of all countable income minus deductions.

#### **Standard of Need**

Monthly standards are taken from 2006. The following series are the values for the Albany-Schenectady-Troy area (see note above):

Number in Family	Limit
1	\$354
2	\$437
3	\$591
4	\$714
5	\$840
6	\$928
7	\$1017
8+	\$1067

**Income countable toward income limit:** wages and salaries; self-employment income; Social Security, pensions, annuities, and retirement benefits; unemployment and workers' compensation; veterans' benefits; disability payments; trust fund withdrawals and dividends; child support and alimony; foster care payments; rental income; strike benefits; charity; child support in excess of \$50.

**Income NOT countable toward income limit:** under age 18 student income; assets listed above; child care vouchers; educational assistance; fuel assistance; disaster relief; Medicare drug benefits; Food Stamp income; housing subsidies; first \$50 of child support.

**Deductions:**

Basic Earned income deduction = \$90.

Earned income deduction = a certain percentage of remaining earned income is additionally deducted if there is a child in the family, and the family is already receiving TANF. This percentage changes each year: 49% in 2001; 50% in 2002; 51% in 2003; 43% in 2004, and 45% in 2005.

# North Carolina Eligibility Rules

## Child Care Programs

This appendix summarizes the eligibility rules programmed to estimate eligibility for child care programs funded through the federal Child Care and Development Fund (CCDF) in North Carolina. It includes all federal and state rules from 2006 that can be coded onto the survey data.

### General Demographic Requirements

NC Child Care covers children aged less than 13, or less than 18 if the child is disabled.

### Citizenship

The child must be a citizen or legal non-citizen.

### Work Requirements

Each parent must be in the labor market (employed or seeking employment) or in a work-training program.

### Budget Group Composition

The budget group consists of the entire immediate family for the child requiring care. Parents not satisfying the work requirement invalidate the family for child care eligibility.

### Asset Limits

There is no asset limit.

### Income Limits

Gross budget group income must be less than or equal to the amount below. These amounts are in 2006 dollars (incomes in the older micro data are adjusted upwards by inflation).

Family Size	Maximum Gross Monthly Income
1	\$1,836
2	\$2,401
3	\$2,966
4	\$3,351
5	\$4,096
6	\$4,661
7	\$4,767
8	\$4,873
9	\$4,979
10	\$5,085
11	\$5,191
12	\$5,297

### Income Calculation

The gross income is the sum of all countable income.

**Income countable toward income limit:** wages and salaries; self-employment income; Social Security, pensions, annuities, and retirement benefits; unemployment insurance and



workers' compensation; disability payments; trust fund withdrawals and dividends; child support and alimony; foster care payments; rental income; strike benefits; income earned by students; VA payments.

**Income NOT countable toward income limit:** public assistance, SSI, or welfare income; sale of asset income; loans; gifts; tax refunds; lump sum inheritance income; lump sum insurance income; capital gains; Food Stamp or Food Assistance income; educational loans and grants; housing assistance.

## Medical Programs

This appendix summarizes the eligibility rules programmed to estimate eligibility for the following medical programs in North Carolina. It includes all federal and state rules from 2006 that can be coded onto the survey data.

- (A) NC Health Choice - Family and Children
- (B) Cash Assistance;
- (C) Aged, Blind, and Disabled;
- (D) Qualified Medicare;
- (E) Specified Low-Income Medicare;
- (F) Qualifying Individuals;
- (G) Working Disabled ;
- (H) Families & Children;
- (I) Pregnant Women;
- (J) Children under age 6;
- (K) Children ages 6 through 18;
- (L) Family Planning.

Not included due to data constraints are Title IV-E Children Medicaid and Breast & Cervical Cancer Medicaid.

## General Demographic Requirements

Budget groups for each program must contain at least one demographically eligible member:

- (A) family with children age 6 through 18;
- (B) receiving SSI or TANF;
- (C) with age 65 or over, or disabled;
- (D) receiving Medicare;
- (E) receiving Medicare;
- (F) receiving Medicare;
- (G) disabled but employed;
- (H) who is a child under 19;
- (I) pregnant;
- (J) with age under 6;
- (K) who is a child with age 6 through 18;
- (L) woman with age 19 through 55; or man with age 19 through 60.

## Citizenship

Applicants must be citizens or qualified non-citizens. Qualified non-citizens include legal permanent residents who have been such since entry or for the five previous years; and those who have resided in the US since 1996, and are now legal permanent residents.

### **Work Requirements**

There is no work requirement.

### **Budget Group Composition**

Applicants disqualified for work or immigration requirements do not contribute to the size of the budget group; however, their income and their assets count towards the budget group.

### **Asset Limits**

- (A, B, I, J, K, L) No limit;
- (C) \$2,000 for one person; \$3,000 for two;
- (D-G) \$4,000 for one person; \$6,000 for two;
- (H) \$3,000.

### **Income Limits**

Budget groups must pass income tests based on the type of medical program for which they're applying. Most of the limits are based on the federal poverty level (FPL).

- (A, G and J) 200% FPL;
- (B) no limit;
- (C, D and K) 100% FPL;
- (E) 120% FPL;
- (F) 135% FPL;
- (H) TANF need standards;
- (I and L) 185% FPL.

### **Income Calculation**

Sum of all countable income minus deductions.

**Income countable toward income limit:** veteran's benefits; RR benefits; pensions; worker's compensation and unemployment insurance; sick pay; stock/bond/fund income; lump sums; child support; rental income; severance. For (B) only, food and housing support is counted.

**Income not countable toward income limit:** SSI; food support; educational support; TANF income; loans or grants; housing support; energy or disaster assistance.

### **Deductions:**

\$20 deduction from unearned income (for those with income other than just VA pension); any remaining of the \$20 deduction is deducted from earned income.

Earned Income Exemption for (A): 27.5% of the quantity (Earned Income - \$65).

Earned Income Exemption for (I-K): \$90, plus child care expenses.

### **SCHIP Expansion:**

In 1998, North Carolina created HealthChoice for Children with SCHIP funding. It covers uninsured and Medicaid-ineligible children ages 6 to 18 whose family incomes are equal to no less than 200% FPL. It is addressed above, as program A.

## **TANF Program**

This appendix summarizes the eligibility rules programmed to estimate eligibility for the TANF program in North Carolina, NC Work First. It includes all federal and state rules from 2006 that can be coded onto the survey data.

### **Basic Demographic Requirements**

TANF applicants must have at least one child. 18-year olds can qualify as a child under TANF rules if they are in school full-time. A TANF unit may never contain more than two adults.

### **Citizenship**

Applicants must be citizens or qualified non-citizens. Qualified non-citizens include legal permanent residents who have been such since entry.

### **Work Requirements**

No requirement for initial eligibility. Non-employed ongoing recipients must participate in training or education activities, except for children, the disabled, or single parents with infants.

### **Budget Group Composition**

Applicants disqualified for work or immigration requirements do not contribute to the size of the budget group; however, their income and their assets count towards the budget group. Parents or children receiving SSI are ineligible for TANF, but do not invalidate the entire budget group.

### **Asset Limits**

All budget groups must meet an asset limit of \$3,000.

**Assets countable toward asset limit:** secondary vehicles; cash; bank deposits (savings and checking accounts); stocks, bonds, and other securities; IRAs and Keogh plans; one-time lump sum payments; property other than home or business.

**Assets NOT countable toward asset limit:** children's savings accounts; assets of children ineligible for citizenship reasons; primary home; life insurance policy; one vehicle per adult.

### **Income Limits**

Budget groups must have income at or below the need standard:

#### **Income Calculation**

Sum of all countable income minus deductions.

**TANF Need Standards**

<b>Family Size</b>	<b>Need Standard</b>
1	\$362
2	\$472
3	\$533
4	\$594
5	\$648
6	\$698
7	\$746
8	\$772
9	\$812
10	\$860
11	\$896
12	\$946
13	\$992
14	\$1042
Additional	+\$50

**Income countable toward income limit:** wages and salaries; self-employment income; Social Security, pensions, annuities, and retirement benefits; unemployment and workers' compensation; veterans' benefits; disability payments; trust fund withdrawals and dividends; child support and alimony; foster care payments; rental income; strike benefits; charity; insurance payments.

**Income NOT countable toward income limit:** assets listed above; housing subsidies; child care vouchers; educational assistance; fuel assistance; disaster relief; Medicare drug benefits; Food Stamp income; SSI.

**Deductions:**

27.5% of earned income.

# Ohio Eligibility Rules

## Child Care Programs

This appendix summarizes the eligibility rules programmed to estimate eligibility for child care programs funded through the federal Child Care and Development Fund (CCDF) in Ohio. It includes all federal and state rules from 2005 that can be coded onto the survey data.

### General Demographic Requirements

CCDF covers only families with children up to age 13, or up to age 19 if the child is disabled.

### Citizenship

There are no citizenship requirements

### Work Requirements

Each parent must either work full-time or participate in a work-training program. Parents who are full-time students are exempt from the work requirement.

### Budget Group Composition

The budget group consists of the entire immediate family for the child requiring care. Parents not satisfying the work requirement invalidate the family for CCDF eligibility.

### Asset Limits

There is no asset limit.

### Income Limits

Families must have gross incomes less than 85% of Ohio's Median Income. These monthly limits in 2005 are

Family Size	Limit
2	\$3096
3	\$3825
4	\$4553
5	\$5282

### Income Calculation

The gross income is the sum of all countable income.

**Income countable toward income limit:** wages and salaries; self-employment income; Social Security, pensions, annuities, and retirement benefits; unemployment and workers' compensation; veterans' benefits; disability payments; trust fund withdrawals and dividends; child support and alimony; foster care payments; rental income; strike benefits; charity; income earned by students.

**Income NOT countable toward income limit:** assets; housing or food or any in-kind subsidies; and all income excluded by the Food Stamps programs (see Food Stamps appendix).

## Medical Programs

This appendix summarizes the eligibility rules programmed to estimate eligibility for the following medical programs in Ohio: Healthy Start, and Healthy Families. Ohio does not have a separate S-CHIP program, but rather an expansion of Healthy Start to cover those eligible for S-CHIP. It includes all federal and state rules from 2005 that can be coded onto the survey data.

### General Demographic Requirements

A potentially eligible person must be a child under 19, a parent, a pregnant woman, or be a disabled or elderly.

### Citizenship

Applicants must be citizens or qualified non-citizens. Qualified non-citizens include legal permanent residents who have been such since entry or for the five previous years. There is no citizenship requirement for:

- legal permanent residents under age 19;
- Armed Forces veterans and their spouses;
- those who have resided in the US since 1996, and are now legal permanent residents;
- those who have resided in the US since 1996, and are older than 64 and non-disabled.

### Work Requirements

There is no work requirement.

### Budget Group Composition

Applicants disqualified for work or immigration requirements do not contribute to the size of the budget group; however, their income and their assets count towards the budget group. Assets and income of ineligible non-citizen children are not counted.

### Asset Limits

There are only asset limits for the elderly and the disabled: \$1500 for individuals, \$2250 for couples.

**Assets countable toward asset limit:** secondary vehicles; cash; bank deposits (savings and checking accounts); stocks, bonds, and other securities; IRAs and Keogh plans; one-time lump sum payments; property other than home or business.

**Assets NOT countable toward asset limit:** the primary vehicle; children's savings accounts; primary home; life insurance policy.

### Income Limits

Budget groups must pass income tests based on the type of medical program for which they are applying. For children under 19 – 200% FPL; for parents – 100% FPL; for pregnant women – 150% FPL; for the disabled or elderly – 64% FPL.

### Income Calculation

Sum of all countable income, minus deductions.

**Income countable toward income limit:** wages and salaries; self-employment income; Social Security, pensions, annuities, and retirement benefits; unemployment and workers'

compensation; veterans' benefits; disability payments; trust fund withdrawals and dividends; child support and alimony; foster care payments; rental income; strike benefits; charity.

**Income NOT countable toward income limit:** under age 18 student income; assets listed above; housing subsidies; child care vouchers; educational assistance; fuel assistance; disaster relief; Medicare drug benefits; Food Stamp income; TANF income.

**Deductions:**

Standard Deductions: \$20 deductions from both earned and unearned income.

Earned Income Deduction: \$65 deduction, and half of remaining earned income.

**SCHIP Expansion:**

In 1997, Ohio used SCHIP funding to expand their children's Medicaid program, Healthy Start. The expanded program serves Medicaid-ineligible children with family incomes equal to or below 200% of the FPL. Children whose family income is between 150% and 200% of the FPL must not have other insurance.

**Changes since 2005:**

In 2006, Medicaid income limits for parents dropped to 90% FPL. Additional changes set to occur in 2008 will raise the income limits for pregnant women and children. However, the Bridging the Gaps project does not address these changes, as they do not correspond to the years for which we have survey data.

**TANF Program**

This appendix summarizes the eligibility rules programmed to estimate eligibility for the TANF program in Ohio. It includes all federal and state rules from 2005 that can be coded onto the survey data.

**Basic Demographic Requirements**

TANF applicants must have or be expecting children.

**Citizenship**

Applicants must be citizens or qualified non-citizens. Qualified non-citizens include legal permanent residents who have been such since entry or for the five previous years. There is no citizenship requirement for:

- legal permanent residents under age 19;
- Armed Forces veterans and their spouses;
- those who have resided in the US since 1996, and are now legal permanent residents;
- those who have resided in the US since 1996, and are older than 64 and non-disabled.

**Work Requirements**

No requirement for initial eligibility. Non-employed ongoing recipients must participate in training or education activities, except for children or disabled.

**Budget Group Composition**

Applicants disqualified for work or immigration requirements do not contribute to the size of the budget group; however, their income and their assets count towards the budget group. Those receiving SSI are ineligible for TANF.

### **Asset Limits**

There is no asset limit.

### **Income Limits**

Budget groups must have income (defined below) at or below the TANF thresholds.

#### **Income Calculation**

Sum of all countable income minus deductions.

#### **TANF Thresholds**

50% of the federal poverty guidelines.

**Income countable toward income limit:** wages and salaries; self-employment income; Social Security, pensions, annuities, and retirement benefits; unemployment and workers' compensation; veterans' benefits; disability payments; trust fund withdrawals and dividends; child support and alimony; foster care payments; rental income; strike benefits; charity.

**Income NOT countable toward income limit:** under age 18 student income; assets listed above; child care vouchers; educational assistance; fuel assistance; disaster relief; Medicare drug benefits; Food Stamp income; housing subsidies.

#### **Deductions:**

Dependant Care deduction = \$200 per child under two; \$175 per other dependent.

Earned Income deduction = \$90

Support payments deduction = all child/spousal support payments



# Texas Eligibility Rules

## Child Care Programs

This appendix summarizes the eligibility rules we programmed to estimate the eligibility gap for the Texas Child Care Subsidy Program. We have programmed all federal and state Child Care rules for which there is survey data available. Our state partner has collected these rules, as they have the most experience with them.

### General Demographic Requirements

Child care support is available for families with children ages 12 or younger.

### Categorically Eligible

Families eligible for TANF (see Texas TANF appendix).

### Citizenship

Children must be citizens or qualified non-citizens. Qualified non-citizens include legal permanent residents who have been such for the five previous years. There is no citizenship requirement for:

Armed Forces' veterans and their spouses;

Those who have resided in the US before 1996, and are now legal permanent residents;

Family members other than children

The disabled.

### Budget Group Composition

Applicants disqualified for immigration requirements do not contribute to the size of the budget group; however, their income counts towards the budget group.

### Work Requirements

Adult family members must be employed or in job training or education.

### Asset Limits

There is no asset limit.

### Income Limits

Income limits are set at the county level, and are based on the federal poverty level or the state median income, varying by local workforce board. NSAF, SIPP, and CPS data are essentially only available at the state level (there are breakdowns for a few MSAs, but not all), so the programmed rules assume a limit of 85% of the Federal Poverty Line.

**Income countable toward income limit:** wages and salaries; earned income from children between 14 and 18 not in school; self-employment income; social security and railroad benefits; dividends and interest; rental income; public assistance; pension and trust fund incomes; educational loans and grants; unemployment compensation; disability/compensation payments; alimony; child support; cash support payments; foster care payments; property sales.

**Income NOT countable toward income limit:** SSI income, income of children attending school; housing subsidies; fuel assistance; disaster relief; Medicare drug benefits; food stamp income; adoption subsidies.

## Medical Programs

This appendix summarizes the eligibility rules we programmed to estimate the eligibility for Medicaid and CHIP in Texas. We have programmed all federal and state rules for which there is survey data available. Our state partner has collected these rules, as they have the most experience with them.

### MEDICAID

#### General Demographic Requirements

For Medicaid, potential eligibles must be

- (A) a child or parents (TANF-related);
- (B) a pregnant woman;
- (C) a child under age 1;
- (D) a child ages 1 through 5;
- (E) a child ages 6 through 18;
- (F) an uninsured child under age 19 (CHIP).

#### Citizenship

Applicants must be citizens or qualified non-citizens who arrived in the U.S. before 8/22/96. Exceptions include:

- Armed Forces' veterans and their spouses;
- those who entered in the US before 1996, and are now legal permanent residents

(There are many other exceptions in federal law, but these are the only ones that are programmed due to data constraints).

#### Budget Group Composition

The budget group is the nuclear family (also called sub-family). Applicants disqualified for immigration requirements contribute to the size and income/asset composition of the budget group.

#### Asset Limits

There is no asset requirement for pregnant women for Medicaid (B). Budget groups for programs (A, C, D, E) must have assets totaling less than \$2000, or \$3000 if the budget group contains a disabled person or person age 60 or older. For CHIP (F), budget groups with income above 150% FPL must have assets totaling less than \$5,000.

**Assets NOT countable toward asset limit:** home, assets of SSI recipients', vehicles worth less than \$4,650 (excess value counts). For program (A), two-parent households exempt up to \$15,000 of one vehicle (excess value counts). For (C)-(E), one vehicle is excluded entirely. For (F), the primary vehicle is exempt up to \$15,000, secondary vehicles are exempt up to \$4,650, and excess values count towards the \$5,000 limit.

#### Income Limits

Potential eligibles must pass an income test for their budget group based on the type of Medicaid program for which they're applying:

- (A) TANF recognizable needs limits (see TANF appendix);
- (B) 185% FPL;
- (C) 185% FPL;
- (D) 133% FPL;
- (E) 100% FPL;
- (F) 200% FPL.

**Income countable toward income limit:** wages and salaries; self-employment income; Social Security, pensions, annuities, and retirement benefits; unemployment and workers' compensation; veterans' benefits; non-SSI disability payments; trust fund withdrawals and dividends; child support and alimony; rental income; strike benefits.

**Income NOT countable toward income limit:** foster care, SSI income, income of children attending school; assets listed above; housing subsidies, child care vouchers, educational assistance; fuel assistance; disaster relief; Medicare drug benefits; food stamp income; adoption subsidies.

## TANF Program

This appendix summarizes the eligibility rules we programmed to estimate the eligibility gap for the TANF program, also known as Texas Works. We have programmed all federal and state TANF rules for which there is survey data available. Our state partner has collected these rules, as they have the most experience with them.

### Citizenship

Applicants must be citizens or legal permanent residents who arrived in the U.S. before 8/22/96. Exceptions include:

- Armed Forces' veterans and their spouses;
- those who have entered the US before 1996, and are now legal permanent residents.

### Work Requirements

No requirement for initial eligibility. Continued applicants between 16 and 59 must be employed for 30+ a week or participating in approved training programs. There is no work requirement for children under 19, single parents caring for a child aged less than one year, persons with disabilities, those providing care for ill/disabled household members, and pregnant women.

### Budget Group Composition

Applicants disqualified for work or immigration requirements do not contribute to the size of the budget group; however, their income and their assets count towards the budget group. Assets and income of ineligible non-citizen children are not counted.

### Asset Limits

Budget groups must have assets totaling less than \$1,000.

**Non-countable assets:** assets of SSI recipients; vehicles worth less than \$4,650 (excess value counts); homes.

### Income Limits

Budget groups must pass two income tests: budgetary needs test & recognizable needs test (25% of budgetary needs). Gross (sum of countable) income minus child care expenses must be less than the budgetary needs standard. Also, gross income minus the deductions listed below, minus one-third of remaining income, must be less than the recognizable needs test. The needs cutoffs vary depending on whether there is a child in the family, and the number of parents. The following lists limits for single parents (complete income limits: <http://www.dads.state.tx.us/handbooks/TexasWorks/C/100/111.htm>).

Family Size	Budgetary Needs Test Limit
1	\$313
2	\$650
3	\$751
4	\$903
5	\$1003
6	\$1153
7	\$1252
8	\$1425
9	\$1528
10	\$1701
11	\$1804
12	\$1977
13	\$2080
14	\$2253
15	\$2356
Additional	+ \$173

**Income countable toward income limit:** wages and salaries; self-employment income; Social Security, pensions, annuities, and retirement benefits; unemployment, workers' compensation; veterans' benefits; disability payments; trust fund withdrawals and dividends; child support and alimony; foster care payments; rental income; strike benefits.

**Income NOT countable toward income limit:** SSI income, income of children attending school; assets listed above; housing subsidies, child care vouchers, educational assistance; fuel assistance; disaster relief; Medicare drug benefits; food stamp income; and adoption subsidies.

**Deductions:** up to \$120 for work related expenses; up to \$200 for monthly child care expenses per child under two, and up to \$175 for people over age two.

# Washington Eligibility Rules

## Child Care Programs

This appendix summarizes the eligibility rules programmed to estimate eligibility for child care programs funded through the federal Child Care and Development Fund (CCDF) in Washington. It includes all federal and state rules from 2005 that can be coded onto the survey data.

### General Demographic Requirements

CCDF covers only families with children less than 13, or up to age 19 if the child is disabled.

### Citizenship

There are no citizenship requirements.

### Work Requirements

Each parent must either work full-time or participate in a work-training program. Parents who are full-time students are exempt from the work requirement.

### Budget Group Composition

The budget group consists of the entire immediate family for the child requiring care. Parents not satisfying the work requirement invalidate the family for CCDF eligibility.

### Asset Limits

There is no asset limit.

### Income Limits

Families must have gross incomes less than 200% of the Federal Poverty Line.

#### Income Calculation

The gross income is the sum of all countable income.

**Income countable toward income limit:** wages and salaries; self-employment income; Social Security, pensions, annuities, and retirement benefits; unemployment and workers' compensation; veterans' benefits; disability payments; trust fund withdrawals and dividends; child support and alimony; foster care payments; rental income; strike benefits; charity; income earned by students.

**Income NOT countable toward income limit:** assets; housing or food or any in-kind subsidies; and all income excluded by the Food Stamps programs (see Food Stamps appendix).

## Medical Programs

This appendix summarizes the eligibility rules programmed to estimate eligibility for the following medical programs in Washington: FamilyMedical, HealthyKids Now, and Basic Health Plan. It includes all federal and state rules from 2005 that can be coded onto the survey data.

### General Demographic Requirements

Budget groups include: for FamilyMedical, families with children; for HealthyKids Now, children; for Basic Health Plan, adults and children.

### **Immigration Status**

Applicants must be citizens or qualified non-citizens. Qualified non-citizens include legal permanent residents who have been such since entry or for the five previous years. There is no citizenship requirement for:

- ☒ legal permanent residents under age 19;
- ☒ Armed Forces veterans and their spouses;
- ☒ those who have resided in the US since 1996, and are now legal permanent residents;
- ☒ those who have resided in the US since 1996, and are older than 64 and non-disabled.

Immigrants (children and adults/families) who fail this test are eligible for Basic Health (up to 200% FPL).

Children under 100% FPL are put on Children's Health Program (similar benefits to Medicaid)

### **Work Requirements**

There are no work requirements.

### **Asset Limits**

There are only asset limits for FamilyMedical: \$1,000 for non-vehicle assets, and \$5,000 for a vehicle. (In the actual eligibility rules, asset limits only exist at the time of application. However, since all potential eligibles in the microdata are treated as initial applicants, this asset limit always exists in the programmed code for determining Family Medical eligibility).

### **Income Limits**

Budget groups must pass income tests based on the category of eligibility they are applying for and the size of the household. For Family Medical, apply the TANF income standards (see TANF eligibility appendix). For HealthyKids Now, 250% of the Federal Poverty Line (FPL); these applicants must also be otherwise uninsured. For Basic Health Plan, 200% FPL.

#### **Income Calculation**

Sum of all countable income, minus deductions.

**Income countable toward income limit:** wages and salaries, including money earned from educational assistance jobs; self-employment income; Social Security, pensions, annuities, and retirement benefits; unemployment and workers' compensation; veterans' benefits; disability payments; trust fund withdrawals and dividends; child support and alimony; foster care payments; rental income; strike benefits; charity; TANF income.

For Basic Health: Gross income from all sources (with exceptions listed below). (While the actual eligibility rules calculate monthly income for the self-employed using a monthly average of annual income, the programmed eligibility rules use the standard income variable in the microdata source – in the SIPP, monthly income for the month in question; in the CPS, annual income for the year in question.)

**Income NOT countable toward income limit:** under age 18 student income; assets listed above; housing subsidies, child care vouchers, educational assistance (exceptions listed above); fuel assistance; disaster relief; Medicare drug benefits; Food Stamp income.

For Basic Health: (i) Any assets drawn down as withdrawals from a bank, the sale of property, a house or a car; (ii) Tax refunds, gifts, loans; (iii) Non-cash receipts, such as the employer-paid or union-paid portion of health insurance or other employee fringe benefits, food or housing received in lieu of wages, the value of food and fuel produced and consumed on farms, the imputed value of rent from owner-occupied non-farm or farm housing, goods or services received due to payments a trust makes to a third party, and such non-cash benefit programs as Medicare, Medicaid, food stamps, school lunches, state supplementary payment income that is specifically dedicated to reimburse for services received, and housing assistance; (iv) Income earned by dependent children with the exception of distributions from a corporation, partnership, or business; (v) Income of a family member who resides in another household when such income is not available to the subscriber or dependents seeking enrollment in BHP; (vi) College or university scholarships, grants, and fellowships; (vii) Payments from the department of social and health services adoption support program authorized under RCW 26.33.320 and 74.13.100 through 74.13.145; (viii) Documented child care expenses for the care of a dependent child of a subscriber may be deducted (at a rate set by the administrator and consistent with IRS requirements) when calculating gross family income.

**Deductions:** up to \$100/month of earned income from each working adult; and monthly child care expenses, up to \$200/month for children under age two, and \$175/month for children between age two and twelve.

### **SCHIP Expansion:**

Washington used SCHIP funds to create a new program, Healthy Kids Now. Healthy Kids Now serves uninsured and Medicaid-ineligible children under age 19 with family incomes between 200% and 250% of the FPL.

## **TANF Program**

This appendix summarizes the eligibility rules programmed to estimate eligibility for the TANF program known as WorkFirst in Washington. It includes all federal and state rules from 2005 that can be coded onto the survey data.

### **Basic Demographic Requirements**

TANF applicants must be single, or parents with children, or single pregnant women.

### **Citizenship**

Applicants must be citizens or qualified non-citizens. Qualified non-citizens include legal permanent residents who have been such since entry or for the five previous years. There is no citizenship requirement for:

- legal permanent residents under age 19;
- Armed Forces veterans and their spouses;
- those who have resided in the US since 1996, and are now legal permanent residents;
- those who have resided in the US since 1996, and are older than 64 and non-disabled.

**Work Requirements**

No requirement for initial eligibility. Non-employed ongoing recipients must participate in training or education activities, except for children or disabled.

**Budget Group Composition**

Applicants disqualified for work or immigration requirements do not contribute to the size of the budget group; however, their income and their assets count towards the budget group. Those receiving SSI are ineligible for TANF.

**Asset Limits**

The asset limit is \$1,000 for the sum of values of non-vehicle assets and the excess of \$3,000 in savings. Vehicle assets are limited to \$5,000.

**Income Limits**

Budget groups must have income (defined below) at or below the following TANF thresholds (grant standards).

**Income Calculation**

Sum of all countable income minus deductions.

**TANF Thresholds**

Monthly thresholds are taken from 2006:

Family Size	TANF threshold (2006 \$)
1	349
2	440
3	546
4	642
5	740
6	841
7	971
8	1075
9	1180
10 or more	1283

**Income countable toward income limit:** wages and salaries; self-employment income; Social Security, pensions, annuities, and retirement benefits; unemployment and workers' compensation; veterans' benefits; disability payments; trust fund withdrawals and dividends; child support and alimony; foster care payments; rental income; strike benefits; charity.

**Income NOT countable toward income limit:** under age 18 student income; assets listed above; child care vouchers; educational assistance; fuel assistance; disaster relief; Medicare drug benefits; Food Stamp income; housing subsidies.

**Deductions:**

Child care expense deduction: up to \$200 per child under two; up to \$175 per child between two and twelve.

Earned income deduction: one-half of earned income.