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**CHARACTERISTICS OF CHILDLESS UNEMPLOYED  
ADULT AND LEGAL IMMIGRANT  
FOOD STAMP PARTICIPANTS:  
FISCAL YEAR 1995**

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## I. INTRODUCTION

The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) made many changes to the Food Stamp Program (FSP). Of these changes, only two are expected to have a significant effect on eligibility--the time limits on able-bodied, unemployed adults without children and the restriction on participation by legal immigrants. This report provides a baseline snapshot of FSP participants who may be affected by the work requirements and restrictions on benefits to legal immigrants. It provides counts of individuals potentially affected by the reforms as well as detailed descriptions of their demographic and economic characteristics. This report is a useful first step for those interested in better understanding the circumstances of the populations affected by these changes. It also provides a baseline for future comparisons.

The source of the data is the Fiscal Year 1995 Integrated Quality Control System sample, based on a sample of FSP households. It is the most recent data that identifies able-bodied, childless adults and legal immigrants and provides detailed information about their demographic and economic characteristics.

It should be cautioned that the data do not contain all of the information needed to determine whether an individual loses eligibility under the new law. The data are from fiscal year 1995 and do not capture the substantial decline in overall food stamp participation since then. Furthermore, they do not identify some of those exempted from the time limit or immigrant provisions. Thus, the figures in the attached report somewhat overstate the number of people who lose eligibility under the new law.

## II. PROFILE OF ABLE-BODIED FOOD STAMP RECIPIENTS

With the passage of PRWORA, adults between the ages of 18 and 50 (inclusive) who are childless, fit for employment, and neither working nor participating in a workfare program, can receive food stamps for no more than three months in any 36 month period. This chapter is an extract from a forthcoming report, commissioned by the U.S. Department of Agriculture's Food and Consumer Service, that will provide a profile of the population subject to this time limit. This chapter describes the able-bodied provisions of the new law, then draws on FSP Quality Control data to describe the size and characteristics of the population affected.

### A. TIME LIMIT PROVISIONS

PRWORA states that no individual shall be eligible to participate in the FSP if, during the preceding 36-month period, the individual received food stamps for three or more months (consecutive or otherwise) during which the individual did not do one of the following: (1) work 20 or more hours per week (averaged monthly), (2) participate in a workfare program, or (3) participate in a work program for 20 or more hours per week.<sup>1</sup>

The act exempts from this provision any individual who is under age 18 or over age 50, medically certified as physically or mentally unfit for employment, a pregnant woman, or a parent or other member of a household with responsibility for a dependent child. The act further exempts any person who is exempt from FSP work registration under subsection (d)(2) of 7 U.S.C. 2015. This includes any person who is:

- responsible for the care of a dependent child under age 6 or an incapacitated person

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<sup>1</sup>Participation in a job search program or job search training program does not count towards PRWORA's 20 hour work requirement.

- a student who meets FSP eligibility requirements
- a regular participant in a drug addiction or alcoholic treatment and rehabilitation program
- working at least 30 hours per week or earning at least 30 times the minimum wage, or
- subject to and complying with a work registration requirement under another program<sup>2</sup>

Finally, on a state's request, the USDA may waive application of the new work requirement to any group of individuals if the Secretary determines that the area where they reside has an unemployment rate higher than 10 percent or does not have a sufficient number of jobs to provide them employment.

An individual who loses eligibility under the work requirement of PRWORA can regain eligibility by working or participating in a work program for 80 or more hours in a 30-day period or by complying with a workfare program for 30 days. An individual who regains eligibility in this way remains eligible as long as he or she continues to meet the 20-hour-per-week work requirement. If, after regaining eligibility, an individual fails to meet the 20-hour work requirement, he or she remains eligible for a consecutive three month period starting on the date the individual notifies the state agency that he or she no longer meets the work requirement. An individual may only receive these three additional months for a single three-month period in any 36-month period.

## **B. IDENTIFYING PERSONS SUBJECT TO THE TIME LIMIT**

The estimates presented in this chapter are derived from a nationally representative sample of food stamp households selected for review in fiscal year 1995 as part of the Integrated Quality Control

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<sup>2</sup>Either under Title IV of the Social Security Act or under the federal-state unemployment compensation system.

System (IQCS).<sup>3</sup> The Quality Control (QC) database, constructed from extracts of the IQCS, provides detailed information on the characteristics of food stamp participants. This information can be used to identify which participants are subject to PRWORA's time limit. A person on the QC database is assumed to be subject to the time limit if he or she is able-bodied, not working, and has no children (as defined below).

***Able-Bodied.*** A person is considered able-bodied if he or she is between the ages of 18 and 50, not disabled,<sup>4</sup> and not exempt from work registration for any of the following reasons:

- pregnant
- needed in the home to care for an ill or incapacitated person
- relative or other caretaker of a dependent child
- student meeting FSP eligibility requirements
- receiving or have applied for unemployment compensation
- subject to/complying with work requirements under other programs
- participating in a drug or alcohol rehabilitation program
- participating in Community Work Experience Program or other work experience program

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<sup>3</sup>The IQCS is an ongoing review of food stamp household circumstances designed to determine, (1) if households are eligible to participate or are receiving the correct benefit amount, and (2) if household participation is correctly denied or terminated.

<sup>4</sup>It is not clear who states will exempt as, "medically certified as physically or mentally unfit for employment." In this analysis, a person is exempt only if he or she is disabled, defined as: (1) under age 65 and receiving SSI, or (2) between the ages of 18 and 61 and receiving Social Security, veterans benefits, or other government benefits as a result of a disability.



***Not Working.*** People who work fewer than 20 hours per week and earn less than \$368.33 monthly.<sup>5</sup>

***No Children.*** No one under age 18 in the FSP unit.<sup>6</sup>

The QC database does not contain all of the information needed to determine whether an individual loses eligibility under the able-bodied provisions of PRWORA. For example, eligibility under PRWORA depends on employment and program participation over a 36-month period. The QC database, however, only contains information observed in a single month (the sample month). People who fail to meet the work requirement in the QC sample month may have been working (or otherwise exempt) in the months leading up to the sample month. Thus, the estimates presented in this chapter pertain to the population that is subject to PRWORA's three-month time limit, not the population that would actually lose eligibility.

The QC-based definition described above may overstate the number of people subject to the time limit for two reasons. First, the QC definition does not exempt people living in an area with high unemployment or an insufficient number of jobs. Second, the QC definition assumes that there is no behavioral response to the time limit.<sup>7</sup> Consequently, the QC-based estimates presented in this chapter may overstate the number of people subject to the three-month time limit.

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<sup>5</sup> \$368.33 is the federal minimum wage in fiscal year 1995 (\$4.25) times 20 hours per week times 4.33 weeks per month.

<sup>6</sup>It is not clear who states will exempt as a "parent or other member of a household with responsibility for a dependent child." In this analysis, a person is exempt if he or she lives in a food stamp unit that contains a child.

<sup>7</sup>For example, faced with a three-month time limit, some adults may begin to comply with the act's work requirements (i.e., work or participate in a work program for 20 or more hours a week) and thus remain eligible for the FSP. The QC-based analysis presented in this chapter assumes that this does not occur.

## **C. CHARACTERISTICS OF ABLE-BODIED, NON-WORKING, CHILDLESS ADULTS**

Of the 27 million food stamp participants in an average month of fiscal year 1995, 2.5 million (9 percent) are childless adults between the ages of 18 and 50 (Table II.1). About half of these are either meeting or exempt from PRWORA's work requirement. The remaining 1.3 million (5 percent of all participants) are able-bodied, non-working, childless adults (henceforth, able-bodied), and thus subject to the three-month time limit. Table II.1 shows how many food stamp recipients have various characteristics related to able-bodied status.

Other tables in this chapter present selected characteristics of four groups: (1) all participants; (2) all adult participants (age 18 and over); (3) participants age 18 to 50 with no children; and (4) able-bodied participants. Because this analysis considers units with children to be exempt from the time limit, there are no children in the able-bodied category. Therefore, it is preferable to compare able-bodied persons to *adult* FSP participants, rather than to all FSP participants.

### **1. Demographic Characteristics**

Able-bodied adults differ demographically from other FSP participants in two key respects: able-bodied adults are more likely to be male and more likely to live in a small food stamp unit (Table II.2).<sup>8</sup> Males comprise 58 percent of able-bodied adults but only 30 percent of FSP adults. Still, over 40 percent of able-bodied adults are women. The difference in terms of unit size is more striking--74 percent of able-bodied adults live in a one-person FSP unit, compared with only 29 percent of FSP adults. On average, able-bodied units (those with at least one able-bodied person) are about half as large as the typical FSP unit (1.3 people compared with 2.5 people).

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<sup>8</sup>The term "food stamp unit" refers to the persons in a household who together are certified for and receive food stamps.

TABLE II.1

## PEOPLE WITH CHARACTERISTICS RELATED TO ABLE-BODIED STATUS

	FSP Participants		
	(000s)	Percent of Total	Percent of Subgroup
<b>All FSP Participants</b>	<b>26,955</b>	<b>100.0</b>	<b>100.0</b>
Under Age 18	13,883	51.5	51.5
Over Age 50	2,989	11.1	11.1
Age 18 to 50	10,052	37.3	37.3
<b>Age 18 to 50</b>	<b>10,052</b>	<b>37.3</b>	<b>100.0</b>
Disabled	1,204	4.5	12.0
Non-Disabled	8,848	32.8	88.0
Children in unit	7,547	28.0	75.1
No children in unit	2,505	9.3	24.9
Working 20+ hours per week	2,051	7.6	20.4
Not working 20+ hours per week	8,001	29.7	79.6
Not disabled, no children, not working 20+ hours per week	1,562	5.8	15.5
<b>Age 18 to 50, non-disabled, no children, not working 20+ hours per week</b>	<b>1,562</b>	<b>5.8</b>	<b>100.0</b>
Exempt from work registration because:			
Student meeting FSP eligibility criteria	52	0.2	3.3
Receiving unemployment compensation	21	0.1	1.3
Pregnant	14	0.1	0.9
Caring for ill or incapacitated person	61	0.2	3.9
Caring for a dependent child	28	0.1	1.8
Meeting work requirement in other program	36	0.1	2.3
In drug or alcohol rehabilitation program	50	0.2	3.2
In CWEP / other work experience program	6	0.0	0.4
Able-Bodied based on QC definition*	1,315	4.9	84.2

SOURCE: Fiscal Year 1995 Quality Control Database

\* Not exempt from work registration for any of the reasons listed

TABLE II.2

AGE, UNIT SIZE, RACE/ETHNICITY, CITIZENSHIP STATUS AND EDUCATION LEVEL OF ALL FSP PARTICIPANTS  
ADULT FSP PARTICIPANTS, AND ABLE-BODIED FSP PARTICIPANTS

	All FSP Participants		FSP Adults Age 18 and Over		FSP Adults Age 18-50, No Kids		Able-Bodied FSP Participants	
	Total	Percent	Total	Percent	Total	Percent	Total	Percent
Total.....	26,955,088	100.0	13,040,660	100.0	2,504,590	100.0	1,315,002	100.0
Male.....	10,925,615	40.5	3,957,071	30.3	1,326,258	53.0	763,349	58.0
Female.....	16,024,902	59.5	9,082,815	69.6	1,177,944	47.0	551,581	41.9
Unknown.....	4,571	>0	774	>0	388	>0	72	>0
<b>Age Distribution</b>								
0-17 years old.....	13,882,673	51.5	-	-	-	-	-	-
18-20 years old.....	1,060,030	3.9	1,060,030	8.1	255,854	10.2	124,513	9.5
21-25 years old.....	1,833,129	6.8	1,833,129	14.1	278,756	11.1	151,541	11.5
26-30 years old.....	1,861,997	6.9	1,861,997	14.3	281,488	11.2	152,493	11.6
31-35 years old.....	1,912,405	7.1	1,912,405	14.7	357,511	14.3	194,272	14.8
36-40 years old.....	1,537,768	5.7	1,537,768	11.8	442,240	17.7	241,881	18.4
41-45 years old.....	1,093,923	4.1	1,093,923	8.4	447,980	17.9	247,963	18.9
46-50 years old.....	752,718	2.8	752,718	5.8	440,760	17.6	202,339	15.4
51-59 years old.....	1,065,613	4.0	1,065,613	8.2	-	-	-	-
60+ years old.....	1,923,075	7.1	1,923,075	14.7	-	-	-	-
Unknown.....	31,755	0.1	-	-	-	-	-	-
<b>Unit Size</b>								
1 Person.....	3,901,604	14.5	3,747,408	28.7	1,858,701	74.2	971,811	73.9
2 Persons.....	4,937,438	18.3	2,917,839	22.4	512,401	20.5	267,539	20.3
3 Persons.....	5,867,732	21.8	2,440,761	18.7	108,352	4.3	62,101	4.7
4 Persons.....	5,516,222	20.5	1,931,586	14.8	12,793	0.5	7,697	0.6
5 Persons.....	3,336,737	12.4	1,070,858	8.2	7,374	0.3	2,392	0.2
6 Persons.....	1,855,157	6.9	555,672	4.3	4,968	0.2	3,463	0.3
7 Persons.....	822,523	3.1	210,801	1.6	-	-	-	-
8+ Persons.....	292,542	1.1	65,843	0.5	-	-	-	-
Unknown.....	425,134	1.6	99,891	0.8	-	-	-	-
<b>Race/Ethnicity</b>								
White, Non-Hispanic.....	10,956,083	40.6	6,018,823	46.2	1,198,644	47.9	563,314	42.8
African-American, Non-Hispanic.....	9,291,577	34.5	4,206,781	32.3	943,785	37.7	544,996	41.4
Hispanic.....	4,959,807	18.4	2,061,027	15.8	244,021	9.7	146,508	11.1
Asian or Pacific Islander.....	877,797	3.3	390,513	3.0	48,618	1.9	20,561	1.6
American Indian or Alaskan Native..	371,599	1.4	161,472	1.2	26,498	1.1	18,898	1.4
Unknown.....	498,224	1.8	202,045	1.5	43,024	1.7	20,726	1.6
<b>Citizenship Status</b>								
U.S. Citizen.....	24,752,302	91.8	11,338,842	86.9	2,290,742	91.5	1,206,604	91.8
Permanent Resident Alien.....	1,413,587	5.2	1,168,612	9.0	104,360	4.2	55,072	4.2
Other Alien.....	430,573	1.6	282,169	2.2	37,680	1.5	20,824	1.6
Unknown.....	358,626	1.3	251,037	1.9	71,808	2.9	32,503	2.5
<b>Education</b>								
Zero education.....	5,863,961	21.8	208,420	1.6	26,570	1.1	7,355	0.6
Grades 1-5.....	3,155,343	11.7	225,844	1.7	21,840	0.9	7,964	0.6
Grades 6-8.....	1,903,171	7.1	624,959	4.8	98,582	3.9	48,792	3.7
Grades 9-10.....	1,815,568	6.7	1,070,259	8.2	215,331	8.6	129,439	9.8
Grade 11.....	1,036,752	3.8	817,532	6.3	168,522	6.7	86,876	6.6
High school graduate or GED.....	3,000,468	11.1	2,971,839	22.8	572,938	22.9	301,020	22.9
Some college, but less than 2 years	546,050	2.0	540,034	4.1	112,130	4.5	57,975	4.4
2-3 years of college, including								
graduate of 2 year college.....	286,878	1.1	285,244	2.2	58,061	2.3	26,429	2.0
College graduate or post-graduate								
study.....	112,697	0.4	110,465	0.8	29,488	1.2	14,223	1.1
Unknown.....	9,234,199	34.3	6,186,063	47.4	1,201,129	48.0	634,930	48.3

SOURCE: Fiscal Year 1995 Quality Control Database  
- Data not available.  
>0 Value too small to display.

Of the 972 thousand able-bodied adults that file for food stamps by themselves (i.e., one-person food stamp units), 590 thousand (61 percent) are male (Table II.3). In contrast, only 41 percent of FSP adults in one-person units are male. Of the 268 thousand able-bodied adults that are in a two-person unit, 219 thousand (82 percent) are in a unit containing one male and one female. FSP adults in two-person units also tend to be in male/female units (63 percent), though units containing two women (34 percent) are also common. By definition, able-bodied persons are between the ages of 18 and 50. Just over half (53 percent) are between the ages of 36 and 50, and the average age is 35.

Whites represent the largest share of both groups (43 percent of able-bodied adults, 46 percent of FSP adults), though African Americans represent a larger share of able-bodied adults (41 percent) than of FSP adults (31 percent). Compared to FSP adults, able-bodied adults are less likely to be Hispanic (11 percent compared with 18 percent) and more likely to be U.S. citizens (92 percent compared with 87 percent) (Table II.2).

The education level of able-bodied adults is nearly identical to that of other FSP adults: 30 percent of both groups have at least a high school degree (Table II.2). Note, however, that half of the adults on the QC database have unknown education status. A more meaningful measure of educational attainment may be derived by computing percentages based on the population of adults with non-missing data.<sup>9</sup> As shown in Table II.4, when persons with missing data are removed from the denominator, 57 percent of FSP adults and 59 percent of able-bodied adults have at least a high school degree. Just over 40 percent of both groups lack a high school diploma.

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<sup>9</sup>This assumes that the education of adults with missing information does not differ systematically from that of adults whose information is reported. Tabulations based on data from the SIPP suggest that this assumption is valid. In a January 1992 SIPP sample, high school graduates comprise 56 percent of able-bodied adults--similar to the QC-based estimate of 59 percent. Able-bodied adults in the SIPP sample were identified using a definition largely analogous to the QC-based definition.

TABLE II.3

## DISTRIBUTION OF FSP ADULTS AND ABLE-BODIED ADULTS BY UNIT SIZE AND GENDER

	FSP Adults		Able-Bodied Adults	
	(000s)	Percent	(000s)	Percent
FSP Participants in One-Person Units	3,747	100.0	972	100.0
Female	2,229	59.5	382	39.3
Male	1,518	40.5	590	60.7
FSP Participants in Two-Person Units	2,918	100.0	268	100.0
Male/Female	1,830	62.7	219	81.9
Female/Female	1,000	34.3	39	14.6
Male/Male	87	3.0	9	3.5

SOURCE: Fiscal Year 1995 Quality Control Database

TABLE II.4

DISTRIBUTION OF FSP ADULTS AND ABLE-BODIED ADULTS  
BY EDUCATIONAL ATTAINMENT

	FSP Adults (000s)	Able-Bodied Adults (000s)
Total	13,041	1,315
With non-missing education data	6,854	680
As a Percentage of Total		
Less than high school degree	22.6%	21.3%
High school degree or GED	22.8%	22.9%
Some college or college graduate	7.2%	7.5%
Missing data	47.4%	48.3%
As a Percentage of Non-Missing		
Less than high school degree	43.0%	41.2%
High school degree or GED	43.4%	44.3%
Some college or college graduate	13.7%	14.5%

SOURCE: Fiscal Year 1995 Quality Control Database

## **2. Income Sources and Amounts**

Compared to FSP adults, able-bodied adults are much less likely to have income, and if they do have income, it is likely to be of a smaller amount (Table II.5). Only 41 percent of able-bodied adults have any income at all, and those that do have an average monthly income of \$225. The average FSP adult is twice as likely to have income (80 percent have non-zero income) and those that do have an average monthly income of \$504.

This income disparity between able-bodied adults and FSP adults is observed in comparisons of both earned and unearned income. Some 18 percent of FSP adults have earned income (\$660 per month on average), compared with only 6 percent of able-bodied adults (\$150 per month). Similarly, 73 percent of FSP adults have unearned income (\$388 per month), compared with 38 percent of able-bodied adults (\$220 per month).

The bulk of FSP adults' unearned income comes through AFDC, SSI, and Social Security. Most able-bodied adults do not qualify for these programs, as they have no children and are neither elderly nor disabled. Not surprisingly, the most common source of unearned income for able-bodied adults is General Assistance, which typically provides aid to needy persons who are ineligible for federally subsidized programs.

## **3. Economic and Employment Characteristics**

Over three-quarters of able-bodied adults (79 percent) are in a food stamp unit whose gross income is below half the poverty level, and almost half (45 percent) live in a unit with no income at all (Table II.6). By comparison, 40 percent of FSP adults live in a unit whose income is below half the poverty level, and only 9 percent have zero gross income. The average able-bodied adult's unit-level gross income is 24 percent of the poverty level, while the average FSP adult's is 58 percent of the poverty level.

TABLE 11.5

INCOME SOURCE FOR ALL FSP PARTICIPANTS, ADULT FSP PARTICIPANTS  
AND ABLE-BODIED FSP PARTICIPANTS

	All FSP Participants			FSP Adults Age 18 and Over			FSP Adults Age 18-50, No Kids			Able-Bodied		
	Persons With Income Source		Persons With Income Source	Persons With Income Source		Persons With Income Source	Persons With Income Source		Persons With Income Source	Persons With Income Source		Persons With Income Source
	Total	Percent		Total	Percent		Total	Percent		Total	Percent	
			Avg Over			Avg Over			Avg Over			Avg Over
Total.....	26,955,088	100.0	-	13,040,660	100.0	-	2,504,590	100.0	-	1,315,002	100.0	-
Earned Income.....	2,441,201	9.1	\$652	2,375,795	18.2	\$660	279,066	11.1	\$373	72,717	5.5	\$150
Wages and Salaries.....	2,222,049	8.2	683	2,203,431	16.9	684	243,887	9.7	402	45,041	3.4	177
Self-Employment.....	146,078	0.5	309	144,202	1.1	311	27,477	1.1	184	22,361	1.7	111
Other Earned Income.....	84,099	0.3	359	39,187	0.3	363	8,032	0.3	135	5,315	0.4	87
Unearned Income.....	10,522,804	39.0	381	9,552,556	73.3	388	1,479,422	59.1	344	496,102	37.7	220
AFDC.....	4,195,935	15.6	377	3,963,152	30.4	381	70,842	2.8	287	24,364	1.9	330
General Assistance.....	798,366	3.0	234	785,778	6.0	234	480,213	19.2	223	365,782	27.8	236
Supplemental Security Income..	2,688,477	10.0	328	2,389,166	18.3	315	592,458	23.7	359	-	-	-
Social Security.....	2,370,234	8.8	390	2,043,766	15.7	425	302,586	12.1	445	-	-	-
Unemployment Income.....	205,831	0.8	488	205,321	1.6	488	33,272	1.3	383	8,122	0.6	395
Veterans' Benefits.....	140,318	0.5	230	139,281	1.1	231	20,703	0.8	242	6,072	0.5	222
Workers' Compensation.....	41,282	0.2	502	40,175	0.3	516	5,220	0.2	376	4,017	0.3	357
Other Government Benefits.....	111,390	0.4	226	109,285	0.8	226	14,038	0.6	234	6,326	0.5	169
Household Contributions.....	405,834	1.5	203	379,255	2.9	206	34,463	1.4	121	26,463	2.0	126
Household Deemed Income.....	2,001	>0	155	1,924	>0	149	-	-	-	-	-	-
Educational Loans.....	18,515	0.1	177	18,259	0.1	179	2,037	0.1	80	1,048	0.1	152
Child Support Payments.....	556,078	2.1	129	538,978	4.1	128	4,323	0.2	96	3,350	0.3	93
Other Unearned Income.....	1,464,926	5.4	63	1,370,380	10.5	48	167,017	6.7	35	58,812	4.5	70
Non-Zero Income.....	11,451,799	42.5	489	10,453,560	80.2	504	1,589,552	63.5	385	535,050	40.7	225
Zero Income.....	15,503,289	57.5	<0	2,587,100	19.8	<0	915,038	36.5	<0	779,952	59.3	<0

SOURCE: Fiscal Year 1995 Quality Control Database  
 - Data not available.  
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TABLE II.6

INCOME, BENEFIT LEVEL, ASSETS, AND EMPLOYMENT STATUS OF ALL FSP PARTICIPANTS,  
ADULT FSP PARTICIPANTS, AND ABLE-BODIED FSP PARTICIPANTS

	All FSP Participants		FSP Adults Age 18 and Over		FSP Adults Age 18-50, No Kids		Able-Bodied FSP Participants	
	Total	Percent	Total	Percent	Total	Percent	Total	Percent
Total.....	26,955,088	100.0	13,040,660	100.0	2,504,590	100.0	1,315,002	100.0
Gross income as a Percent of Poverty								
0.....	1,638,887	6.1	1,124,230	8.6	662,664	26.5	588,476	44.8
>0-25.....	2,463,187	9.1	1,032,861	7.9	207,888	8.3	156,458	11.9
>25-50.....	7,611,091	28.2	2,995,653	23.0	397,535	15.9	294,424	22.4
>50-75.....	7,904,772	29.3	3,594,541	27.6	609,936	24.4	202,855	15.4
>75-100.....	5,004,845	18.6	3,019,893	23.2	457,551	18.3	52,323	4.0
>100-130.....	2,250,454	8.3	1,208,989	9.3	151,481	6.0	17,962	1.4
>130.....	81,852	0.3	64,494	0.5	17,535	0.7	2,505	0.2
Per capita benefit								
0-25.....	2,383,902	8.8	1,664,224	12.8	301,152	12.0	19,048	1.4
>25-50.....	4,595,616	17.0	2,189,195	16.8	245,057	9.8	43,899	3.3
>50-75.....	7,537,722	28.0	3,010,333	23.1	301,686	12.0	92,653	7.0
>75-100.....	7,913,902	29.4	3,130,045	24.0	286,120	11.4	121,165	9.2
>100-125.....	4,464,904	16.6	3,009,702	23.1	1,359,202	54.3	1,030,000	78.3
>125.....	59,042	0.2	37,161	0.3	11,373	0.5	8,238	0.6
Assets								
\$0.....	20,386,438	75.6	9,654,968	74.0	2,050,824	81.9	1,145,424	87.1
\$1 - \$100.....	3,067,429	11.4	1,510,753	11.6	249,413	10.0	106,666	8.1
\$101 - \$200.....	735,802	2.7	384,156	2.9	51,765	2.1	16,295	1.2
\$201 - \$300.....	530,263	2.0	267,332	2.0	24,695	1.0	7,438	0.6
\$301 - \$400.....	395,999	1.5	200,988	1.5	19,982	0.8	6,634	0.5
\$401 - \$500.....	360,580	1.3	193,005	1.5	19,960	0.8	5,156	0.4
\$501 - \$1000.....	849,485	3.2	455,150	3.5	49,716	2.0	17,719	1.3
\$1001 - \$1500.....	310,127	1.2	181,689	1.4	20,972	0.8	4,061	0.3
\$1501 - \$2000.....	192,876	0.7	115,230	0.9	10,561	0.4	3,062	0.2
\$2001 - \$3000.....	49,440	0.2	37,880	0.3	1,422	0.1	618	>0
> \$3000.....	8,169	>0	4,563	>0	665	>0	514	>0
Unknown.....	68,480	0.3	34,947	0.3	4,616	0.2	1,413	0.1
Employed.....	2,165,289	8.0	2,142,094	16.4	240,931	9.6	54,293	4.1
9 hours or less/week.....	82,806	0.3	78,737	0.6	16,999	0.7	7,839	0.6
10-19 hours/week.....	165,304	0.6	159,454	1.2	32,009	1.3	14,758	1.1
20-29 hours/week.....	262,600	1.0	258,562	2.0	45,655	1.8	-	-
30-39 hours/week.....	583,847	2.2	581,406	4.5	52,870	2.1	-	-
40+ hours/week.....	724,745	2.7	722,576	5.5	38,750	1.5	-	-
Other employed*.....	345,986	1.3	341,358	2.6	54,648	2.2	31,697	2.4
Unemployed.....	1,230,668	4.6	1,176,781	9.0	335,808	13.4	266,521	20.3
One year or less.....	551,226	2.0	543,447	4.2	156,133	6.2	125,647	9.6
More than one year.....	439,809	1.6	429,156	3.3	127,739	5.1	103,360	7.9
Other.....	239,633	0.9	204,179	1.6	51,936	2.1	37,514	2.9
Not in labor force.....	10,996,046	40.8	9,224,013	70.7	1,851,270	73.9	994,188	75.6
Employment status unknown.....	12,563,085	46.6	497,772	3.8	76,581	3.1	-	-

SOURCE: Fiscal Year 1995 Quality Control Database

\* Hours unspecified, active duty military service, migrant farm labor, or primarily self employed

- Data not available.

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Because of their low income, the average able-bodied adult receives more in food stamp benefits (\$104) than does the average FSP adult (\$70). Most able-bodied adults (79 percent) receive over \$100 in per capita FSP benefits and very few (5 percent) receive less than \$50 (Table II.6). By comparison, only 23 percent of FSP adults receive as much as \$100 and 30 percent receive less than \$50. In fiscal year 1995, the maximum food stamp benefit for a one-person unit in the contiguous United States was \$115.

Only 13 percent of able-bodied adults have any financial assets and, of those that do, only about one-third (37 percent) have assets in excess of \$100 (Table II.6).<sup>10</sup> The average FSP adult is twice as likely to have financial assets (26 percent have non-zero assets), and more than half (54 percent) have assets in excess of \$100.

By definition, very few able-bodied adults (4 percent) are employed. The few that do have jobs work fewer than 20 hours per week or, if they do not report hours worked, have an income below 20 times the minimum wage. By comparison, 16 percent of all FSP adults are employed and 10 percent are working at least 30 hours per week.

The majority of both groups (76 percent of able-bodied adults and 71 percent of FSP adults) are not in the labor force. A person is “not in the labor force” if he or she is neither working nor actively looking for work. Compared to FSP adults, however, able-bodied adults are much more likely to be unemployed (i.e., not working but looking for work)--20 percent of able-bodied adults fall into this category, compared with only 9 percent of FSP adults. Just under half of the unemployed adults in both groups have been unemployed for less than one year.

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<sup>10</sup>Asset information on the QC database pertains to the food stamp unit. To construct a person-level measure of assets, each person was assigned the asset amount of his or her food stamp unit.

#### **4. Work Registration Status/Participation in Employment and Training Programs**

Of the 13.0 million FSP adults, 9.3 million (71 percent) are exempt from the FSP's work registration requirement (Table II.7). Most are exempt because they are physically or mentally unfit (20 percent), a relative or caretaker of a dependent child (18 percent), over the required age (12 percent), or employed full time (11 percent).<sup>11</sup> By definition, able-bodied persons are not eligible for most work registration exemptions.<sup>12</sup> But nearly 22 percent of able-bodied adults are exempt from work registration because they are physically or mentally unfit. This seemingly anomalous finding occurs because this analysis considers a person to be physically fit unless he or she receives disability income. Exemptions from work registration are granted based on a less stringent test: a person may be exempt if he or she has a statement from a physician or from a licensed or certified psychologist.

Able-bodied adults are nearly twice as likely as FSP adults to participate in an employment and training (E&T) program--11 percent compared with 6 percent (Table II.8). Of the able-bodied adults who participate in an E&T program, 46 percent are in job search or job search training (activities that do not count towards PRWORA's work requirement), 16 percent are in job search combined with work experience, and about 12 percent are in an education related activity.

#### **5. Distribution by State**

Not surprisingly, the states that contain the most FSP participants also contain the most able-bodied adults. More than half of all food stamp participants (52 percent) reside in eight states:

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<sup>11</sup>Persons over age 60 and most persons under age 18 over are not required to register for work.

<sup>12</sup>According to Table II.8, a small number of able-bodied persons are exempt because they are under or over the required age or because they are employed full time. These anomalies represent coding errors on the QC database. For example, the QC database indicates that 0.3 percent of able-bodied adults are exempt because they are under or over the required age. The same data, however, indicate that these individuals are between the ages of 18 and 50.

TABLE II.7

WORK REGISTRATION STATUS OF ALL FSP PARTICIPANTS, ADULT FSP PARTICIPANTS,  
AND ABLE-BODIED FSP PARTICIPANTS

	All FSP Participants		FSP Adults Age 18 and Over		FSP Adults Age 18-50, No Kids		Able-Bodied FSP Participants	
	Total	Percent	Total	Percent	Total	Percent	Total	Percent
Total.....	26,955,088	100.0	13,040,660	100.0	2,504,590	100.0	1,315,002	100.0
Exempt from work registration.....	22,980,456	85.3	9,270,994	71.1	1,539,660	61.5	422,990	32.2
Physically or mentally unfit....	2,610,018	9.7	2,544,672	19.5	1,006,067	40.2	287,738	21.9
Pregnant.....	122,257	0.5	108,892	0.8	52,132	2.1	-	-
Under or over required age.....	14,425,703	53.5	1,536,184	11.8	14,788	0.6	3,289	0.3
Needed in home to care for an ill or incapacitated person..	147,752	0.5	146,278	1.1	21,407	0.9	-	-
Relative or other caretaker of a dependent child.....	2,398,941	8.9	2,306,610	17.7	14,355	0.6	-	-
Student.....	846,057	3.1	247,012	1.9	64,308	2.6	-	-
Employed fulltime.....	1,467,434	5.4	1,462,083	11.2	112,654	4.5	8,399	0.6
Program not offered in area (remote).....	121,369	0.5	104,879	0.8	29,430	1.2	27,684	2.1
Receiving or applied for unemployment compensation....	156,153	0.6	155,672	1.2	28,048	1.1	-	-
Complying with work requirements under other programs.....	256,323	1.0	251,106	1.9	37,589	1.5	-	-
Participating in a drug addiction or alcohol treatment program.....	58,781	0.2	58,095	0.4	50,182	2.0	-	-
Other.....	369,670	1.4	349,510	2.7	108,701	4.3	95,880	7.3
Required to register for work but not participating.....	2,992,834	11.1	2,938,314	22.5	790,547	31.6	742,818	56.5
Participating in JOBS or Food Stamp Employment and Training Program.	734,661	2.7	712,216	5.5	161,167	6.4	141,695	10.8
Job search training.....	80,435	0.3	79,484	0.6	15,776	0.6	15,204	1.2
Job search.....	174,152	0.6	172,267	1.3	51,114	2.0	50,598	3.8
Combined job search/work experience.....	82,168	0.3	80,792	0.6	25,810	1.0	22,157	1.7
CWEP or other work experience...	24,925	0.1	24,925	0.2	5,651	0.2	-	-
Work supplementation, grant diversion, or OJT.....	11,559	>0	11,559	0.1	1,851	0.1	1,214	0.1
Education/GED/GED prep.....	52,050	0.2	41,129	0.3	7,410	0.3	7,410	0.6
Post-secondary education.....	91,053	0.3	90,454	0.7	8,419	0.3	7,905	0.6
Remedial education.....	10,359	>0	10,225	0.1	-	-	-	-
Vocational education/JTPA.....	17,084	0.1	17,004	0.1	2,165	0.1	1,910	0.1
Other.....	190,876	0.7	184,377	1.4	42,971	1.7	35,297	2.7
Volunteers in an employment and training program .....	78,612	0.3	73,869	0.6	4,760	0.2	4,760	0.4
Work registration status unknown...	168,524	0.6	45,266	0.3	8,457	0.3	2,739	0.2

SOURCE: Fiscal Year 1995 Quality Control Database  
- Data not available.  
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TABLE II.8

DISTRIBUTION OF ALL FSP PARTICIPANTS, ADULT FSP PARTICIPANTS,  
AND ABLE-BODIED FSP PARTICIPANTS, BY STATE

	All FSP Participants		FSP Adults Age 18 and Over		FSP Adults Age 18-50, No Kids		Able-Bodied	
	Total	Percent	Total	Percent	Total	Percent	Total	Percent
Total.....	26,955,088	100.0	13,040,660	48.4	2,504,590	9.3	1,315,002	4.9
Alabama.....	541,736	100.0	261,112	48.2	38,450	7.1	19,157	3.5
Alaska.....	45,413	100.0	21,398	47.1	3,463	7.6	1,943	4.3
Arizona.....	508,495	100.0	224,550	44.2	34,985	6.9	23,539	4.6
Arkansas.....	271,207	100.0	137,993	50.9	20,399	7.5	9,166	3.4
California.....	3,265,812	100.0	1,230,849	37.7	172,353	5.3	124,093	3.8
Colorado.....	247,643	100.0	121,233	49.0	21,578	8.7	8,241	3.3
Connecticut.....	237,908	100.0	109,708	46.1	20,568	8.6	11,147	4.7
Delaware.....	52,221	100.0	23,889	45.7	4,704	9.0	2,993	5.7
Dist. of Col.....	97,700	100.0	45,654	46.7	10,165	10.4	6,528	6.7
Florida.....	1,425,238	100.0	703,715	49.4	124,029	8.7	65,184	4.6
Georgia.....	808,597	100.0	388,041	48.0	66,772	8.3	38,650	4.8
Guam.....	15,682	100.0	6,300	40.2	544	3.5	298	1.9
Hawaii.....	130,056	100.0	68,768	52.9	13,305	10.2	8,091	6.2
Idaho.....	79,423	100.0	38,043	47.9	5,698	7.2	1,996	2.5
Illinois.....	1,130,239	100.0	549,474	48.6	138,050	12.2	68,934	6.1
Indiana.....	464,237	100.0	236,554	51.0	51,623	11.1	24,027	5.2
Iowa.....	186,595	100.0	93,151	49.9	16,640	8.9	6,003	3.2
Kansas.....	192,298	100.0	92,966	48.3	17,230	9.0	6,989	3.6
Kentucky.....	487,630	100.0	263,192	54.0	45,095	9.2	23,865	4.9
Louisiana.....	724,418	100.0	340,035	46.9	54,994	7.6	31,724	4.4
Maine.....	128,744	100.0	75,301	58.5	16,881	13.1	7,255	5.6
Maryland.....	410,121	100.0	194,685	47.5	39,209	9.6	22,761	5.5
Massachusetts.....	429,477	100.0	197,878	46.1	31,600	7.4	13,677	3.2
Michigan.....	985,299	100.0	483,268	49.0	119,908	12.2	64,308	6.5
Minnesota.....	315,795	100.0	153,069	48.5	32,067	10.2	12,742	4.0
Mississippi.....	489,420	100.0	239,417	48.9	30,222	6.2	14,942	3.1
Missouri.....	591,529	100.0	299,209	50.6	60,624	10.2	32,306	5.5
Montana.....	70,604	100.0	35,945	50.9	6,851	9.7	2,787	3.9
Nebraska.....	105,738	100.0	52,078	49.3	9,220	8.7	3,006	2.8
Nevada.....	109,432	100.0	53,108	48.5	11,815	10.8	6,855	6.3
New Hampshire.....	58,054	100.0	29,999	51.7	6,150	10.6	2,166	3.7
New Jersey.....	556,924	100.0	273,016	49.0	47,600	8.5	17,404	3.1
New Mexico.....	240,744	100.0	114,789	47.7	18,063	7.5	9,210	3.8
New York.....	2,137,490	100.0	1,187,262	55.5	292,902	13.7	151,294	7.1
North Carolina.....	614,135	100.0	313,440	51.0	50,868	8.3	26,134	4.3
North Dakota.....	40,679	100.0	21,665	53.3	4,356	10.7	1,106	2.7
Ohio.....	1,169,737	100.0	594,393	50.8	144,961	12.4	62,330	5.3
Oklahoma.....	384,254	100.0	197,764	51.5	33,802	8.8	17,200	4.5
Oregon.....	298,392	100.0	158,450	53.1	41,565	13.9	17,402	5.8
Pennsylvania.....	1,171,890	100.0	635,868	54.3	157,487	13.4	89,425	7.6
Rhode Island.....	93,806	100.0	43,557	46.4	6,469	6.9	2,672	2.8
South Carolina.....	376,129	100.0	177,466	47.2	26,831	7.1	13,400	3.6
South Dakota.....	52,305	100.0	24,062	46.0	3,772	7.2	1,217	2.3
Tennessee.....	668,708	100.0	353,488	52.9	64,605	9.7	32,966	4.9
Texas.....	2,609,745	100.0	1,203,565	46.1	193,134	7.4	111,909	4.3
Utah.....	121,869	100.0	57,267	47.0	10,610	8.7	3,702	3.0
Vermont.....	63,048	100.0	33,786	53.6	7,620	12.1	3,350	5.3
Virgin Islands.....	23,784	100.0	9,695	40.8	1,228	5.2	856	3.6
Virginia.....	561,828	100.0	284,793	50.7	49,998	8.9	24,313	4.3
Washington.....	496,619	100.0	247,926	49.9	57,334	11.5	31,141	6.3
West Virginia.....	301,738	100.0	178,327	59.1	41,305	13.7	21,954	7.3
Wisconsin.....	329,246	100.0	142,983	43.4	22,113	6.7	9,571	2.9
Wyoming.....	35,257	100.0	16,518	46.9	2,774	7.9	1,074	3.0

SOURCE: Fiscal Year 1995 Quality Control Database

California, Florida, Illinois, Michigan, New York, Ohio, Pennsylvania, and Texas (Table II.8). Those same states contain 56 percent of all able-bodied adults. Able-bodied adults represent a disproportionately large share of the food stamp population (6.5 percent or more) in the District of Columbia, Michigan, New York, Pennsylvania, and West Virginia; they represent a disproportionately small share (3.0 percent or less) in Idaho, Nebraska, North Dakota, South Dakota, Utah, Wisconsin, Wyoming, and Guam. Looking at the regional distribution, able-bodied adults comprise more than 5.5 percent of the food stamp population in the Northeast, Mid-Atlantic, and Midwest regions, but less than 4.5 percent in the West, Southwest, Southeast, and Mountain Plains regions (Table II.9).

## **6. Number of Consecutive Months Receiving FSP Benefits**

Although the QC database does not indicate how many months an individual has received food stamps in the preceding 36 months, it does indicate how long an individual has participated in the FSP during the current uninterrupted period of participation. Table II.10 shows the distribution of FSP adults and able-bodied adults by the number of consecutive months they have participated.

On average, able-bodied adults participate in the FSP for fewer consecutive months than other FSP adults. About a third of able-bodied adults (32 percent) have participated for three months or fewer, compared with only 17 percent of FSP adults. And only 30 percent of able-bodied adults are in the midst of a participation spell of longer than a year, compared with 49 percent of FSP adults.

As shown in Table II.10, 23 percent of able-bodied adults have participated for less than 3 consecutive months, and thus may not have used up their three months of FSP eligibility. However, some of these short-term recipients may have received food stamp benefits prior to the current participation spell but within the 36 month window imposed by PRWORA. Thus, the 23 percent figure is an upper bound estimate of the proportion of able-bodied adults that have not yet hit PRWORA's time limit.

TABLE II.9  
GEOGRAPHIC LOCATION OF ALL FSP PARTICIPANTS, ADULT FSP PARTICIPANTS,  
AND ABLE-BODIED FSP PARTICIPANTS

	All FSP Participants		FSP Adults Age 18 and Over		FSP Adults Age 18-50, No Kids		Able-Bodied	
	Total	Percent	Total	Percent	Total	Percent	Total	Percent
Total.....	26,955,088	100.0	13,040,660	48.4	2,504,590	9.3	1,315,002	4.9
Region								
Northeast.....	3,148,529	100.0	1,677,491	53.3	382,190	12.1	191,560	6.1
Mid-Atlantic.....	3,176,206	100.0	1,645,926	51.8	351,696	11.1	186,234	5.9
Southeast.....	5,411,592	100.0	2,699,870	49.9	446,870	8.3	234,298	4.3
Midwest.....	4,394,553	100.0	2,159,741	49.1	508,724	11.6	241,912	5.5
Southwest.....	4,230,368	100.0	1,994,145	47.1	320,393	7.6	179,209	4.2
Mountain Plains.....	1,644,518	100.0	814,094	49.5	153,655	9.3	66,432	4.0
Western.....	4,949,323	100.0	2,049,393	41.4	341,062	6.9	215,358	4.4
Urban/Rural Indicator								
Rural.....	6,150,505	100.0	3,206,345	52.1	542,164	8.8	264,824	4.3
Urban.....	20,789,735	100.0	9,826,857	47.3	1,961,670	9.4	1,049,963	5.1
Unknown.....	14,848	100.0	7,458	50.2	756	5.1	215	1.5

SOURCE: Fiscal Year 1995 Quality Control Database

TABLE II.10

DISTRIBUTION OF FSP ADULTS AND ABLE-BODIED ADULTS  
BY NUMBER OF CONSECUTIVE MONTHS PARTICIPATING  
IN THE FOOD STAMP PROGRAM

	FSP Adults		Able-Bodied Adults	
	(000s)	Percent	(000s)	Percent
Total	13,041	100.0	1,315	100.0
Consecutive Months of Participation				
1	575	4.4	143	10.9
2	800	6.1	155	11.8
3	804	6.2	118	9.0
4-6	1,949	14.9	256	19.5
7-9	1,285	9.9	136	10.3
10-12	1,057	8.1	97	7.4
13 or more	6,446	49.4	400	30.4
Missing Data	126	1.0	10	0.8

SOURCE: Fiscal Year 1995 Quality Control Database



### **III. PROFILE OF PERMANENT RESIDENT ALIEN FOOD STAMP RECIPIENTS**

PRWORA redirected the course of federally funded public assistance programs in the United States. The changes created by PRWORA are intended, in part, to encourage successful transition from public assistance to self sufficiency and to reduce the overall caseloads of public assistance programs. PRWORA has numerous implications for the FSP, the biggest of which is the reclassification from eligible to ineligible of most legal aliens currently participating in the FSP. The Congressional Budget Office (CBO) estimates that the elimination of these aliens from the FSP caseload will translate to about \$600 million to \$700 million a year in savings to the FSP.<sup>1</sup>

This chapter examines the demographic and economic characteristics of aliens currently participating in the FSP who may lose eligibility under PRWORA. We examine the characteristics of both the aliens and the FSP units in which they participate. This information can be used to describe how many aliens will potentially become ineligible, how much these aliens currently receive from the FSP, and what these aliens look like in terms of their economic, demographic and household characteristics. This study first explains the alien provisions in PRWORA and discusses the source of the data for the study. Next, the study examines the number of people and units affected by the new restrictions across different classes of citizenship and across different states. We then discuss the characteristics of the people and units affected by the new restrictions. The study examines demographic characteristics, household composition, and income characteristics. Tables III.1 and III.2 examine the distributions of all FSP participants and units, including all aliens and permanent resident aliens only. Tables III.3 and III.4 examine all aliens, including but not limited to permanent resident aliens. Tables III.5 through III.15 only examine the characteristics of permanent resident aliens.

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<sup>1</sup>In fiscal year 1995, the FSP paid out \$22.8 billion in food stamps.

## **A. ALIEN PROVISIONS**

Prior to PRWORA, most legal aliens were eligible to participate in the FSP. Illegal aliens and non-immigrants (students, tourists, visitors and people with work visas) have never been eligible for benefits. The classes of legal aliens that were eligible for food stamps included the following: immigrants accorded permanent resident status; aliens accorded refugee status; aliens granted political asylum; and aliens granted a stay of deportation. Title IV of the PRWORA makes most of the first class, aliens accorded permanent resident status, ineligible for the FSP. Exceptions are made for the following: 1) permanent resident aliens that have a solid work history in the United States (as evidenced by 40 or more quarters of employment), as well as their spouses and unmarried dependent children; and 2) permanent resident aliens that are veterans or active duty members of the U.S. military, as well as their spouses and unmarried dependent children. All other FSP permanent resident aliens are classified as ineligible for food stamps as a result of PRWORA.

The remaining three classes of aliens--refugees, asylees and deportees--are exempt from the alien provision of PRWORA for a period of five years after they enter the country. At that point, if these aliens have not become naturalized, they will be subject to the restrictions facing permanent resident aliens.

Beginning in September 1996, new applicants to the FSP were subject to the new restrictions. Permanent resident aliens already receiving food stamps are not subject to the restrictions until their first recertification after March 31, 1997, or one year after the date of enactment of PRWORA (the law was enacted on August 22, 1996), whichever is first.

If an alien becomes a naturalized citizen, he or she becomes eligible for benefits on the same basis as other citizens. To be eligible for naturalization, an alien must meet the following criteria:

- Must be at least 18 years old<sup>2</sup>
- Must be lawfully admitted as a permanent resident of the United States
- Must continuously reside in the United States for at least five years after being accorded permanent resident status (spouses of United States citizens must continuously reside in the United States for at least three years)
- Must have been physically present in the United States for at least 30 months of the five years preceding the date of application
- Must live in the state or service district in which the alien seeks to apply for at least three months immediately preceding application
- Must reside continuously within the United States from the date of application for naturalization up to the time of admission to citizenship
- Must be a person of good character

The number of people applying for naturalization has increased significantly in recent years. Applications increased from 206,000 in 1991 to 543,000 in 1994. Applications then jumped to 960,000 in 1995 and 1.3 million in 1996. Naturalization rates (the number of naturalizations per eligible aliens) have increased among all aliens in recent years. The U.S. Immigration and Naturalization Service's (INS) green card replacement program<sup>3</sup> and recent legislation passed in several states are credited with encouraging permanent resident aliens to apply for and subsequently be granted naturalization. However, INS is unable to determine exactly how much of the growth in both applications and naturalizations is attributable to any of these laws.

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<sup>2</sup>Most children can not apply for naturalization on their own. To become naturalized, a child under 18 must have an application filed on their behalf by a parent that is a United States citizen. Children applying for naturalization are not required to meet the residency requirements that adults face.

<sup>3</sup>The green card replacement program required long-term permanent resident aliens with old green cards to apply for new, more secured green cards. Many aliens chose to apply for citizenship rather than to replace their green cards.

The total number of people naturalized increased from 240,000 in 1992 to 407,000 in 1994. In 1995, the number increased to 460,000, and in 1996 the number of naturalizations increased to 1.1 million. While some of the increase may be due to the effects of legislation, it should be noted that some of the increase is the result of increases in INS' ability to process the backlog in applications. PRWORA is expected to cause additional increases in naturalization applications and in naturalization rates. While anecdotal evidence is already revealing a substantial increase in naturalization applications as a result of PRWORA, the exact size of the increases that will be caused by PRWORA is not known.

## **B. DATA SOURCE**

The estimates in this study are derived from a sample of households selected for review as part of the 1995 IQCS. This system is an ongoing review of food stamp household circumstances designed to determine if households are eligible to participate or are receiving the correct benefit amount and if household participation is correctly denied or terminated. The IQCS is based on a national probability sample of approximately 60,000 participating food stamp households, and on a somewhat smaller number of denials and terminations. These samples are weighted to reflect the total number of households actually participating in the FSP.

Throughout this study, we refer to the legal aliens that may lose eligibility as permanent resident aliens. Permanent resident aliens are defined as either immigrants accorded permanent resident status or temporary and permanent resident aliens residing legally under the Immigration Reform and Control Act (IRCA). We include temporary residents under IRCA in our definition because it is likely that they became permanent residents before PRWORA was enacted.

We make two important assumptions in the calculation of the estimates in this report. The first is that we assume no *additional* alien FSP participants will become naturalized so as not to lose their

FSP benefits under PRWORA when, in fact, it is likely that naturalization rates will increase. Therefore, the estimates in this report are an upper-bound estimate of the number of alien FSP participants that will lose eligibility due to PRWORA. To obtain a lower-bound estimate of the number of aliens that will lose eligibility under PRWORA, we would need to assume that all permanent resident alien FSP participants eligible for naturalization actually apply for and are granted naturalization before losing their FSP benefits. How many permanent resident alien FSP participants, then, are eligible for naturalization? According to the INS, 55 percent of *all* permanent resident aliens were eligible for naturalization in April 1996. We could, therefore, obtain a lower-bound estimate of the number of aliens participating in the FSP that will lose eligibility under PRWORA by reducing our upper-bound estimates by 55 percent. Note, though, that this lower-bound estimate assumes that the percentage of permanent resident alien FSP participants eligible for naturalization is the same as that for all permanent resident aliens.

The second assumption we make in the calculation of the estimates in this report is that no refugees, asylees or deportees will lose eligibility under PRWORA. Recall that refugees, asylees and deportees are exempt from the alien provisions of PRWORA for five years after they enter the country. After five years, though, they become ineligible for the FSP. Unfortunately, the IQCS data on which we based our estimates for this report do not include information on how long an alien has been in the country. Regardless, we do not believe that assuming no refugees, asylees or deportees will lose eligibility affects our estimates substantially because, according to INS, most of these aliens become permanent resident aliens within five years after entering the country.<sup>4</sup>

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<sup>4</sup>There is some concern that aliens who were refugees, asylees, or deportees at the time of their initial certification for food stamps but who subsequently became permanent residents may still be coded as refugees, asylees, or deportees in the IQCS data. Reviewers and caseworkers may have overlooked such changes in citizenship status because, prior to PRWORA, such changes would not have affected FSP eligibility. The existence of such errors would understate the true number of

(continued...)

### **C. THE NUMBER OF PERMANENT RESIDENT ALIENS AND THEIR UNITS**

The aliens made ineligible through PRWORA--permanent resident aliens--are currently the largest class of alien FSP participants (Table III.1). The 1.4 million permanent resident aliens make up 77 percent of current alien FSP participants and 5 percent of total FSP participants. The 958,000 units with at least one permanent resident alien make up 83 percent of current FSP units with any aliens and 9 percent of total FSP units. The non-permanent resident aliens--those that will not be affected by PRWORA--represent 1.6 percent of total participants and 1.9 percent of total units.

Units with permanent resident aliens receive an average of \$188 million per month in FSP benefits, accounting for 83 percent of all benefits to units with any aliens, and 10 percent of total FSP benefits (Table III.2). Units with at least one non-permanent resident alien receive an average of \$39 million per month, or 2 percent of all FSP benefits.

Some units contain a mix of permanent resident aliens and other participants. As a result, some of the \$188 million in benefits going to units with at least one permanent resident alien are intended for non-permanent resident aliens or U.S. citizens. To estimate how much in benefits goes to just permanent resident aliens, we pro-rated benefits by household composition. Pro-rated benefits are determined by multiplying each unit's benefit level by the ratio of the number of unit members with a specific citizenship status to the total unit size. For example, the pro-rated benefits estimate for permanent resident aliens is derived by multiplying the benefits received in a given unit by the ratio of the number of permanent resident alien unit members to the total number of unit members. Although 10 percent of all benefits go to units with permanent resident aliens, only 5.2 percent of all

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<sup>4</sup>(...continued)  
permanent resident aliens subject to the restrictions.

TABLE III.1

## DISTRIBUTION OF FSP PARTICIPANTS AND UNITS BY CITIZENSHIP STATUS

Citizenship Status*	Units			Persons		
	Number (000s)	Percent of Subtotal	Percent of Total	Number (000s)	Percent of Subtotal	Percent of Total
Aliens						
Permanent Residents	958	82.5	8.8	1,414	76.7	5.2
Alien Accorded Refugee Status	163	14.1	1.5	376	20.4	1.4
Alien Granted Political Asylum	4	0.4	0.0	5	0.3	0.0
Alien Granted Stay of Deportation	3	0.3	0.0	3	0.2	0.0
Other Aliens	41	3.6	0.4	46	2.5	0.2
Subtotal	1,161	100.0	10.7	1,844	100.0	6.8
US Citizens						
Born in US	10,107	98.9	92.9	24,508	99.0	90.9
Naturalized	217	2.1	2.0	243	1.0	0.9
Subtotal	10,216	100.0	93.9	24,752	100.0	91.8
Unknown	233	100.0	2.1	359	100.0	1.3
Total	10,883	100.0	100.0	26,955	100.0	100.0

Average Permanent Resident Unit Size = 3.0

Average FSP Unit Size = 2.5

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

\* For units, citizenship status categories are not mutually exclusive; thus the sum of the subtotals will exceed 100 percent.

n.a. = not applicable

TABLE III.2

## DISTRIBUTION OF BENEFITS TO FSP UNITS BY CITIZENSHIP STATUS

Citizenship Status*	Benefits to Units			Pro-Rated** Benefits		
	Dollars (000s)	Percent of Subtotal	Percent of Total	Dollars (000s)	Percent of Subtotal	Percent of Total
<b>Aliens</b>						
Permanent Residents	187,626	83.3	10.0	96,600	76.4	5.2
Alien Accorded Refugee Status	32,389	14.4	1.7	25,998	20.6	1.4
Alien Granted Political Asylum	699	0.3	0.0	356	0.3	0.0
Alien Granted Stay of Deportation	696	0.3	0.0	279	0.2	0.0
Other Aliens	5,635	2.5	0.3	3,241	2.6	0.2
Subtotal	225,257	100.0	12.0	126,473	100.0	6.8
<b>US Citizens</b>						
Born in US	1,777,235	99.5	95.0	1,701,620	99.0	91.0
Naturalized	37,175	2.1	2.0	16,845	1.0	0.9
Subtotal	1,786,875	100.0	95.6	1,718,465	100.0	91.9
Unknown	34,434	100.0		25,101	100.0	1.3
<b>Total</b>	<b>1,870,039</b>	<b>100.0</b>	<b>100.0</b>	<b>1,870,039</b>	<b>100.0</b>	<b>100.0</b>

Average Permanent Resident Unit Size = 3.0

Average FSP Unit Size = 2.5

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

\* For units, citizenship status categories are not mutually exclusive; thus the sum of the subtotals will exceed 100 percent.

\*\* Pro-rated benefits paid to persons in a given FSP unit equals the unit's total FSP benefits multiplied by the ratio of the number of persons in the unit who meet row description to total unit size.

n.a. = not applicable



pro-rated benefits go to permanent resident aliens. This is because many units have both permanent resident aliens and members with other citizenship statuses.

Alien FSP participants are concentrated in a small number of states. Approximately 70 percent of the aliens can be found in four states: California, Florida, New York, and Texas (Table III.3). Within each of these states, aliens make up a relatively high proportion of total FSP participants. The distribution of FSP benefits to aliens reflects the distribution of alien participants, with the bulk of benefits to units with aliens going to the same four states (Table III.4). California, Florida, New York, and Texas account for 72 percent of all benefits to aliens.

The distribution of permanent resident aliens by state (Table III.5) follows a similar pattern to the distribution of total aliens. The four states of California, Florida, New York, and Texas account for 74 percent of all permanent resident aliens in the program (these states account for 75 percent of all units with permanent resident aliens).

Benefits to permanent resident aliens in the four states of California, Florida, New York and Texas account for 76 percent of all benefits to permanent resident aliens (Table III.6). Within each of these states, permanent resident aliens account for relatively high proportions of all food stamp benefits (more than 20 percent in New York and California). Benefits to permanent resident aliens account for more than 10 percent of the state's food stamp benefits in 12 states: Arizona, California, Florida, Hawaii, Massachusetts, New Jersey, New York, New Mexico, Rhode Island, Texas, Guam and the Virgin Islands.

The average benefit to a food stamp unit with a permanent resident alien is \$196 per month (Table III.7). In California, the state with the most permanent resident aliens, the average benefit to permanent resident alien units is \$200 per month. Texas, with the second-largest number of permanent resident aliens, has an average food stamp benefit to permanent resident alien units of \$228 per month. New York and Florida have average benefits of \$179 and \$166 respectively.

TABLE III.3

## DISTRIBUTION OF ALL ALIEN FSP PARTICIPANTS, UNITS BY STATE

	All Units (000s)	All Participants (000s)	Units with Aliens			Alien Participants		
			Number (000s)	Percent of All State Units	Percent of National Alien Units	Number (000s)	Percent of All State Participants	Percent of National Alien Participants
Alabama	209	542	0.6	0.3	0.1	1.9	0.3	0.1
Alaska	15	45	0.5	3.2	0.0	0.7	1.6	0.0
Arizona	178	508	24.5	13.7	2.1	36.3	7.1	2.0
Arkansas	107	271	0.8	0.7	0.1	1.4	0.5	0.1
California	1,176	3,266	331.2	28.2	28.5	554.3	17.0	30.1
Colorado	103	248	8.0	7.8	0.7	13.4	5.4	0.7
Connecticut	100	238	7.2	7.2	0.6	11.7	4.9	0.6
Delaware	21	52	0.5	2.4	0.0	1.0	1.9	0.1
Dist. of Col.	43	98	1.8	4.1	0.2	2.2	2.2	0.1
Florida	588	1,425	107.9	18.3	9.3	147.5	10.3	8.0
Georgia	329	809	6.1	1.9	0.5	8.8	1.1	0.5
Hawaii	55	130	8.3	15.1	0.7	12.9	9.9	0.7
Idaho	30	79	1.9	6.2	0.2	3.2	4.1	0.2
Illinois	488	1,130	32.9	6.8	2.8	49.6	4.4	2.7
Indiana	183	464	3.6	2.0	0.3	4.2	0.9	0.2
Iowa	75	187	1.2	1.6	0.1	3.1	1.7	0.2
Kansas	75	192	3.3	4.5	0.3	6.7	3.5	0.4
Kentucky	187	488	0.9	0.5	0.1	1.2	0.2	0.1
Louisiana	267	724	4.4	1.7	0.4	6.4	0.9	0.3
Maine	60	129	0.8	1.3	0.1	0.9	0.7	0.0
Maryland	169	410	9.9	5.8	0.9	16.8	4.1	0.9
Massachusetts	178	429	23.8	13.4	2.1	38.7	9.0	2.1
Michigan	418	985	12.6	3.0	1.1	22.6	2.3	1.2
Minnesota	131	316	12.2	9.3	1.0	30.1	9.5	1.6
Mississippi	185	489	0.6	0.3	0.1	0.9	0.2	0.1
Missouri	237	592	2.8	1.2	0.2	5.4	0.9	0.3
Montana	28	71	0.3	1.1	0.0	0.6	0.9	0.0
Nebraska	43	106	1.5	3.4	0.1	3.1	2.9	0.2
Nevada	46	109	3.3	7.2	0.3	4.7	4.3	0.3
New Hampshire	25	58	0.7	2.6	0.1	0.8	1.3	0.0
New Jersey	234	557	30.3	12.9	2.6	48.4	8.7	2.6
New Mexico	87	241	11.0	12.7	0.9	17.4	7.2	0.9
New York	1,027	2,137	243.7	23.7	21.0	336.9	15.8	18.3
North Carolina	258	614	3.5	1.4	0.3	4.8	0.8	0.3
North Dakota	17	41	0.4	2.1	0.0	0.6	1.4	0.0
Ohio	506	1,170	8.7	1.7	0.7	15.4	1.3	0.8
Oklahoma	153	384	3.0	2.0	0.3	4.5	1.2	0.2
Oregon	132	298	10.4	7.9	0.9	19.3	6.5	1.0
Pennsylvania	516	1,172	18.6	3.6	1.6	37.1	3.2	2.0
Rhode Island	40	94	5.3	13.1	0.5	8.1	8.6	0.4
South Carolina	140	376	0.5	0.4	0.0	1.1	0.3	0.1
South Dakota	19	52	0.2	0.8	0.0	0.3	0.6	0.0
Tennessee	281	669	1.8	0.6	0.2	3.6	0.5	0.2
Texas	948	2,610	162.6	17.2	14.0	256.6	9.8	13.9
Utah	44	122	2.4	5.4	0.2	3.3	2.7	0.2
Vermont	27	63	0.3	1.2	0.0	0.3	0.5	0.0
Virginia	235	562	8.1	3.4	0.7	13.9	2.5	0.8
Washington	204	497	27.3	13.4	2.4	58.2	11.7	3.2
West Virginia	123	302	0.6	0.5	0.1	0.7	0.2	0.0
Wisconsin	119	329	5.5	4.7	0.5	18.1	5.5	1.0
Wyoming	13	35	0.3	2.5	0.0	0.4	1.2	0.0
Guam	5	16	0.7	13.7	0.1	0.8	5.2	0.0
Virgin Islands	7	24	2.2	30.1	0.2	3.5	14.5	0.2
<b>Total</b>	<b>10,883</b>	<b>26,955</b>	<b>1,161</b>	<b>-</b>	<b>100.0</b>	<b>1,844</b>	<b>-</b>	<b>100.0</b>

Average Permanent Resident Unit Size = 3.0

Average FSP Unit Size = 2.5

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

TABLE III.4

## DISTRIBUTION OF BENEFITS TO ALL ALIEN FSP UNITS BY STATE

	Total Benefits (\$000s)	Benefits to Alien Units			Pro-Rated* Benefits		
		Dollars (000s)	Percent of State Benefits	Percent of National Alien Benefits	Dollars (000s)	Percent of State Benefits	Percent of National Alien Benefits
Alabama	38,480	222	0.6	0.1	102	0.3	0.1
Alaska	3,997	100	2.5	0.0	39	1.0	0.0
Arizona	35,932	5,198	14.5	2.3	2,385	6.6	1.9
Arkansas	17,338	166	1.0	0.1	106	0.6	0.1
California	206,736	66,917	32.4	29.7	34,920	16.9	27.6
Colorado	17,652	1,577	8.9	0.7	835	4.7	0.7
Connecticut	14,033	1,070	7.6	0.5	667	4.8	0.5
Delaware	3,947	85	2.2	0.0	70	1.8	0.1
Dist. of Col.	7,348	278	3.8	0.1	180	2.5	0.1
Florida	104,830	18,148	17.3	8.1	10,794	10.3	8.5
Georgia	57,299	1,145	2.0	0.5	618	1.1	0.5
Hawaii	15,540	2,477	15.9	1.1	1,540	9.9	1.2
Idaho	5,068	386	7.6	0.2	192	3.8	0.2
Illinois	83,980	5,938	7.1	2.6	3,809	4.5	3.0
Indiana	31,310	630	2.0	0.3	298	1.0	0.2
Iowa	11,627	215	1.8	0.1	187	1.6	0.1
Kansas	12,526	724	5.8	0.3	463	3.7	0.4
Kentucky	31,222	138	0.4	0.1	77	0.2	0.1
Louisiana	50,854	798	1.6	0.4	474	0.9	0.4
Maine	9,144	119	1.3	0.1	50	0.5	0.0
Maryland	31,776	1,578	5.0	0.7	1,185	3.7	0.9
Massachusetts	27,171	4,066	15.0	1.8	2,329	8.6	1.8
Michigan	68,868	2,896	4.2	1.3	1,590	2.3	1.3
Minnesota	19,557	2,570	13.1	1.1	1,854	9.5	1.5
Mississippi	32,204	110	0.3	0.0	52	0.2	0.0
Missouri	40,836	575	1.4	0.3	375	0.9	0.3
Montana	4,553	79	1.7	0.0	43	0.9	0.0
Nebraska	6,499	321	4.9	0.1	209	3.2	0.2
Nevada	8,191	644	7.9	0.3	331	4.0	0.3
New Hampshire	3,191	53	1.7	0.0	24	0.8	0.0
New Jersey	42,054	5,812	13.8	2.6	3,776	9.0	3.0
New Mexico	15,712	2,458	15.6	1.1	1,099	7.0	0.9
New York	159,169	40,526	25.5	18.0	25,974	16.3	20.5
North Carolina	41,011	716	1.7	0.3	329	0.8	0.3
North Dakota	2,525	76	3.0	0.0	39	1.6	0.0
Ohio	78,172	1,124	1.4	0.5	867	1.1	0.7
Oklahoma	26,001	592	2.3	0.3	292	1.1	0.2
Oregon	20,384	2,162	10.6	1.0	1,213	5.9	1.0
Pennsylvania	81,916	3,541	4.3	1.6	2,656	3.2	2.1
Rhode Island	6,385	1,055	16.5	0.5	552	8.7	0.4
South Carolina	25,277	230	0.9	0.1	93	0.4	0.1
South Dakota	3,387	48	1.4	0.0	26	0.8	0.0
Tennessee	45,105	299	0.7	0.1	226	0.5	0.2
Texas	190,602	37,054	19.4	16.4	16,952	8.9	13.4
Utah	7,646	407	5.3	0.2	223	2.9	0.2
Vermont	3,891	57	1.5	0.0	21	0.5	0.0
Virginia	38,193	1,487	3.9	0.7	1,120	2.9	0.9
Washington	35,232	5,650	16.0	2.5	3,668	10.4	2.9
West Virginia	19,958	140	0.7	0.1	57	0.3	0.0
Wisconsin	19,065	1,648	8.6	0.7	1,011	5.3	0.8
Wyoming	2,313	50	2.1	0.0	22	0.9	0.0
Guam	1,930	214	11.1	0.1	119	6.2	0.1
Virgin Islands	2,402	687	28.6	0.3	340	14.2	0.3
<b>Total</b>	<b>1,870,039</b>	<b>225,257</b>	<b>-</b>	<b>100.0</b>	<b>126,473</b>	<b>-</b>	<b>100.0</b>

Average Permanent Resident Unit Size = 3.0

Average FSP Unit Size = 2.5

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

\* Pro-rated benefits paid to persons in a given FSP unit equals the unit's total FSP benefits multiplied by the ratio of the number of aliens to total unit size.

TABLE III.5

## DISTRIBUTION OF PERMANENT RESIDENT ALIEN FSP PARTICIPANTS , UNITS BY STATE

	All Units (000s)	All Participants (000s)	Units with Aliens			Alien Participants		
			Number (000s)	Percent of All State Units	Percent of National Alien Units	Number (000s)	Percent of All State Participants	Percent of National Alien Participants
Alabama	209	542	0.4	0.2	0.0	0.8	0.1	0.1
Alaska	15	45	0.4	2.6	0.0	0.5	1.1	0.0
Arizona	178	508	23.7	13.3	2.5	34.7	6.8	2.5
Arkansas	107	271	0.5	0.5	0.1	0.7	0.3	0.1
California	1,176	3,266	284.0	24.2	29.6	426.9	13.1	30.2
Colorado	103	248	6.6	6.4	0.7	10.5	4.3	0.7
Connecticut	100	238	5.8	5.8	0.6	8.7	3.7	0.6
Delaware	21	52	0.3	1.6	0.0	0.5	1.0	0.0
Dist. of Col.	43	98	1.5	3.5	0.2	1.9	2.0	0.1
Florida	588	1,425	94.0	16.0	9.8	125.6	8.8	8.9
Georgia	329	809	4.3	1.3	0.4	5.6	0.7	0.4
Hawaii	55	130	7.1	12.9	0.7	10.6	8.1	0.7
Idaho	30	79	1.6	5.2	0.2	2.3	2.9	0.2
Illinois	488	1,130	26.2	5.4	2.7	38.0	3.4	2.7
Indiana	183	464	2.0	1.1	0.2	2.2	0.5	0.2
Iowa	75	187	0.7	1.0	0.1	1.5	0.8	0.1
Kansas	75	192	2.2	3.0	0.2	3.9	2.0	0.3
Kentucky	187	488	0.6	0.3	0.1	0.8	0.2	0.1
Louisiana	267	724	3.3	1.3	0.3	5.4	0.7	0.4
Maine	60	129	0.5	0.9	0.1	0.6	0.4	0.0
Maryland	169	410	8.0	4.7	0.8	12.8	3.1	0.9
Massachusetts	178	429	19.5	10.9	2.0	29.9	7.0	2.1
Michigan	418	985	8.6	2.1	0.9	13.4	1.4	1.0
Minnesota	131	316	3.5	2.7	0.4	5.3	1.7	0.4
Mississippi	185	489	0.3	0.2	0.0	0.3	0.1	0.0
Missouri	237	592	2.6	1.1	0.3	4.6	0.8	0.3
Montana	28	71	0.3	0.9	0.0	0.4	0.5	0.0
Nebraska	43	106	0.6	1.4	0.1	0.9	0.8	0.1
Nevada	46	109	3.0	6.4	0.3	3.9	3.5	0.3
New Hampshire	25	58	0.5	1.8	0.0	0.6	1.0	0.0
New Jersey	234	557	26.5	11.3	2.8	41.4	7.4	2.9
New Mexico	87	241	9.8	11.3	1.0	15.2	6.3	1.1
New York	1,027	2,137	188.1	18.3	19.6	251.0	11.7	17.8
North Carolina	258	614	2.5	1.0	0.3	3.8	0.6	0.3
North Dakota	17	41	0.1	0.9	0.0	0.2	0.5	0.0
Ohio	506	1,170	6.7	1.3	0.7	11.9	1.0	0.8
Oklahoma	153	384	2.4	1.6	0.2	3.6	0.9	0.3
Oregon	132	298	7.1	5.4	0.7	11.7	3.9	0.8
Pennsylvania	516	1,172	10.4	2.0	1.1	22.9	2.0	1.6
Rhode Island	40	94	4.6	11.4	0.5	6.9	7.3	0.5
South Carolina	140	376	0.4	0.3	0.0	0.6	0.2	0.0
South Dakota	19	52	0.1	0.5	0.0	0.3	0.5	0.0
Tennessee	281	669	0.9	0.3	0.1	1.5	0.2	0.1
Texas	948	2,610	156.9	16.6	16.4	245.2	9.4	17.3
Utah	44	122	1.9	4.2	0.2	2.4	2.0	0.2
Vermont	27	63	0.2	0.8	0.0	0.2	0.4	0.0
Virginia	235	562	6.4	2.7	0.7	9.2	1.6	0.7
Washington	204	497	13.5	6.6	1.4	19.0	3.8	1.3
West Virginia	123	302	0.5	0.4	0.0	0.6	0.2	0.0
Wisconsin	119	329	2.9	2.4	0.3	7.4	2.3	0.5
Wyoming	13	35	0.3	2.3	0.0	0.4	1.1	0.0
Guam	5	16	0.7	13.7	0.1	0.8	5.2	0.1
Virgin Islands	7	24	2.2	30.1	0.2	3.5	14.6	0.2
<b>Total</b>	<b>10,883</b>	<b>26,955</b>	<b>958</b>	<b>-</b>	<b>100.0</b>	<b>1,414</b>	<b>-</b>	<b>100.0</b>

Average Permanent Resident Unit Size = 3.0

Average FSP Unit Size = 2.5

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

TABLE III.6

## DISTRIBUTION OF BENEFITS TO PERMANENT RESIDENT ALIEN UNITS BY STATE

	Total Benefits (\$000s)	Benefits to Alien Units			Pro-Rated* Benefits		
		Dollars (000s)	Percent of State Benefits	Percent of National Alien Benefits	Dollars (000s)	Percent of State Benefits	Percent of National Alien Benefits
Alabama	38,480	159	0.4	0.1	49	0.1	0.1
Alaska	3,997	84	2.1	0.0	29	0.7	0.0
Arizona	35,932	5,081	14.1	2.7	2,303	6.4	2.4
Arkansas	17,338	100	0.6	0.1	57	0.3	0.1
California	206,736	56,685	27.4	30.2	26,718	12.9	27.7
Colorado	17,652	1,320	7.5	0.7	665	3.8	0.7
Connecticut	14,033	910	6.5	0.5	519	3.7	0.5
Delaware	3,947	52	1.3	0.0	37	0.9	0.0
Dist. of Col.	7,348	237	3.2	0.1	153	2.1	0.2
Florida	104,830	15,605	14.9	8.3	8,983	8.6	9.3
Georgia	57,299	813	1.4	0.4	424	0.7	0.4
Hawaii	15,540	1,922	12.4	1.0	1,260	8.1	1.3
Idaho	5,068	308	6.1	0.2	116	2.3	0.1
Illinois	83,980	4,695	5.6	2.5	2,822	3.4	2.9
Indiana	31,310	479	1.5	0.3	188	0.6	0.2
Iowa	11,627	93	0.8	0.0	75	0.6	0.1
Kansas	12,526	503	4.0	0.3	245	2.0	0.3
Kentucky	31,222	85	0.3	0.0	37	0.1	0.0
Louisiana	50,854	646	1.3	0.3	377	0.7	0.4
Maine	9,144	66	0.7	0.0	28	0.3	0.0
Maryland	31,776	1,207	3.8	0.6	895	2.8	0.9
Massachusetts	27,171	3,327	12.2	1.8	1,800	6.6	1.9
Michigan	68,868	2,097	3.0	1.1	905	1.3	0.9
Minnesota	19,557	551	2.8	0.3	332	1.7	0.3
Mississippi	32,204	60	0.2	0.0	29	0.1	0.0
Missouri	40,836	531	1.3	0.3	331	0.8	0.3
Montana	4,553	44	1.0	0.0	21	0.5	0.0
Nebraska	6,499	140	2.2	0.1	64	1.0	0.1
Nevada	8,191	576	7.0	0.3	264	3.2	0.3
New Hampshire	3,191	30	1.0	0.0	17	0.5	0.0
New Jersey	42,054	5,048	12.0	2.7	3,208	7.6	3.3
New Mexico	15,712	2,218	14.1	1.2	923	5.9	1.0
New York	159,169	33,662	21.1	17.9	19,590	12.3	20.3
North Carolina	41,011	504	1.2	0.3	246	0.6	0.3
North Dakota	2,525	39	1.6	0.0	16	0.6	0.0
Ohio	78,172	916	1.2	0.5	659	0.8	0.7
Oklahoma	26,001	436	1.7	0.2	225	0.9	0.2
Oregon	20,384	1,414	6.9	0.8	683	3.3	0.7
Pennsylvania	81,916	2,214	2.7	1.2	1,654	2.0	1.7
Rhode Island	6,385	942	14.8	0.5	467	7.3	0.5
South Carolina	25,277	191	0.8	0.1	55	0.2	0.1
South Dakota	3,387	30	0.9	0.0	21	0.6	0.0
Tennessee	45,105	111	0.2	0.1	104	0.2	0.1
Texas	190,602	35,840	18.8	19.1	15,983	8.4	16.5
Utah	7,646	335	4.4	0.2	160	2.1	0.2
Vermont	3,891	39	1.0	0.0	11	0.3	0.0
Virginia	38,193	993	2.6	0.5	734	1.9	0.8
Washington	35,232	2,534	7.2	1.4	1,208	3.4	1.3
West Virginia	19,958	92	0.5	0.0	45	0.2	0.0
Wisconsin	19,065	714	3.7	0.4	385	2.0	0.4
Wyoming	2,313	46	2.0	0.0	20	0.9	0.0
Guam	1,930	214	11.1	0.1	119	6.2	0.1
Virgin Islands	2,402	687	28.6	0.4	340	14.2	0.4
<b>Total</b>	<b>1,870,039</b>	<b>187,626</b>	<b>-</b>	<b>100.0</b>	<b>96,600</b>	<b>-</b>	<b>100.0</b>

Average Permanent Resident Unit Size = 3.0

Average FSP Unit Size = 2.5

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

\* Pro-rated benefits paid to persons in a given FSP unit equals the unit's total FSP benefits multiplied by the ratio of the number of permanent resident aliens to total unit size.

TABLE III.7

AVERAGE BENEFITS AND CERTIFICATION PERIOD FOR UNITS WITH  
PERMANENT RESIDENT ALIENS FOR SELECTED STATES

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State	Average Benefit Per Unit (\$)	Average Certification Period (Months)
California	200	12
Florida	166	8
New York	179	10
Texas	228	7
All Other States	195	10
Total, All States	196	10

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Average Permanent Resident Unit Size = 3.0

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

Under PRWORA, permanent resident aliens become ineligible either at their recertification or one year after the date of enactment of PRWORA, whichever is first. On average, units with permanent resident aliens have 10 month certification periods (Table III.8). Fifty-five percent of units with permanent resident aliens have certification periods that are between 10 and 12 months long; 22 percent have certification periods that are between four and six months long. Also, units with permanent resident aliens have, on average, about five months left in their certification period. About 3.5 percent (33 million) of all units with aliens are new applicants to the FSP.

#### **D. CHARACTERISTICS OF PERMANENT RESIDENT ALIENS AND THEIR UNITS**

This section describes the characteristics of the aliens made ineligible for the FSP by PRWORA. It examines demographic, unit composition and income characteristics.

##### **1. Demographic Characteristics**

The majority (64 percent) of permanent resident aliens receiving food stamps are female. The average age of permanent resident alien FSP participants is 36. Seventeen percent of all permanent resident aliens are children (younger than 18), one percent are younger than five, and another 17 percent are elderly (60 or older). The majority (54 percent) of permanent resident aliens are Hispanic, and another 20 percent are Asian (Table III.9). Fourteen percent of permanent resident aliens are white and eight percent are African-American.

##### **2. Unit Composition**

The majority (64 percent) of units with permanent resident aliens contain a mix of both permanent resident aliens and U.S. citizens (Table III.10). Of these “mixed” units, 58 percent contain a single adult with children. Multiple adults with children account for another 36 percent of mixed

TABLE III.8

DISTRIBUTION OF FSP PARTICIPANTS AND UNITS WITH PERMANENT RESIDENT ALIENS BY WHETHER THEY ARE NEW APPLICANTS, LENGTH OF CERTIFICATION PERIOD, AND MONTHS LEFT IN CERTIFICATION PERIOD

	Units With Aliens		Aliens	
	Number (000s)	Percent	Number (000s)	Percent
New Applicants	33	3.5	51	3.6
Months in Certification Period				
1-3	66	6.9	102	7.2
4-6	214	22.4	319	22.6
7-9	63	6.6	95	6.7
10-12	529	55.3	763	53.9
13+	82	8.6	130	9.2
Unknown	3	0.3	5	0.4
Total	958	100.0	1,414	100.0
Mean	10	-	10	-
Median	12	-	9	-
Months Left in Certification Period				
0	93	9.7	141	10.0
1-3	299	31.2	447	31.6
4-6	249	26.0	369	26.1
7-9	173	18.1	244	17.3
10-12	132	13.8	196	13.8
13+	11	1.1	16	1.1
Unknown	1	0.1	1	0.1
Total	958	100.0	1,414	100.0
Mean	5	-	5	-
Median	4	-	4	-

Average Permanent Resident Unit Size = 3.0

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.



TABLE III.9

AGE, GENDER AND RACE OF PERMANENT RESIDENT ALIEN  
FSP PARTICIPANTS

Demographic Characteristic	Number (000s)	Percent
Age		
0 - 4	15	1.1
5 - 17	230	16.3
18 - 59	934	66.0
60+	235	16.6
Total	1,414	100.0
Average Age	36	-
Gender		
Male	515	36.4
Female	899	63.6
Total	1,414	100.0
Race/Ethnicity		
White	196	13.8
African-American	117	8.3
Hispanic	767	54.3
Asian	280	19.8
Unknown Ethnicity	54	3.8
Total	1,414	100.0

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

TABLE III.10

DISTRIBUTION OF PERMANENT RESIDENT ALIEN FSP UNITS BY WHETHER THE UNIT IS COMPOSED  
ENTIRELY OF PERMANENT RESIDENT ALIENS ("PURE") OR A MIX OF PERMANENT RESIDENT  
ALIENS AND OTHERS ("MIXED")

Unit Composition	All FSP Units		Permanent Resident Alien Units		
	Number (000s)	Percent	Number (000s)	Percent of Subtotal	Percent of Total
<b>All Units</b>					
Single Adult, No Children	3,748	34.4	227	-	23.7
Multiple Adults, No Children	643	5.9	94	-	9.9
Single Adult, with Children	4,532	41.6	372	-	38.8
Multiple Adults, with Children	1,629	15.0	257	-	26.8
Children Only	331	3.0	7	-	0.8
Total	10,883	100.0	958	-	100.0
Pure PR Units			346	-	36.1
Mixed PR Units			612	-	63.9
Total			958	-	100.0
<b>Pure Permanent Resident Alien Units</b>					
Single Adult, No Children			227	-	65.8
Multiple Adults, No Children			62	-	18.1
Single Adult, with Children			18	-	5.1
Multiple Adults, with Children			34	-	9.8
Children Only			4	-	1.2
Total			346	-	100.0
<b>Mixed Permanent Resident Alien Units</b>					
Single Adult, No Children			0	0.0	0.0
Multiple Adults, No Children					
Married couple			20	62.6	3.3
PR head with citizen adult child			5	15.5	0.8
Citizen head with PR adult child			1	4.6	0.2
Other			6	17.3	0.9
Subtotal			32	100.0	5.2
Single Adult, with Children					
PR head with citizen child			308	86.9	50.3
PR head with citizen child and PR child			34	9.6	5.6
Other			12	3.4	2.0
Subtotal			354	100.0	57.9
Multiple Adults, with Children, No Other Relatives					
Married couple (citizen and PR) with citizen child			85	39.2	13.8
Married couple (both PRs) with citizen child			64	29.8	10.5
Married couple (both PRs) with citizen child and PR child			31	14.4	5.1
Other			36	16.5	5.8
Subtotal			216	100.0	35.2
Multiple Adults, with Children, Other Relatives Present					
Married couple (both PRs) with citizen child, other relative			2	29.0	0.3
Citizen head, citizen child, PR other relative			2	27.0	0.3
PR head, citizen child, PR other relative			1	15.9	0.2
Other			2	28.0	0.3
Subtotal			7	100.0	1.1
Children Only			3	-	0.6
Total			612	-	100.0
Average Permanent Resident Unit Size = 3.0					

SOURCE: Fiscal Year 1995 QC Database

NOTE: PR = permanent resident alien

All estimates reflect an average month in 1995.

units. Half of all mixed units are a single permanent resident alien parent living with a citizen child. Only 1 percent of permanent resident alien units with children contain other relatives. Fifty-five percent of *all* units with permanent resident aliens contain children that are U.S. citizens. Thirty-six percent of all units with permanent resident aliens contain only permanent resident aliens (Table III.10). Of these “pure” units, 66 percent contain a single adult with no children. Approximately 84 percent of pure units have no children in the unit.

The average size of units with permanent resident aliens is 3.0. Twenty-six percent of all units with permanent resident aliens contain a married couple with children, while 41 percent contain a single parent with children. Sixty-six percent of all units with permanent resident aliens have children in the unit and 38 percent have pre-school age children (Table III.11).

Twenty-two percent of units with permanent resident aliens have an elderly member, nine percent have a disabled member, and 24 percent have either an elderly or a disabled member (Table III.11). Most (71 percent) adult permanent resident aliens are not employed; six percent are classified as unemployed; and 19 percent are employed.

### **3. Income Characteristics**

Almost one-third (30 percent) of all permanent resident alien units have earned income (Table III.12). The average monthly value of the earned income is \$747. Eighty-eight percent of all permanent resident alien units have unearned income. The average monthly value of the unearned income to these units is \$457. Forty percent of permanent resident alien units receive AFDC income, and 49 percent receive either AFDC or General Assistance (GA) income. The average monthly AFDC benefit received is \$513. SSI income is received in 21 percent of the units with permanent resident aliens. The average monthly SSI benefit is \$432.

TABLE III.11

SIZE AND COMPOSITION OF FSP UNITS WITH PERMANENT RESIDENT ALIENS AND DISTRIBUTION OF PERMANENT  
RESIDENT ALIEN FSP PARTICIPANTS BY EDUCATION LEVEL AND EMPLOYMENT STATUS

Demographic Characteristic	Number (000s)	Percent	Average			
			Gross Monthly Income (\$)	Gross Income as a Percent of Poverty	Net Monthly Income (\$)	Monthly FSP Benefit
<b>Unit Size</b>						
1	230	24.0	406	66.0	179	87
2	209	21.9	551	67.1	308	139
3	184	19.2	632	61.4	353	215
4	167	17.4	811	65.7	482	255
5	83	8.7	929	64.5	576	297
6+	85	8.9	1,086	61.6	792	374
Total	958	100.0	662	61.9	353	172
<b>Unit Composition</b>						
Units with Preschool-Aged Children (Age 0-4)	362	37.8	617	53.9	385	243
Units with Children Age 5 to 17	485	50.6	679	57.6	435	247
Total Units with Children	636	66.4	628	56.2	394	233
Units with Elderly	212	22.1	558	81.5	327	68
Units with Disabled	87	9.1	655	78.3	421	105
Units with Elderly or Disabled	226	23.6	585	78.7	350	87
<b>Education Level of All Adult (Age&gt;=18) Permanent Resident Aliens</b>						
None	36	3.1	727	59.1	444	229
Grades 1-8	112	9.5	751	64.5	463	202
Grades 9-11	65	5.5	679	57.3	376	244
HS Graduate or GED	79	6.7	659	58.5	368	222
Some College, Incl. Graduate of 2 Year College	29	2.5	500	47.2	246	198
College Graduate	9	0.8	820	75.4	400	197
Unknown	839	71.8	645	62.6	340	200
Total	1,169	100.0	689	61.4	384	222
<b>Employment Status of All Adult (Age&gt;=18) Permanent Resident Aliens</b>						
Employed, Full Time	83	7.1	1,142	86.1	702	217
Employed, Part Time	104	8.9	785	70.1	431	201
Employed, Hours Unspecified	22	1.9	678	62.8	313	233
Primarily Self Employed, Non Farming	12	1.0	705	61.2	339	260
Employed, Other	1	0.1	1,050	74.9	706	258
Unemployed	73	6.2	553	49.5	319	227
Not Employed	824	70.5	608	59.2	326	203
Unknown	3	0.3	415	45.1	117	195
Missing	45	3.9	538	65.3	217	156
Total	1,169	100.0	689	61.4	384	222
Average Permanent Resident Unit Size = 3.0						

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

TABLE III.12

AVERAGE\* MONTHLY INCOME CHARACTERISTICS OF FSP UNITS WITH  
PERMANENT RESIDENT ALIENS

Income Source	Units with Income Source (000s)	Percent of Units	Average Monthly Value (\$)
Earned Income	285	29.7	747
Wage Income	256	26.8	781
Self Employment Income	18	1.9	352
Other Earned Income	13	1.4	446
Unearned Income	840	87.7	457
AFDC Income	383	40.0	513
GA Income	88	9.2	320
AFDC or GA	468	48.9	480
SSI Income	199	20.7	432
Social Security Income	79	8.2	433
Unemployment Compensation	38	4.0	520
Child Support	18	1.9	139
Income Deemed from Sponsor	0.2	0.0	120
Other	191	19.9	90
No Income	59	6.2	-
Total Units with Permanent Resident Aliens = 958			
Average Permanent Resident Unit Size = 3.0			

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

\* Averages are for those units with reported income in each category.

In California, a state with 30 percent of the permanent resident alien FSP units, 65 percent of permanent resident alien units have AFDC income (Table III.13). This compares with 42 percent in New York, 23 percent in Florida and 12 percent in Texas. In Texas, 57 percent of the permanent resident aliens have some earned income, compared with 30 percent for the nation as a whole.

The majority (71 percent) of units with permanent resident aliens have gross income under 75 percent of the poverty level (Table III.14). Ninety-two percent of permanent resident alien units have gross income under 100 percent of the poverty level. A substantial number of permanent resident alien units (78 percent) have no reported assets (Table III.15). This is consistent with all food stamp units; 76 percent of all units have no reported assets. Of the permanent resident alien units with reported assets, 72 percent have assets of \$500 or less.

TABLE III.13

DISTRIBUTION OF PERMANENT RESIDENT ALIEN UNITS WITH INCOME FROM AFDC,  
INCOME FROM SSI, AND EARNED INCOME BY SELECTED STATES

State	AFDC Income			SSI Income			Earned Income		
	Number (000s)	Percent of Units with AFDC Income	Percent of State Perm. Res. Alien Units	Number (000s)	Percent of Units with SSI Income	Percent of State Perm. Res. Alien Units	Number (000s)	Percent of Units with Earned Income	Percent of State Perm. Res. Alien Units
California	186	48.4	65.4	0	0.0	0.0	92	32.4	32.4
Florida	22	5.7	23.2	46	23.3	49.3	19	6.8	20.7
New York	79	20.5	41.8	53	26.4	27.9	27	9.5	14.3
Texas	19	5.0	12.2	26	12.9	16.3	89	31.4	57.0
All Other States	78	20.4	15.1	74	37.4	14.3	57	19.9	10.9
Total	383	100.0	40.0	199	100.0	20.7	285	100.0	29.7

Average Permanent Resident Unit Size = 3.0

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

TABLE III.14

DISTRIBUTION OF UNITS BY GROSS INCOME AS A PERCENT OF POVERTY FOR  
ALL UNITS AND UNITS WITH PERMANENT RESIDENT ALIENS

Gross Income as a Percent of Poverty	All FSP Units			Units with Aliens		
	Number	Percent	Cumulative Percent	Number	Percent	Cumulative Percent
0-10	1,176	10.8	10.8	63	6.6	6.6
11-25	789	7.3	18.1	37	3.9	10.5
26-50	2,613	24.0	42.1	181	18.9	29.4
51-75	2,952	27.1	69.2	395	41.2	70.6
76-100	2,426	22.3	91.5	202	21.1	91.8
101-115	587	5.4	96.9	45	4.7	96.4
116-130	286	2.6	99.5	29	3.0	99.5
>130	54	0.5	100.0	5	0.5	100.0
Total	10,883	100.0	-	958	100.0	-

Average Permanent Resident Unit Size = 3.0

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

\* Poverty equals FSP net income screen.



TABLE III.15

DISTRIBUTION OF UNITS BY VALUE OF UNIT ASSETS FOR ALL UNITS  
AND UNITS WITH PERMANENT RESIDENT ALIENS

Unit Assets	All FSP Units			Units with Aliens		
	Number	Percent	Cumulative Percent	Number	Percent	Cumulative Percent
0	8,295	76.2	76.2	745	77.8	77.8
1-100	1,173	10.8	87.0	79	8.2	86.0
101-200	294	2.7	89.7	25	2.6	88.6
201-300	200	1.8	91.5	21	2.2	90.7
301-400	152	1.4	92.9	18	1.8	92.6
401-500	144	1.3	94.3	10	1.1	93.6
501-1,000	340	3.1	97.4	36	3.7	97.4
1,001-1,500	137	1.3	98.6	10	1.1	98.4
1,501-2,000	86	0.8	99.4	11	1.1	99.6
2,001-3,000	29	0.3	99.7	1	0.1	99.7
3,001+	4	0.0	99.7	0	0.0	99.7
Missing	28	0.3	100.0	3	0.3	100.0
Total	10,883	100.0	-	958	100.0	-

Average Permanent Resident Unit Size = 3.0

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.