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Report to the Committee on Agriculture, Nutrition, and Forestry, U.S. Senate



March 2007

FOOD STAMP PROGRAM

FNS Could Improve Guidance and Monitoring to Help Ensure Appropriate Use of Noncash Categorical Eligibility



GAO-07-465

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Abbreviations

CACFP	Child and Adult Care Food Program
CSFP	Commodity Supplemental Food Program
FNS	Food and Nutrition Service
FSP	Food Stamp Program
HHS	U.S. Department of Health and Human Services
MOE	maintenance of effort
NSLP	National School Lunch Program
SBP	School Breakfast Program
SFMNP	Senior Farmers' Market Nutrition Program
SMP	Special Milk Program
TANF	Temporary Assistance for Needy Families
TEFAP	The Emergency Food Assistance Program
USDA	U.S. Department of Agriculture
WIC	Special Supplemental Nutrition Program for Women, Infants, and Children

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United States Government Accountability Office
Washington, DC 20548

March 28, 2007

The Honorable Tom Harkin
Chairman
The Honorable Saxby Chambliss
Ranking Republican Member
Committee on Agriculture, Nutrition,
and Forestry
United States Senate

In fiscal year 2005, the Department of Agriculture's (USDA) Food Stamp Program served over 25 million individuals per month, on average, providing over $28 billion in benefits for the year. To reduce the administrative burden on state agencies, current food stamp regulations allow households that receive or are authorized to receive Temporary Assistance for Needy Families (TANF) noncash services to obtain automatic eligibility for food stamps, known as categorical eligibility.[1] TANF noncash services include any TANF noncash or in-kind benefits, such as child care and transportation aid.[2] Under categorical eligibility, households must apply to determine if they will receive any food stamp benefits. The application process for categorically eligible food stamps is the same as for regular food stamps, except that caseworkers apply the different income and asset limits for the TANF noncash services, or those imposed by the state.[3]

Under current food stamp regulations, states must confer categorical eligibility for individuals receiving, or authorized to receive, TANF noncash services that are funded with more than 50 percent federal or state maintenance of effort (MOE) funds and serve certain TANF purposes. In addition, states have the option to confer categorical eligibility using TANF noncash services funded with less than 50 percent

[1]Categorical eligibility for food stamps is also available through receipt of TANF cash assistance, Social Security Income, and general assistance.

[2]These services may also include short-term, nonrecurring cash payments, but not TANF cash assistance.

[3]For example, caseworkers in Massachusetts apply a gross income limit of 200 percent of the federal poverty level to determine if households are eligible for the state's TANF noncash service that confers categorical eligibility for food stamps. In addition, Texas has a $5,000 asset limit for all TANF noncash categorically eligible households.

federal or state funds. States are required to determine that individuals are eligible for a TANF noncash service and notify them of this determination before conferring categorical eligibility, but individuals are not required to receive these services. USDA's Food and Nutrition Service (FNS), which administers the Food Stamp Program, is not required to track how states are implementing categorical eligibility, but it does sporadically collect information from the states on the nature and funding of the services used to confer categorical eligibility.

The Administration has proposed eliminating TANF noncash categorical eligibility for food stamps, and the Congressional Budget Office has estimated that about 280,000 participants would no longer be eligible for food stamps in fiscal year 2008 if the proposal is implemented. Also, because food stamp eligibility confers automatic eligibility for other nutrition programs, such as the National School Lunch Program, there is some question as to how the elimination of TANF noncash categorical eligibility would affect the recipients of other nutrition programs. In this context, you asked us to review the implementation of TANF noncash categorical eligibility and examine the potential effect of its proposed elimination. Specifically, you asked us to answer the following questions: (1) How have states implemented categorical eligibility for TANF noncash recipients? (2) How do the income and asset levels of TANF noncash food stamp recipients compare to those of TANF cash food stamp recipients? (3) What is the potential effect of eliminating TANF noncash categorical eligibility on Food Stamp Program participation, administration, and state administrative costs?

To answer these questions, we surveyed food stamp administrators in the 50 states and the District of Columbia to collect information on TANF noncash categorical eligibility implementation. We also obtained household characteristic data on noncash households from 21 out of the 29 states that confer TANF noncash categorical eligibility. To augment the survey results, we conducted site visits in Maryland, Massachusetts, and South Carolina to interview state and local officials responsible for administering the food stamp and other nutrition programs. We selected states that were geographically dispersed across FNS regions and provided variety across (1) population coverage of TANF noncash services, (2) number of noncash services, and (3) total food stamp population. We reviewed FNS data and interviewed officials from FNS and representatives of nutrition groups. We conducted our work from June 2006 to March 2007 in accordance with generally accepted government auditing standards.

On March 15, 2007, we briefed you on the results of our analysis. This report formally conveys the information provided in that briefing (see app. I). In summary, we reported the following findings:

- The 29 states that confer TANF noncash categorical eligibility use a variety of noncash services to qualify participants for food stamp benefits under categorical eligibility, such as services that provide employment support, family support, and self-sufficiency support. Some states use brochures or information referral services that could allow for a large segment of the state's food stamp population to be categorically eligible, while some states use services designed to serve more narrowly defined populations.[4] Six states may not be following program regulations, however, which require them to use certain federally or state-funded noncash services to confer categorical eligibility. Additionally, some states reported that they do not specifically determine if an individual needs a certain TANF noncash service before conferring food stamp eligibility.

- TANF noncash categorically eligible food stamp households appear to have slightly higher incomes as compared to those of TANF cash categorically eligible households.[5] We do not have asset data for the TANF cash categorically eligible households, so we cannot compare the assets of TANF cash and TANF noncash households.

- Our analysis showed that a vast majority of TANF noncash households may remain eligible for food stamps without TANF noncash categorical eligibility because their income and/or asset levels are within the regular food stamp limits. Other households may lose eligibility for food stamps because their income and/or asset levels are too high. However, the degree to which participation may decrease varies across the states. In addition, our analysis showed that few noncash households may lose eligibility for other nutrition programs because their incomes are sufficiently low to qualify them for these programs. Similarly, many of the

[4]Some states use both types of services. For example, Oregon provides information and referral services as well as several services targeted to more narrowly defined populations, such as a housing stabilization program targeted to homeless families or those at risk for homelessness.

[5]FNS data on TANF cash categorically eligible households are from fiscal year 2005; state data on TANF noncash categorically eligible households are from September 2006 for the 21 states that confer noncash categorical eligibility for which we have data on household characteristics.

states' food stamp officials believed eliminating noncash categorical eligibility would decrease participation in food stamps and other nutrition programs. Many of the states' food stamp officials also believed that the proposed elimination of noncash categorical eligibility would increase the Food Stamp Program administrative workload and state administrative costs, for example, due to the need to verify assets, change data systems, and train staff.

In conclusion, although some states appear to do little to link a household's need for specific TANF noncash services in conferring categorical eligibility for food stamps, we found that the vast majority of these households may still be eligible for regular food stamps if TANF noncash categorical eligibility were eliminated. In addition, it appears that some states are not conferring categorical eligibility to households receiving, or authorized to receive, TANF noncash services funded with more than 50 percent federal or state MOE funds as required by the regulations. As a result, some states may not assess all potentially eligible households to determine if they could receive food stamps through a TANF noncash service. Finally, FNS's administration of the TANF noncash categorical eligibility program may result in some states not following program rules or states not fully understanding the implications of how they have implemented the program.

To improve management and administration of TANF noncash categorical eligibility, we recommend that FNS provide guidance and technical assistance to states clarifying which TANF noncash services states must use to confer categorical eligibility for food stamps and monitor states' compliance with the categorical eligibility requirements.

We provided a draft of this report to FNS for comment, and on March 12, 2007, we met with FNS officials to obtain their comments. Overall, the officials agreed with our findings, conclusions, and recommendation. The agency officials said they would wait until after the Food Stamp Program is reauthorized under the Farm Bill reauthorization due in 2007 to see if TANF noncash categorical eligibility for food stamps is retained before implementing the recommendation. FNS officials said it is difficult to identify the magnitude of states' noncompliance with the funding rule without more information about specific state programs. We added information, where appropriate, on which states appear not to be following the funding rules and provided some examples of the noncash services. FNS officials also said that if TANF noncash categorical eligibility is eliminated, only a small number of households may no longer

be eligible for food stamps, even if this number represents a high percentage of a state's TANF noncash categorically eligible population. We agree with this statement and clarified the text.

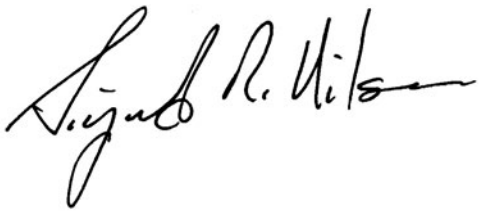
In addition, FNS officials stated that at the state level, program changes are regularly made which may increase state administrative costs. The officials noted that these costs can be difficult to quantify and can vary from state to state; moreover, small changes in the amount of time spent on one part of policy may not change total state administrative costs. We agree that states may experience different costs to change their operations if noncash categorical eligibility is eliminated, but we reported information that the states provided in response to our survey. The agency also indicated that it recently issued a report on expanded categorical eligibility in February 2007.[6] FNS officials said that although FNS may characterize information on states somewhat differently than we do, the conclusions about the program remain the same. FNS also provided technical comments, which we incorporated where appropriate.

[6]"Food Stamp Program: Expanded Categorical Eligibility," FNS, USDA, Alexandria, Virginia, February 2007.

We are sending copies of this report to the Secretary of Agriculture, appropriate congressional committees, and other interested parties. We will also make copies available to others upon request. In addition, the report will be available at no charge on GAO's Web site at http://www.gao.gov.

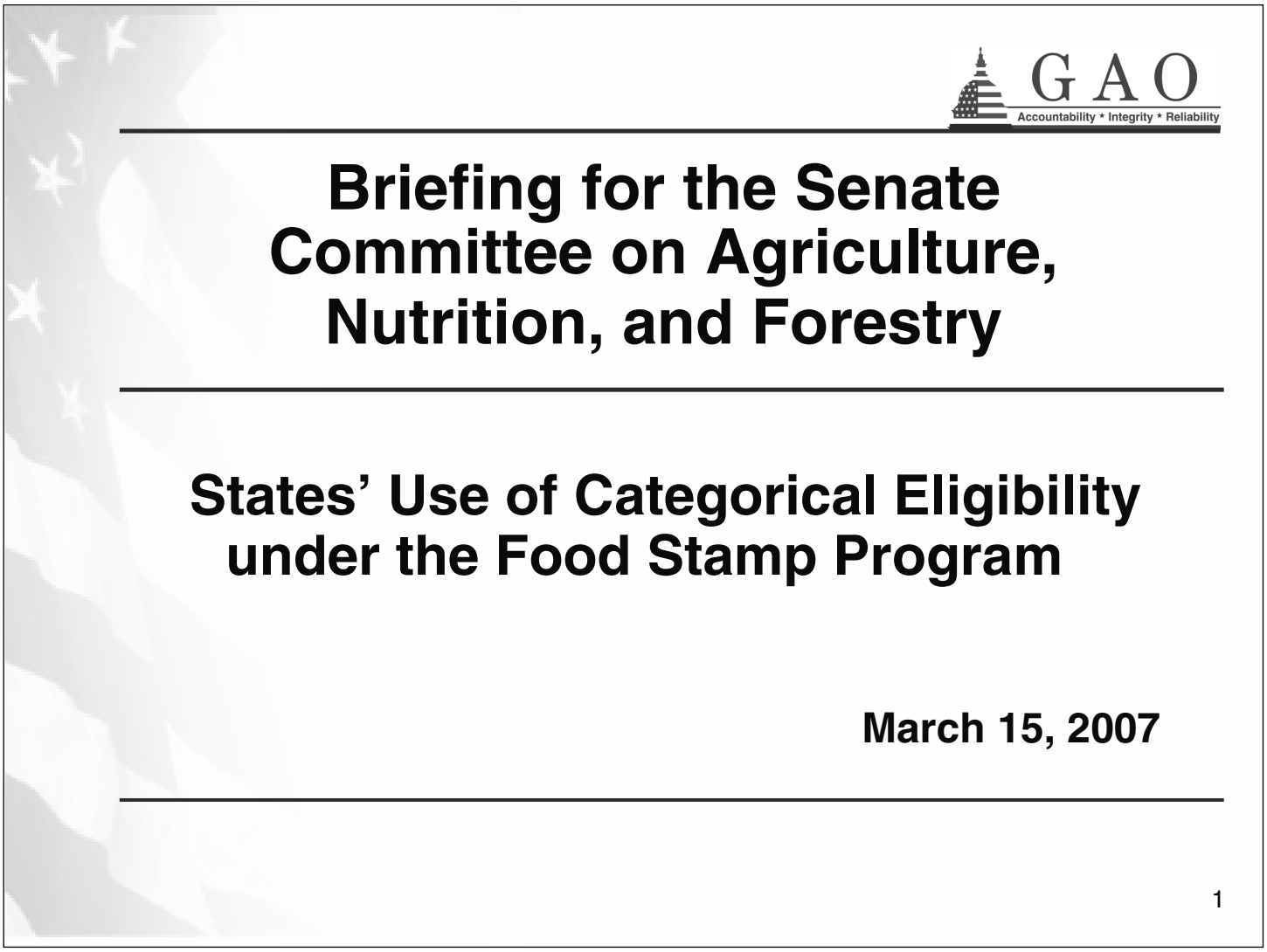
If you or your staff have any questions about this report, please contact me at (202) 512-7215 or nilsens@gao.gov. Contact points for our Offices of Congressional Relations and Public Affairs may be found in the last page of this report. GAO staff who have made major contributions to this report are listed in appendix IX.

Sincerely,



Sigurd R. Nilsen
Director
Education, Workforce, and Income Security Issues

Appendix I: Briefing Slides



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Introduction

- On average, in fiscal year 2005, the Food Stamp Program (FSP)—administered by the U.S. Department of Agriculture's (USDA) Food and Nutrition Service (FNS)—served over 25 million individuals per month, providing over $28 billion in benefits for the year. However, households can be food stamp eligible, but entitled to no money in monthly benefits based on income level.
- Current food stamp regulations allow households that receive or are authorized to receive Temporary Assistance for Needy Families (TANF) cash assistance or TANF noncash services to obtain automatic eligibility for food stamps, known as categorical eligibility. TANF is administered by the U.S. Department of Health and Human Services (HHS).

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Introduction (continued)

- The Administration has proposed eliminating TANF noncash categorical eligibility for food stamps. The Congressional Budget Office estimated that about 280,000 participants (with an average per person monthly benefit of about $48) would no longer be eligible for food stamps in fiscal year 2008 if the proposal is implemented.

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Key Questions

1) How have states implemented categorical eligibility for TANF noncash recipients?

2) How do the income and asset levels of TANF noncash food stamp recipients compare to those of TANF cash food stamp recipients?

3) What is the potential effect of eliminating TANF noncash categorical eligibility on Food Stamp Program participation, administration, and state administrative costs?

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Scope and Methodology

- We conducted a survey of FSP administrators in the 50 states and the District of Columbia[1] on categorical eligibility implementation and obtained data on households from 21 out of 29 states that confer TANF noncash categorical eligibility.[2]
- We conducted site visits in Maryland, Massachusetts, and South Carolina. We selected states that were geographically dispersed across FNS regions and provided variety across the following criteria: (1) states that use TANF noncash services that could cover a large segment of their food stamp population versus services targeted to more narrowly defined populations, (2) the state's total number of TANF noncash services that confer categorical eligibility, and (3) the state's total food stamp population.
- We reviewed FNS data and interviewed FNS officials as well as representatives of nutrition groups.
- We conducted our work from June 2006 to March 2007 in accordance with generally accepted government auditing standards.

[1] In this briefing, we refer to the 50 states and the District as the 51 states.

[2] Twenty-two states reported that they do not have TANF noncash services funded with more than 50 percent TANF or state maintenance of effort (MOE) dollars and said they have chosen not to confer categorical eligibility for TANF noncash services funded with less than 50 percent TANF/MOE.

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Summary of Results

- States use a variety of TANF noncash services to qualify participants for food stamp benefits under categorical eligibility, such as services that provide employment support, family support, and self-sufficiency support. Some of these services provide brochures or information referral that could allow for a large segment of the state's food stamp population to be categorically eligible, while others are designed to serve more narrowly defined populations.
- TANF noncash categorically eligible food stamp households appear to have slightly higher incomes as compared to those of TANF cash categorically eligible households. We do not have asset data for the TANF cash categorically eligible households, so we cannot compare the assets of TANF cash and TANF noncash households.[3]

[3] FNS data on TANF cash categorically eligible households are from fiscal year 2005; state data on TANF noncash categorically eligible households are from September 2006 for the 21 states for which we have data on household characteristics.

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Summary of Results (continued)

- Our analysis showed that a vast majority of TANF noncash households may remain eligible for food stamps without TANF noncash categorical eligibility because their income and/or asset levels are within the regular food stamp limits. Other households may lose eligibility for food stamps because their income and/or asset levels are too high. Similarly, many states believed eliminating noncash categorical eligibility would decrease Food Stamp Program participation, as well as increase the administrative workload and costs related to the Food Stamp Program.

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Background: Categorical Eligibility

- Categorical eligibility for food stamps through receipt of, or authorization to receive, TANF noncash services was established under guidance issued after the implementation of welfare reform legislation under the Personal Responsibility and Work Opportunity Reconciliation Act of 1996.[4]
  - TANF noncash services include any TANF noncash or in-kind benefits such as child care and transportation aid provided to working families.[5]
  - In 2000, FNS issued final regulations implementing TANF noncash categorical eligibility for food stamps.
- The intent of categorical eligibility was to reduce the administrative burden on state agencies by streamlining the need to apply means tests for both TANF and food stamps.
- The application process for categorically eligible food stamps is the same as for regular food stamps, except caseworkers apply different income and asset limits. The asset limit for categorically eligible food stamps is that imposed by a TANF noncash service or by a state; there is no separate food stamp asset limit.[6]

[4] Categorical eligibility for food stamps is also available through receipt of TANF cash assistance, Social Security Income, and general assistance.
[5] These services may also include short-term, nonrecurring cash payments.
[6] Texas, for example, has a $5,000 asset limit for all TANF noncash categorically eligible households.

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Background: Comparison of Regular and Categorical Eligibility Food Stamp Rules

	Gross monthly income limit	Net monthly income limit	Asset limit
Regular food stamp rules	At or below 130 percent of the federal poverty level (no gross income limit for households with at least one elderly or disabled member)	At or below 100 percent of poverty	$2,000; $3,000 for households with at least one elderly or disabled member Vehicle rules vary by state[a] (see app. III)
TANF noncash categorical eligibility food stamp rules[b]	No separate gross income limit for TANF purposes 1 and 2 because already targeted to needy families. For TANF purposes 3 and 4, gross income limit at or below 200 percent of poverty.	No separate net income limit	Asset limit is that imposed by a TANF noncash service or a state; there is no separate food stamp asset limit

Source: FNS Food Stamp Regulations.

Note: Households receiving, or authorized to receive, TANF noncash services that further TANF purpose 1—assistance to needy families so that children may be cared for in their own homes or in the homes of relatives—and purpose 2—to end the dependence of needy parents on government benefits by promoting job preparation, work, and marriage—are categorically eligible for food stamps. Households receiving, or authorized to receive, TANF noncash services that further TANF purpose 3—to prevent and reduce the incidence of out-of-wedlock pregnancies—and purpose 4—to encourage the formation and maintenance of two-parent families—are required to have a gross monthly income limit at or below 200 percent of poverty—in order to be categorically eligible for food stamps.

[a] Vehicle rules vary by state because they are allowed to substitute the following rules in place of the FSP rules: TANF Assistance, TANF-MOE categorical eligibility, and Child Care/Foster Care (see app. III).
[b] States also apply criteria other than income, such as presence of children in the household, to determine eligibility for TANF noncash services that confer categorical eligibility (see app. VI).

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Background: Categorical Eligibility Rules

- Under current FSP regulations on categorical eligibility, states:
  - must confer categorical eligibility for individuals who are receiving or authorized to receive TANF noncash services if these services are funded with more than 50 percent TANF or MOE dollars,
  - have the option to confer categorical eligibility using TANF noncash services funded with less than 50 percent TANF or MOE dollars,[7] and
  - must determine that an individual is eligible for a TANF noncash service and notify the individual of this determination to confer categorical eligibility.

[7]These two requirements apply to those TANF noncash services that further TANF purposes 1 or 2, or that further TANF purposes 3 or 4 and have a gross monthly income limit at or below 200 percent of poverty.

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Background: Federal and State Roles

- FNS is not required to track how states are implementing categorical eligibility, but it does sporadically collect information from the states on the nature and funding of the services used to confer categorical eligibility.
- HHS is not required to collect information on the number or characteristics of the TANF noncash recipients, how states implement categorical eligibility, or on funding for specific TANF noncash services.[8]
- TANF programs are state administered and states are not required to report on the use of TANF noncash services. However, states report certain information, such as:
  - the number, household characteristics, and work activities of TANF cash recipients and
  - the amount and type of TANF and state MOE spending.

[8] HHS does collect information on funding for broad categories of TANF noncash services.

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Background: Other Nutrition Program Eligibility

- Food stamp eligibility confers automatic eligibility for other nutrition programs, such as:
  - School Breakfast Program (SBP),
  - National School Lunch Program (NSLP),
  - Special Milk Program (SMP),
  - Special Supplemental Nutrition Program for Women, Infants, and Children (WIC),
  - Commodity Supplemental Food Program (CSFP),
  - The Emergency Food Assistance Program (TEFAP),
  - Senior Farmers' Market Nutrition Program (SFMNP), and
  - Child and Adult Care Food Program (CACFP) (see app. IV).

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Question 1

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Over Half of States Confer TANF Noncash Categorical Eligibility

- Twenty-nine of the 51 states use TANF noncash services to confer categorical eligibility for food stamps.[9]
  - Fifteen of the 29 use employment support services to confer categorical eligibility (see slide 15 and see app. V).
- The number of services states use to confer TANF noncash categorical eligibility varies.
  - Fifteen of 29 states that confer TANF noncash categorical eligibility use one TANF noncash service; the remaining 14 use more than one.

[9] Twenty-two states reported that they do not have TANF noncash services funded with more than 50 percent TANF or state MOE dollars and said they have chosen not to confer categorical eligibility for TANF noncash services funded with less than 50 percent TANF/MOE.

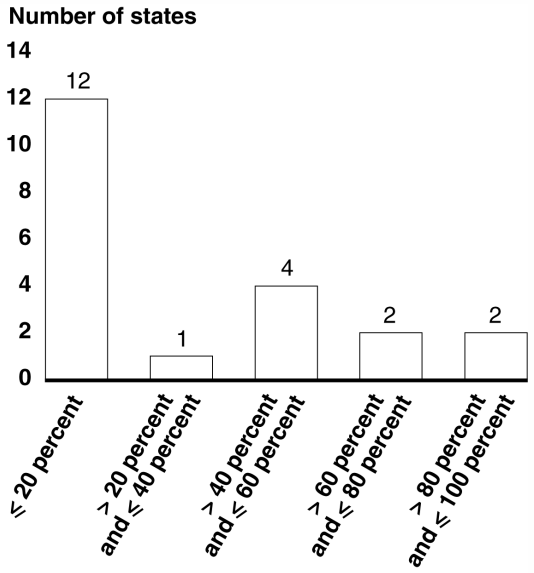
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Question 1

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Number of TANF Noncash Categorically Eligible Households Varies in Proportion to Number of Total Food Stamp Households

- The percentage of TANF noncash categorically eligible households as a proportion of total food stamp households is less than or equal to 20 percent in more than half of the 21 states that could provide household data.[10]
  - Arizona, Arkansas, Georgia, Hawaii, Kansas, Massachusetts, Missouri, Nebraska, North Carolina, Pennsylvania, Tennessee, and West Virginia have less than or equal to 20 percent TANF noncash categorically eligible households.



Source: GAO.

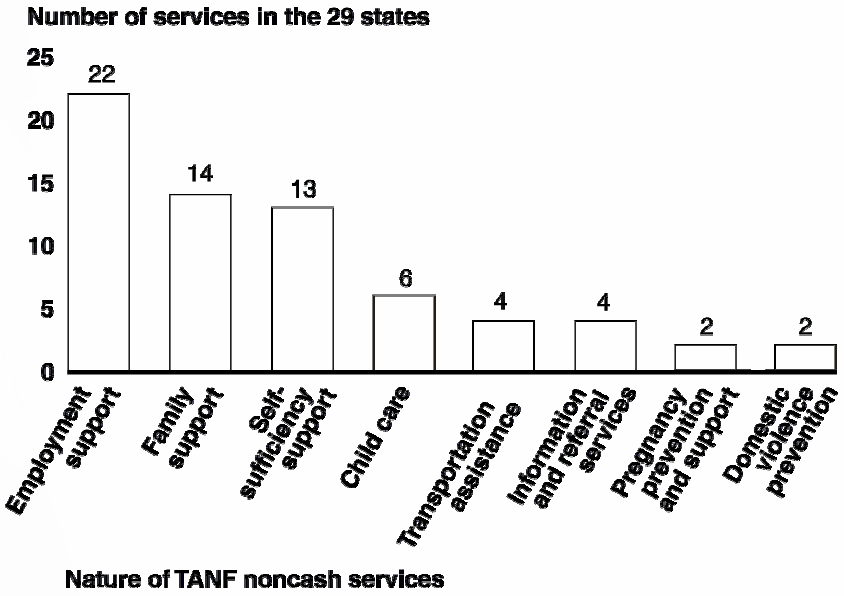
[10] These calculations are based on our analysis of data on TANF noncash categorically eligible households provided by 21 states for September 2006 and data on total food stamp households provided by FNS for September 2006. Maryland has > 20 percent and ≤ 40 percent; Delaware, Maine, Texas, and Washington have > 40 percent and ≤ 60 percent; Michigan and Oregon have > 60 percent and ≤ 80 percent; and South Carolina and Wisconsin have > 80 percent and ≤ 100 percent.

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Nature of Services States Use to Confer TANF Noncash Categorical Eligibility Varies



Source: GAO survey. These categories were derived by GAO based on state reports of the TANF noncash services they use to confer categorical eligibility.

Note: States may have more than one service that falls into the same category. Most (49 of the 67) of the TANF noncash services that states use to confer categorical eligibility provide employment support, which includes job training or job site mentoring; family support, which includes services to help keep families together; and self-sufficiency support, which includes case management services or short-term emergency payments (see app. V).

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Question 1

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A Few States Provide Information on Services to Confer Categorical Eligibility

- Eight of 29 states use brochures or information referral services that have eligibility criteria that could allow for a large segment of their food stamp population to be categorically eligible for food stamps (see app. VI). For example,
  - Massachusetts state officials told us that the state provides an informational brochure that describes services that could benefit food stamp households, such as employment support, subsidized child care, and financial assistance.
  - A North Dakota state official reported that the state provides information and referrals to various other agencies, programs, organizations, and community/county resources that could be of benefit to the households. Examples of these services include child care assistance and job services.

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Question 1

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Some States Use Services Designed for More Narrowly Defined Populations to Confer Categorical Eligibility

- Some states confer categorical eligibility using TANF noncash services that are designed to serve more narrowly defined populations. For example,
  - One TANF service in Alaska provides case management services to those employed and leaving TANF cash assistance.
  - One TANF service in Arkansas provides transportation assistance to former TANF cash recipients who are employed.
  - One TANF service in Kansas provides work-related support services to former TANF cash recipients for 12 months following their TANF case closure.

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Question 1

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Factors Important in Choosing TANF Noncash Services to Confer Categorical Eligibility

- States that confer TANF noncash categorical eligibility reported that they use a variety of criteria when determining what services to use to confer categorical eligibility. The criteria most frequently cited as "extremely important" or "very important" were:
  - increasing access to individuals state officials believe need food assistance,
  - the TANF noncash service already existed across the state,
  - helping the state increase FSP participation,
  - easing the FSP eligibility process for caseworkers, and
  - simplifying the FSP application process for clients.

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Question 1

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Some States May Not Be Following Program Funding Regulations

- Six states have TANF noncash services that they should be using to confer categorical eligibility, but reported that they were not using these services to confer categorical eligibility.[11]
- According to FSP regulations, TANF noncash services funded with more than 50 percent TANF or MOE dollars must be used to confer categorical eligibility. Households receiving, or authorized to receive, these services should be considered categorically eligible because the services either:
  - further TANF purpose 1 (assistance to needy families so that children may be cared for in their own homes or in the homes of relatives) or TANF purpose 2 (to end the dependence of needy parents on government benefits by promoting job preparation, work, and marriage) or
  - further TANF purpose 3 (to prevent and reduce the incidence of out-of-wedlock pregnancies) or 4 (to encourage the formation and maintenance of two-parent families) and have a gross monthly income limit at or below 200 percent of poverty.

[11] The six states are Connecticut, Georgia, Indiana, Louisiana, New Mexico, and Wyoming. Examples of the types of TANF noncash services that these states should be using to confer categorical eligibility include child care, transportation, and substance abuse services. However, Georgia does confer TANF noncash categorical eligibility with a different TANF service that provides employment support to families leaving cash assistance.

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Question 1

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Most States Use an Income Test to Determine Eligibility for TANF Noncash Services That Confer Categorical Eligibility

- Most states (21 of 29) use an income test to determine eligibility for TANF noncash services that confer categorical eligibility (see app. VI and next slide).[12]
- The remaining states (8 of 29) use eligibility criteria other than an income limit for the TANF noncash service that confers categorical eligibility, such as the presence of a child in the household.

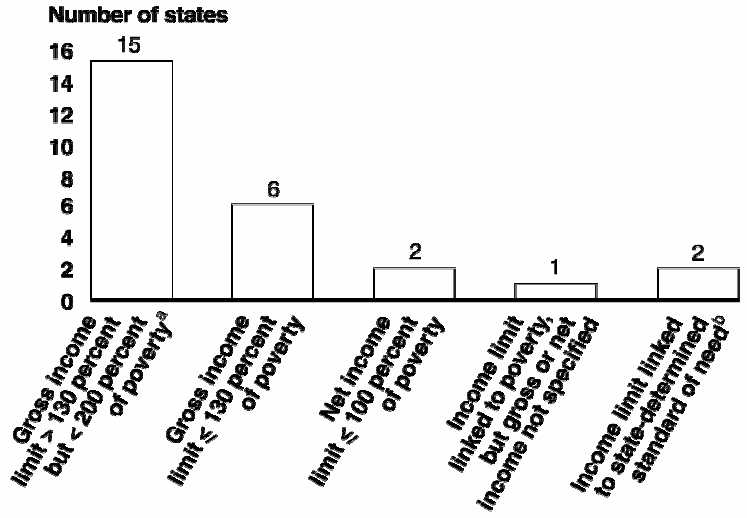
[12] These responses are from the 29 states that confer TANF noncash categorical eligibility.

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Question 1

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Most States Use an Income Test to Determine Eligibility for TANF Noncash Services That Confer Categorical Eligibility (continued)



Source: GAO survey (see app. VI).

Note: States may be counted more than once if they have income limits for more than one TANF service. One state uses a TANF noncash service that has both a gross income limit greater than 130 percent but less than 200 percent of poverty and a net income limit at or below 100 percent of poverty.

[a] Pennsylvania uses a gross income limit of 235 percent of poverty for TANF noncash services that further TANF purpose 2, meet the state's definition of "needy," and do not require a gross income limit at or below 200 percent of poverty.
[b] One state uses a formula based on minimum wage, and the other state compares a calculated gross income to 100 percent of the state's standard of need.

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Question 1

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Few States Specifically Determine Need for a TANF Service before Conferring Food Stamp Eligibility

- Six states reported that they primarily question the clients about their needs and match them with an appropriate TANF noncash service before conducting a means test for the specific service to determine whether a client is categorically eligible,[13]
  - However, caseworkers in 2 states told us that they give clients an informational brochure that confers TANF noncash categorical eligibility without explicitly determining whether clients need the services listed.[14]
- Twenty-two states did not report that they specifically determined a need for a TANF service before conferring food stamp eligibility.
  - Thirteen states reported that they primarily conduct a means test for the specific TANF noncash service that the state has determined will confer categorical eligibility.
  - Seven states reported that they confer categorical eligibility to households that are authorized to receive (or are receiving) TANF noncash services.[15]
  - Two states reported that they do not determine whether a client is eligible to receive TANF noncash services because all individuals are automatically eligible for these services, and as a result are categorically eligible for food stamps.
- One state did not respond to this survey question.

[13] These responses are from the 29 states that confer TANF noncash categorical eligibility.
[14] We conducted site visits in these 2 states.
[15] These states did not distinguish the method by which they determine if a client is authorized to receive a service.

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Question 2

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Noncash Household Incomes Appear Higher than Those of Cash Households, but No Data Available to Compare Assets

- As one would expect, TANF noncash categorically eligible households appear to have slightly higher gross and net income levels as compared to TANF cash categorically eligible households.[16] (see app. VII)
- We cannot compare asset information for TANF cash and noncash households, because FNS does not collect asset data on TANF cash categorically eligible households.
  - However, for the 12 states that provided us with asset data on noncash households, the majority of households have assets below the $2,000 regular food stamp asset limit. (see app. VIII)
  - State officials in Maryland, Massachusetts, and South Carolina told us that TANF noncash categorically eligible households rarely have assets over the $2,000 limit, but recalled a few rare cases in which households had land, bank account balances, lottery winnings, or lump-sum settlements worth over $2,000.

[16] FNS data on TANF cash categorically eligible households are from fiscal year 2005; state data on TANF noncash categorically eligible households are from September 2006.

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Question 3

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FSP Participation May Decrease if TANF Noncash Categorical Eligibility Is Eliminated

- Overall our analysis showed that few noncash households may become ineligible for food stamps if TANF noncash categorical eligibility was eliminated (see app. VIII).
  - Three percent of TANF noncash categorically eligible households (49,424 of 1,611,069)—in the 21 states that provided gross income data—would not meet the gross income limit for regular food stamps and thus would become ineligible.[17]
  - For the remaining households—in the 20 states that provided net income data—2 percent of TANF noncash categorically eligible households (24,637 of 1,556,743) would not meet the net income limit for regular food stamps and thus would become ineligible.
  - Two percent of the remaining households (4,045 of 234,926)—in the 12 states that provided asset data—would not meet the asset limit for regular food stamps and thus would become ineligible.

[17] These calculations are based on our analysis of data provided by 21 states for September 2006. We did not perform vehicle asset tests because either the state had no vehicle asset test or we did not have sufficient information to apply the test.

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Question 3

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FSP Participation May Decrease if TANF Noncash Categorical Eligibility Is Eliminated (continued)

- However, we found that the degree to which participation may decrease varies across these 21 states. For example, North Carolina's and Arizona's noncash categorically eligible household participation may decrease by over 25 percent,[18] while Kansas and South Carolina may experience very small drops in participation (0.10 percent and 0.20 percent, respectively).
- Similarly, 96 percent of the states (26 of 27 that responded) that currently confer TANF noncash categorical eligibility told us that eliminating noncash categorical eligibility would decrease participation, with states reporting differing degrees of decrease.[19] For example,
  - A Michigan official said participation may greatly decrease because clients who are income eligible may not be asset eligible.
  - A Virginia official said there would be little effect, if any, on participation, because very few households use TANF noncash categorical eligibility.

[18] The percentage decrease in Arizona represents a small number of households (6 of 17 households) (see app. VIII).
[19] Twenty-seven of the 29 states that confer TANF noncash categorical eligibility responded to this question; 26 of the 27 states said participation would decrease and 1 state was unsure. Eighty percent of the states that responded (16 of 20) that do not confer TANF noncash categorical eligibility said there would be no effect.

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Question 3

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Participation in Other Nutrition Programs May Also Decrease if TANF Noncash Categorical Eligibility Is Eliminated

- We found that some noncash households may lose eligibility for other nutrition programs (see app. VIII):
  - Three percent of noncash households (34,222 of 1,045,097) with children would not be income eligible for free school meals—the National School Lunch Program, School Breakfast Program, and Special Milk Program.[20] Of these households, an additional 3 percent (880 of 34,222) would also not be income eligible for reduced price school meals.
  - Less than 1 percent of nonelderly noncash households (7,047 of 1,568,376) would not be income eligible for the Women, Infants, and Children Program.[21]

[20] These calculations are based on our analysis of data provided by 21 states for September 2006. Also, these other nutrition programs have other eligibility criteria that we did not factor into these calculations due to lack of state data.
[21] This calculation was based on all households except those with all elderly members.

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Participation in Other Nutrition Programs May Also Decrease if TANF Noncash Categorical Eligibility Is Eliminated (continued)

- We found that some noncash households may lose eligibility for other nutrition programs:
  - Four percent of all TANF noncash households (71,835 of 1,694,425) would not be income eligible for free Child and Adult Care Food Program meals.[22]
  - Less than 1 percent of households (739 of 165,237) with at least one elderly member would not be income eligible for the Senior Farmers' Market Nutrition Program.

[22] These calculations are based on our analysis of data provided by 21 states for September 2006. Also, these other nutrition programs have other eligibility criteria that we did not factor into these calculations due to lack of state data.

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Question 3

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Participation in Other Nutrition Programs May Also Decrease if TANF Noncash Categorical Eligibility Is Eliminated (continued)

- State officials in Maryland, Massachusetts, and South Carolina told us that former categorically eligible recipients may:
  - be confused about continued eligibility for other nutrition programs and not reapply for these programs, and
  - be discouraged by the burden of applying for other nutrition programs if no longer automatically eligible.

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Question 3

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Most States Believe Eliminating TANF Noncash Categorical Eligibility Would Increase FSP Administrative Workload

- Most states (24 of 27 that responded) that currently confer TANF noncash categorical eligibility told us that eliminating noncash categorical eligibility would increase their caseworker workload.[23]
- Some common reasons state officials indicated for the increase in FSP administrative workload were:[24]
  - increase in verifications needed,
  - increase in error rates as required verifications increase,
  - changes to data systems,
  - increase in time to process applications, and
  - changes to policies and related materials.

[23] Twenty-seven of the 29 states that confer TANF noncash categorical eligibility responded to this question; 24 of the 27 states said the workload would increase; 1 state said there would be no effect; and 2 states said the workload would decrease. Seventy percent of the states that responded (14 of 20) that do not confer TANF noncash categorical eligibility said there would be no effect.
[24] These categories are not mutually exclusive among the states that responded.

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Question 3

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Over Half of the States Believe Eliminating TANF Noncash Categorical Eligibility Would Increase State FSP Administrative Costs

- Sixty-nine percent of the states (18 of 26 that responded) that currently confer TANF noncash categorical eligibility told us that eliminating noncash categorical eligibility would increase state administrative costs.[25]

- The reasons state officials indicated for the increase in state FSP administrative costs were:[26]
  - additional collection and verification of asset information,
  - changes to their data systems and materials, such as policy manuals,
  - additional training of staff, and
  - increased time to interview clients regarding program eligibility.

[25] Twenty-six of the 29 states that confer TANF noncash categorical eligibility responded to this question; 18 of the 26 states said costs would increase; 6 states said there would be no effect; 2 states said costs would decrease; and 2 states were unsure. Over two-thirds of the states that responded (13 of 19) that do not confer TANF noncash categorical eligibility said there would be no effect. One state said state general assistance costs may increase, but did not mention FSP costs.
[26] These categories are not mutually exclusive among the states that responded.

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Question 3

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Over Half of the States Believe Eliminating TANF Noncash Categorical Eligibility Would Increase State FSP Administrative Costs (continued)

- For example, a North Dakota official said costs would increase due to the need to reprogram the computer system, change application forms and brochures, and train caseworkers.
- A Washington official said the proposed change would have a large effect on costs because caseworkers would need to educate clients on asset eligibility as well as collect and verify asset documents to apply the asset rule.
- South Carolina officials told us that asset verification may increase costs, including paying for bank statements.

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Some States Believe Eliminating TANF Noncash Categorical Eligibility Would Require Modifications to Data Systems

- Fifty-four percent of states (15 of 28 that responded) that currently confer TANF noncash categorical eligibility told us that eliminating noncash categorical eligibility would require them to make changes to their data systems.[27] For example,
  - A Maine official said the data system changes would be costly and delay other needed system changes.
  - An Arizona official said the data system changes would increase the workload and limited resources would be available to make the changes.
  - A Delaware official said the state would have to pay programmers to revise their data system and that this would require time and testing to ensure the system works correctly.

[27] Twenty-eight of the 29 states that confer TANF noncash categorical eligibility responded to this question; 15 of the 28 states said they would have to make changes to their data systems; 11 states said they would not have to make changes; and 2 states were unsure. All states that responded (19 of 19) that do not confer TANF noncash categorical eligibility said they would not have to make changes.

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Conclusions

- Although some states appear to do little to link a household's need for specific TANF noncash services in conferring categorical eligibility for food stamps, we found that the vast majority of these households may still be eligible for regular food stamps if TANF noncash categorical eligibility were eliminated.
- It appears that some states are not conferring categorical eligibility to households receiving, or authorized to receive, TANF noncash services funded with more than 50 percent TANF or MOE dollars as required by the regulations. As a result, some states may not assess all potentially eligible households to determine if they could receive food stamps through a TANF noncash service.
- FNS's administration of the TANF noncash categorical eligibility program may result in states not following program rules or states not fully understanding the implications of how they have implemented the program.

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Recommendation

- FNS should provide guidance and technical assistance to states clarifying which TANF noncash services states must use to confer categorical eligibility for food stamps and monitor states' compliance with the categorical eligibility requirements.

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Agency Comments

- We obtained oral comments on a draft of this report from USDA's FNS. FNS also provided technical clarifications, which we incorporated when appropriate.

- Overall, FNS agreed with our findings and recommendation, and agency officials said they would wait until after the Farm Bill reauthorization to see if TANF noncash categorical eligibility for food stamps is retained before implementing the recommendation.

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Agency Comments (continued)

- FNS officials said it is difficult to identify the magnitude of states' noncompliance with the funding rule without more information about specific state programs and said that the title seemed to primarily reflect this noncompliance issue. FNS also said the title should specify "noncash" categorical eligibility. GAO's policy is that the report title should reflect the content of the recommendation. However, we added information, where appropriate, on which states appear not to be following the funding rules, provided some examples of the noncash services, and added the term "noncash" to the title.

- FNS officials said that if TANF noncash categorical eligibility is eliminated, only a small number of households may no longer be eligible for food stamps, even if this number represents a high percentage of a state's TANF noncash categorically eligible population. We agree with this statement and clarified the text.

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Agency Comments (continued)

- FNS cautioned us that, at the state level, program changes are regularly made which may increase state administrative costs. The officials noted that these costs can be difficult to quantify and can vary from state to state. Moreover, small changes in the amount of time spent on one part of policy may not change total state administrative costs. We agree that states may experience different costs to change their operations if noncash categorical eligibility is eliminated, but reported information that the states provided in response to our survey.
- FNS indicated that it recently issued a report on expanded categorical eligibility in February 2007. FNS officials said that although FNS may characterize information on states somewhat differently than we do, the conclusions about the program remain the same.

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Appendix II: Objectives, Scope, and Methodology

To understand more about individuals eligible for food stamps as a result of Temporary Assistance for Needy Families (TANF) noncash categorical eligibility, we examined (1) how states have implemented categorical eligibility for TANF noncash recipients; (2) how the income and asset levels of TANF noncash food stamp recipients compare to those of TANF cash food stamp recipients; and (3) the potential effect of eliminating TANF noncash categorical eligibility on Food Stamp Program participation, administration, and state administrative costs.

To address these issues, we surveyed state food stamp administrators, obtained data on TANF noncash households from 21 out of the 29 states that confer TANF noncash categorical eligibility,[1] conducted three state site visits (Maryland, Massachusetts, and South Carolina), analyzed data provided by the U.S. Department of Agriculture's (USDA) Food and Nutrition Service (FNS), and interviewed program stakeholders, including officials at FNS headquarters and regional offices and representatives of nutrition groups. We conducted our work from June 2006 to March 2007 in accordance with generally accepted government auditing standards.

Survey of State Food Stamp Administrators

To learn about states' implementation of TANF noncash categorical eligibility for food stamps, we conducted a Web-based survey of food stamp administrators in the 50 states and the District of Columbia. The survey was conducted between October 2006 and February 2007 with 100 percent of state food stamp administrators responding. The survey included questions about (1) the number and nature of TANF noncash services states use to confer food stamp categorical eligibility, (2) why states chose or did not choose to confer noncash categorical eligibility, (3) how states determine eligibility for noncash services that confer categorical eligibility, (4) the availability of state data on household characteristics of TANF noncash food stamp recipients, and (5) state officials' opinions on the potential effects on food stamp participation, administration, and state administrative costs, as well as other nutrition programs, if TANF noncash categorical eligibility were eliminated.

Because this was a survey of all states and the District (not a sample survey), there are no sampling errors. However, the practical difficulties of

[1]Twenty-two states reported that they do not have TANF noncash services funded with more than 50 percent TANF or state maintenance of effort (MOE) dollars and said they have chosen not to confer categorical eligibility for TANF noncash services funded with less than 50 percent TANF/MOE.

conducting any survey may introduce nonsampling errors, such as variations in how respondents interpret questions and their willingness to offer accurate responses. We took steps to minimize nonsampling errors, including pretesting draft instruments and using a Web-based administration system. Specifically, during survey development, we pretested draft instruments with officials in Maryland, New York, Oregon, and Pennsylvania in August and September 2006. In the pretests, we were generally interested in the clarity of the questions and the flow and layout of the survey. For example, we wanted to ensure definitions used in the surveys were clear and known to the respondents, categories provided in closed-ended questions were complete and exclusive, open-ended questions were understandable, and the ordering of survey sections and the questions within each section was appropriate. On the basis of the pretests, the Web instrument underwent some slight revisions. A second step we took to minimize nonsampling errors was using a Web-based survey. By allowing respondents to enter their responses directly into an electronic instrument, this method automatically created a record for each respondent in a data file and eliminated the need for, and the errors (and costs) associated with, a manual data entry process. To further minimize errors, programs used to analyze the survey data were independently verified to ensure the accuracy of this work. We found our survey data to be sufficient for the purposes of our work.

Data on TANF Categorically Eligible Food Stamp Households

We obtained the following data for each TANF noncash categorically eligible food stamp household for September 2006 from 21 out of the 29 states that confer TANF noncash categorical eligibility:[2]

- total number of TANF noncash categorically eligible households;
- gross income;
- net income;
- countable resources, excluding vehicles;
- dollar value of vehicles;
- number of children less than age 5;
- number of children age 5 to 17;
- number of disabled children;
- number of nondisabled adults age 18 to 59;
- number of disabled adults age 18 to 59;
- number of nondisabled persons age 60 or over; and

[2]Some of the 21 states did not provide all the data elements.

- number of disabled persons age 60 or over.

We found the state data on TANF noncash categorically eligible food stamp households to be sufficient for the purposes of our work. To compare the TANF noncash to TANF cash households, we obtained data from FNS on the household characteristics of TANF cash categorically eligible households for fiscal year 2005, the latest available data. FNS did not provide data on disabled versus nondisabled children and adults. In addition, FNS did not provide asset data (i.e., countable resources and vehicles) because the agency does not collect asset data on TANF cash categorically eligible households.[3]

State Site Visits

To supplement information from the survey, we conducted three site visits (Maryland, Massachusetts, and South Carolina). We selected states that were geographically dispersed across FNS regions and provided variety across (1) states that use TANF noncash services that could cover a large segment of their food stamp population versus services targeted to more narrowly defined populations, (2) the state's total number of TANF noncash services that confer categorical eligibility, and (3) the state's total food stamp population. During each visit, we met with state and local officials (including caseworkers) responsible for administering the food stamp and other nutrition programs, such as the school breakfast and lunch programs, to obtain their views on the implementation of, and potential effects of eliminating, TANF noncash categorical eligibility for food stamps.

[3] For categorical eligibility, there is no separate food stamp asset limit; instead, the asset limit is that imposed by a TANF noncash service or by a state.

Appendix III: State Vehicle Rule Choices and Descriptions

State	Vehicle rule choice	Vehicle rule description
Alabama	TANF assistance	All vehicles are excluded.
Alaska	TANF assistance	Alaska excludes the value of a vehicle if it is necessary for transportation to meet basic needs (obtaining food, medical care); transportation to and from work, school, training; used in self-employment; or used as the household's home. All vehicles with an equity value of $1,500 or less are excluded. All other vehicles have their equity value counted.
Arizona	TANF assistance	Vehicles are not considered in the resource determination, with the exception of recreational vehicles.
Arkansas	TANF assistance	In conjunction with the TANF rule, the state exempts one vehicle per household regardless of the value.
California	Child care/foster care	All vehicles are exempt for the purpose of determining food stamp eligibility.
Colorado	Food Stamp Program	All vehicles are exempt except recreational vehicles.
Connecticut	TANF assistance	State did not provide vehicle rule description.
District of Columbia	TANF assistance	The District of Columbia excludes the value of any vehicle primarily used for transportation.
Delaware	TANF/MOE—categorical eligibility	Food Stamps (FS) in Delaware does not use the TANF vehicle rules. Because the state has expanded categorical eligibility to all FS applicants, except those who have a disqualified household member, the state does not look at resources in the FSP at all for categorically eligible households.
Florida	Food Stamp Program and TANF assistance	The state excludes any vehicle possible by using the food stamp rules to exempt vehicles. For those that cannot be exempted, the state applies the TANF policy of excluding $8,500 maximum equity value, and then counting the remaining value toward the $2,000 (or $3,000 for elderly and disabled) asset limit.
Georgia	TANF/MOE—categorical eligibility	The state aligned its vehicle policy with its TANF support services policy. The TANF Transitional Support Services policy excludes vehicles from consideration.
Hawaii	TANF assistance	All vehicles are excluded regardless of value.
Idaho	Food Stamp Program	Idaho currently uses Code of Federal Regulations (CFR) rules on vehicle resource determination. The state is proposing a rule change to the legislature this year. If passed, Idaho will exclude one vehicle per adult household member; all other vehicles subject to CFR rules.
Illinois	Food Stamp Program and TANF assistance	Licensed vehicles are exempt: • one vehicle per household • if net proceeds if sold would be $1,500 or less • if used primarily for producing income • if annually producing income consistent with fair market value • if needed for long-distance travel for employment, not including daily commuting • if it is the household's home • if needed to transport a physically disabled household member • if needed to carry fuel for heating or water for home use if the transported fuel or water is the main source of fuel or water • one vehicle for each adult • if used by person under age 18 to transport to training or education to prepare for work (except high school or college), work, or to look for work

State	Vehicle rule choice	Vehicle rule description
Indiana	Food Stamp Program	(1) Fair Market Value (FMV) - $4,650 = x (2) FMV - lien(s) = y. The state uses the greater of x and y as a resource.
Iowa	Food Stamp Program and TANF assistance	Iowa excludes the entire value of one vehicle per household for TANF and the Food Stamp Program. The value of remaining vehicles for the Food Stamp Program is determined using FSP rules.
Kansas	TANF assistance	All vehicles are exempt for TANF and FS purposes.
Kentucky	TANF assistance	State did not provide vehicle rule description.
Louisiana	TANF assistance	Louisiana excludes the value of all vehicles when determining eligibility for food stamp benefits.
Maine	TANF assistance	Primary household vehicle exempt. Additional vehicle may be exempt depending on use. Can have exempt vehicle for each licensed driver in the household.
Maryland	TANF assistance	The value of all vehicles is excluded from countable resources.
Massachusetts	TANF assistance	Vehicles were eliminated as countable assets for FS purposes in 11/2001. The Department of Transitional Assistance (DTA) chose to adapt the vehicle rule of a TANF-funded program for former Transitional Aid to Families with Dependent Children (TAFDC) clients who are unemployed and are completing an education or training program. This program provides child care services for up to 6 months after the TAFDC cash case has closed. There is no vehicle test in this program.
Michigan	State did not provide	The state does not consider assets (resources) as a result of its expanded categorical eligibility, so therefore the state does not follow the vehicle rules.
Minnesota	TANF/MOE—categorical eligibility	The TANF/MOE program that confers categorical eligibility for FS does not count vehicles as assets.
Mississippi	TANF assistance	Mississippi excludes all vehicles except recreational vehicles such as boats, all-terrain vehicles (ATV), etc.
Missouri	Child care/foster care	All vehicles are excluded.
Montana	Child care/foster care	All vehicles are excluded.
Nebraska	Child care/foster care	One vehicle per household can be excluded if the vehicle has a fair market value of: (a.) $12,000 or less, the total value of the car is excluded. (b.) More than $12,000, the amount over $12,000 is counted toward the household's resource limit.
Nevada	Food Stamp Program, TANF assistance, TANF/MOE—categorical eligibility	One vehicle no matter the value and vehicles owned by a categorically eligible household.
New Hampshire	TANF assistance	The state excludes one vehicle per adult household member, including one vehicle per adult household member disqualified or excluded from the assistance group regardless of use or value. A vehicle belonging to a dependent child may also be excluded as long as the number of vehicles excluded does not exceed the number of adult household members.
New Jersey	TANF assistance	As per the Farm Bill, New Jersey matched the TANF vehicle resource limit at $11,500 and eliminated assessing the vehicle at equity value. All vehicles are assessed at fair market value.
New Mexico	Child care/foster care	Child care rule that New Mexico uses for FSP vehicle policy excludes any vehicle.
New York	Child care/foster care	State did not provide vehicle rule description.

State	Vehicle rule choice	Vehicle rule description
North Carolina	TANF assistance	North Carolina excludes one vehicle per adult household member plus others if they are used for specific purposes or if the sale of the vehicle would net the owner less than $1,500. The equity value (using Blue Book figures) of any remaining vehicles is counted in resources.
North Dakota	Food Stamp Program and TANF/MOE—categorical eligibility	All vehicles are excluded for categorically eligible households. Regular Food Stamp Program vehicle rules apply to disqualified individuals.
Ohio	TANF assistance	Ohio excludes all vehicles in determining resources for food stamps, following TANF policy to exclude vehicles.
Oklahoma	TANF assistance	Use the TANF program rules, $5,000 equity value. Use exclusions allowed through federal regulations.
Oregon	TANF assistance	The first $10,000 of the combined equity value of all motor vehicles—whether licensed or unlicensed—is excluded for both FS and TANF. The remaining equity value, if any, counts toward both the FS and TANF resource limits.
Pennsylvania	TANF assistance	Exempt one vehicle.
Rhode Island	TANF assistance	Rhode Island excludes one vehicle per household member with a maximum of two vehicles being excluded per household. If there are any other vehicles, the regular food stamp rules would apply to those vehicles.
South Carolina	TANF assistance	For households that are not categorically eligible, exempt one licensed vehicle per adult household member.
South Dakota	TANF assistance	Per TANF rules, the state excludes one vehicle per household. All other vehicle exclusions follow federal Food Stamp regulations.
Tennessee	Child care/foster care	Exclude all vehicles with certain exceptions such as vehicles used for recreational purposes, such as personal watercraft.
Texas	TANF/MOE—categorical eligibility	Texas exempts all vehicles as specified by food stamp regulations; plus the state exempts $15,000 of the fair market value of the highest valued vehicle that would otherwise be countable.
Utah	TANF assistance	Exempt vehicles beginning January 1, 2007. Will match to TANF.
Vermont	Food Stamp Program, TANF assistance, and TANF/MOE—categorical eligibility	Aligns FS vehicle rules with TANF (Reach Up) rules by totally excluding the value of one vehicle per adult in the household for no more than two adults. Also excludes all vehicles when the household is categorically eligible by virtue of receiving state-funded earned income tax credit, which is counted as TANF/MOE.
Virginia	TANF assistance	The vehicle evaluation was changed as a result of the options allowed under the Farm Bill of 2002. The TANF program changed its eligibility criteria at the same time to exclude the evaluation of all resources. The FS program in Virginia chose to exclude the value of all nonliquid resources, including vehicles, so that now only liquid resources are countable.
Washington	Food Stamp Program, TANF/MOE—categorical eligibility	TANF/MOE categorical eligibility for households meeting the eligibility test and not specifically barred from categorical eligibility status. All other households: Food Stamp Program rules.
West Virginia	Child care/foster care	All vehicles are excluded for the West Virginia FSP. West Virginia defines “vehicle” as a car, truck, motorcycle, motor scooter, or camper when the living section of the camper is a permanent part of the motorized section. To be considered a vehicle, it must require licensing to operate on public roadways, not necessarily be licensed. ATVs are treated as recreational vehicles, not as vehicles, and can be considered as an available resource to household.

State	Vehicle rule choice	Vehicle rule description
Wisconsin	TANF/MOE—categorical eligibility	Wisconsin currently does not have a vehicle limit.
Wyoming	TANF assistance	Exclude a vehicle with trade-in value up to $15,000 for single household. Exclude two vehicles with a combined trade-in value of $15,000 for a married household.

Source: GAO survey.

Note: States are allowed to substitute the following vehicle rules in place of the Food Stamp Program (FSP) rules: TANF Assistance Rules, TANF/Maintenance-of-effort (MOE) Categorical Eligibility Rules, and Child Care/Foster Care Rules.

Appendix IV: Other Nutrition Programs

Program	Description	Eligibility criteria
School Breakfast Program (SBP)	School districts and independent schools that choose to take part in the SBP receive cash subsidies from the U.S. Department of Agriculture (USDA) for each meal they serve. In return, they must serve breakfasts that meet federal requirements and they must offer free or reduced price breakfasts to eligible children.	Any child at a participating school is offered a meal through the SBP: • Children from families with incomes at or below 130 percent of poverty income guidelines are eligible for free meals. • Children from families with incomes between 130 percent and 185 percent of poverty income guidelines are eligible for reduced-price meals for which children may be charged a maximum of $.30. • Children from families with incomes over 185 percent of poverty income guidelines pay full price, although their meals are still subsidized to some extent. A child who is a member of a household receiving food stamps or benefits under the Food Distribution Program on Indian Reservations (FDPIR) or TANF is categorically eligible for free benefits. In addition, the following children are also eligible for free benefits: • those who are enrolled in Head Start programs because they meet that program's low-income criteria, • those who are homeless as determined under the McKinney-Vento Homeless Assistance Act, • those who are migratory as determined under the Elementary and Secondary Education Act of 1965, and • those who are considered runaways by a program authorized under the Runaway and Homeless Youth Act.
National School Lunch Program (NSLP)	School districts and independent schools that choose to take part in the NSLP get cash subsidies and donated commodities from USDA for each meal they serve. In return, they must serve lunches that meet federal requirements and they must offer free or reduced price lunches to eligible children.	Any child at a participating school is offered a meal through the NSLP: • Children from families with incomes at or below 130 percent of poverty income guidelines are eligible for free meals. • Children from families with incomes between 130 percent and 185 percent of poverty income guidelines are eligible for reduced-price meals, for which students can be charged no more than $.40. • Children from families with incomes over 185 percent of poverty income guidelines pay full price, although their meals are still subsidized to some extent. A child who is a member of a household receiving food stamps or benefits under FDPIR or TANF is categorically eligible for free benefits. In addition, the following children are also eligible for free benefits: • those who are enrolled in Head Start programs because they meet that program's low-income criteria, • those who are homeless as determined under the McKinney-Vento Homeless Assistance Act, • those who are migratory as determined under the Elementary and Secondary Education Act of 1965, and • those who are considered runaways by a program authorized under the Runaway and Homeless Youth Act.

Program	Description	Eligibility criteria
Special Milk Program (SMP)	The SMP provides milk to children in schools, child care institutions, and eligible camps that do not participate in other federal child nutrition meal service programs. Participating schools and institutions receive reimbursement from USDA for each half pint of milk served. They must operate their milk programs on a nonprofit basis. They agree to use the federal reimbursement to reduce the selling price of milk to all children. Schools in the NSLP or SBP may also participate in the SMP to provide milk to children in half-day pre-kindergarten and kindergarten programs where children do not have access to the school meal programs.	When local school officials offer free milk under the program to low-income children, any child from a family that meets income guidelines for free meals is eligible. Each child's family must apply annually for free milk eligibility. Income guidelines for free meals require that children's families have incomes at or below 130 percent of poverty income guidelines. A child who is a member of a household receiving food stamps or benefits under FDPIR or TANF is categorically eligible for free benefits. In addition, the following children are also eligible for free benefits: • those who are enrolled in Head Start programs because they meet that program's low income criteria, • those who are homeless as determined under the McKinney-Vento Homeless Assistance Act, • those who are migratory as determined under the Elementary and Secondary Education Act of 1965, and • those who are considered runaways by a program authorized under the Runaway and Homeless Youth Act.
The Special Supplemental Nutrition Program for Women, Infants, and Children (WIC)	WIC provides nutritious foods, nutrition education, and referrals to health and other social services to participants at no charge. WIC serves low-income pregnant, postpartum and breast-feeding women, and infants and children up to age 5 who are at nutritional risk.	Applicants must meet all of the following requirements: *Categorical requirement*—Applicants must be one of the following: • pregnant women (during pregnancy and up to 6 weeks after the birth of an infant or the end of the pregnancy), • postpartum women (up to 6 months after the birth of the infant or the end of the pregnancy), • breast-feeding women (up to the infant's first birthday), • infant (up to the infant's first birthday), or • child (up to the child's fifth birthday). *Residency requirement*—Applicants must live in the state in which they apply. State agencies may require applicants to live in a local service area and apply at a WIC clinic that serves that area. *Income requirement*—Applicants must have income at or below 185 percent of poverty income guidelines. A person who participates or has family members who participate in certain other benefit programs, such as the Food Stamp Program, Medicaid, or TANF, automatically meets the income eligibility requirement. *Nutrition risk requirement*—A health professional, such as a physician, nurse, or nutritionist, must determine that the applicant is at nutrition risk. "Nutrition risk" means that an individual has a medical-based or dietary-based condition, such as anemia or a poor diet.

Program	Description	Eligibility criteria
Commodity Supplemental Food Program (CSFP)	CSFP works to improve the health of low-income pregnant and breast-feeding women, other new mothers up to 1 year postpartum, infants, children up to age 6, and elderly people at least 60 years of age by supplementing their diets with nutritious USDA commodity foods. The population served by CSFP is similar to that served by WIC, but CSFP also serves elderly people, and provides food rather than the food vouchers that WIC participants receive. Eligible people cannot participate in both programs at the same time. CSFP does not operate in every state.	*Residency requirement*—Women, infants, children, and the elderly must reside in one of the states or on one of the Indian reservations that participate in the CSFP. States may establish local residency requirements based on designated service areas. *Income eligibility*— • Elderly persons must have incomes at or below 130 percent of poverty. • Women, infants, and children must have incomes at or below 185 percent of poverty. • Women, infants and children who receive food stamp benefits, TANF, or Medicaid are considered automatically eligible. Women, infants, and children who participate in certain other public assistance programs may also be considered eligible for CSFP. *Nutritional risk requirement*—States may require that participants be at nutritional risk.
The Emergency Food Assistance Program (TEFAP)	TEFAP helps supplement the diets of low-income Americans, including elderly people, by providing them with emergency food and nutrition assistance at no cost. USDA makes commodity foods available to states, and states distribute them to local agencies, such as food banks, which, in turn, distribute them to local organizations that serve the public directly, such as soup kitchens or food pantries.	Public or private nonprofit organizations that provide food and nutrition assistance to the needy through the distribution of food for home use or the preparation of meals to be served in a congregate setting are eligible to receive food through TEFAP, subject to the following: • Organizations that distribute food for home use must determine the household's eligibility by applying the income standards that are set by the State. • Organizations that provide prepared meals are eligible to receive commodities if they can demonstrate that they serve predominately needy persons. Households that meet state eligibility criteria are eligible to receive food through TEFAP for home consumption. Each state sets these criteria. At the state's discretion, income standards may be met through participation in other existing federal, state, or local food, health, or welfare programs for which eligibility is based on income. Recipients of prepared meals are considered needy and not subject to a means test.

Program	Description	Eligibility criteria
Senior Farmers' Market Nutrition Program (SFMNP)	The SFMNP awards grants to states, U.S. territories, and federally recognized Indian tribal governments to provide low-income seniors with coupons that can be exchanged for eligible foods at farmers' markets, roadside stands, and community-supported agriculture programs.	Individuals who meet the following criteria are eligible to receive SFMNP benefits: *Categorical eligibility*—Participants must not be less than 60 years of age, except that states agencies may: • exercise the option to deem Native Americans who are 55 years of age or older as categorically eligible • at their discretion, deem disabled individuals less than 60 years of age who are currently living in housing facilities occupied primarily by older individuals where congregate nutrition services are provided as categorically eligible *Residency requirement*—The state agency may establish a residency requirement. It may determine a service area for any local agency and require that applicants be residing within the service area at the time of the application to be eligible for the SFMNP. *Income eligibility*—Participants must have a maximum household income of not more than 185 percent of the annual poverty income guidelines, or be determined automatically eligible based on current participation/eligibility to receive benefits in another means-tested program, as designated by the state agency, for which income eligibility is set at or below 185 percent of the poverty income guidelines and for which documentation of family income is required.
Child and Adult Care Food Program (CACFP)	CACFP provides nutritious meals and snacks to children in day care and adults who receive care in nonresidential adult day care centers. CACFP reaches even further to provide meals to children residing in emergency shelters, and snacks and suppers to youths participating in eligible after-school care programs.	*Eligible Population* **Eligible children include:** • persons age 12 and under, • persons age 15 and under who are children of migrant workers, • persons age 18 and under who are residents of emergency shelters, • persons with mental or physical handicaps, as defined by the state, who are enrolled in an institution or a child care facility or residing in an emergency shelter serving a majority of persons age 18 years of age and under, and • persons age 18 and under at the start of the school year who participate in at-risk after-school care centers. Meals are reimbursable for provider's own children only if eligible for free or reduced price meals, if the children are enrolled and participating in the child care program, and if other nonresidential children are enrolled in the day care home and are participating in the meal service. **Eligible adults include:** • a person enrolled in an adult day care center who is functionally impaired or 60 years of age or older. The adult component of CACFP is targeted to individuals who remain in the community and reside with family members. Individuals who reside in institutions are not eligible for CACFP benefits. *Determining eligibility* **In centers:** • Participants from households with incomes at or below 130 percent of poverty income guidelines are eligible for free meals. • Participants with household incomes between 130 percent and 185 percent of poverty income guidelines are eligible for meals at a reduced price. • A participant's eligibility for free and reduced price meals in centers or for Tier I day care homes may be established by submission of an income eligibility

Program	Description	Eligibility criteria
		statement, which provides information about family size and income. **In day care homes:** • Tier I day care homes are those that are located in low-income areas, or those in which the provider's household income is at or below 185 percent of poverty income guidelines. Sponsoring agencies may use elementary school free and reduced price enrollment data or census block group data to determine which areas are low-income. • Tier II homes are those family day care homes which do not meet the location or provider income criteria for a Tier I home. The provider in a Tier II home may elect to have the sponsoring organization identify income-eligible children so that meals served to those children who qualify for free and reduced price meals are reimbursed at the higher Tier I rates. A child's eligibility for Tier I rates in a Tier II day care home may be documented through submission of an income eligibility statement which details family size and income or participation in any of a number of means-tested state or federal programs with eligibility at or below 185 percent of poverty guidelines. • Sponsoring organizations of day care homes must determine which day care homes are eligible for Tier I rates and, if requested, which children are eligible to receive meals reimbursed at Tier I rates in Tier II day care homes. **Automatic eligibility:** • Children whose families receive benefits from the Food Stamp Program, FDPIR, or state programs funded through TANF are categorically eligible for free meals. • Children who are income-eligible participants of Head Start or Even Start programs are automatically eligible for free meals, without further application or eligibility determination. • Children who are residents of emergency shelters are also automatically eligible for free meals. • In at-risk after-school care centers, after-school snacks (and after-school meals in certain eligible states) are served free to participants. • Adults who receive food stamps, FDPIR, Social Security Income (SSI), or Medicaid benefits are categorically eligible for free meals.

Source: FNS.

Appendix V: Nature of TANF Noncash Services Used to Confer Categorical Eligibility for Food Stamps

State	Employment support	Family support	Self-sufficiency support	Child care assistance
Alaska			●	
Arizona	●			
Arkansas	●		●	
Colorado		●		
Delaware				
Florida		●		
Georgia	●			
Hawaii	●●●[a]		●	
Kansas	●			
Maine	●			
Maryland		●		
Massachusetts		●		
Michigan				
Minnesota	●			●●
Missouri[b]	●●			●
Nebraska	●		●	
North Carolina	●●			
North Dakota				
Ohio[c]			●	
Oregon[d]	●●●●		●●	●
Pennsylvania		●●		
South Carolina	●	●●	●	
South Dakota			●●●	●
Tennessee		●		
Texas	●	●●●●		●
Virginia				
Washington			●	
West Virginia	●	●	●	
Wisconsin	●			
Total programs	**22**	**14**	**13**	**6**
Total states[e]	**15**	**9**	**10**	**5**

Source: GAO analysis of state survey responses

Transportation assistance	Information and referral services	Pregnancy prevention and support	Domestic violence prevention	Total number of programs
				1
				1
●				3
				1
		●		1
				1
				1
				4
				1
				1
				1
				1
			●	1
				3
				3
				2
				2
	●			1
				1
	●		●	9
				2
●	●			6
				4
●				2
		●		7
●				1
	●			2
				3
				1
4	**4**	**2**	**2**	**67**
4	**4**	**2**	**2**	

[a]Multiple dots indicate that a state has multiple services of a given nature.

[b]Missouri's Transportation Related Expense (TRE) or Work Related Expense (WRE), classified as employment support, also provides assistance with transportation.

[c]Ohio's Prevention, Retention, and Contingency (PRC) program includes many types of services aimed at helping recipients achieve self-sufficiency, such as clothing and shelter, domestic violence housing relocation and disaster assistance, transportation, training, employment, and work support.

[d]Oregon's TANF Emergency Assistance exists in administrative rule only. No clients receive benefits through this service.

[e]The following states responded that they do not use TANF noncash services to confer categorical eligibility and are not included in the chart above: Alabama, California, Connecticut, the District of Columbia, Idaho, Illinois, Indiana, Iowa, Kentucky, Louisiana, Mississippi, Montana, Nevada, New Hampshire, New Jersey, New Mexico, New York, Oklahoma, Rhode Island, Utah, Vermont, and Wyoming.

Appendix VI: Eligibility Criteria of TANF Noncash Services Used to Confer Categorical Eligibility

	Net income limit at or below 100% of the federal poverty level	Net income limit above 100% of the federal poverty level	Gross income limit at or below 130% of the federal poverty level	Gross income limit above 130% of the federal poverty level	Family/ children in household (including noncustodial parents)
Alaska					
Postrecipient Case Management Services					
Arizona					
Jobs Services					●
Arkansas					
Mentoring Services					
Transportation Assistance					
Case Management Services and extended case management services					
Colorado					
Family Preservation/Emergency Assistance					●
Delaware					
Pregnancy Prevention Program[a]				●	

Eligibility for or enrollment in other assistance program (not including TANF cash assistance)	Households currently eligible, applying for, or receiving TANF cash assistance	Households following closure of TANF cash assistance case	At least one member of household is employed	Eligibility criteria vary across state	Miscellaneous
		●	●		
		●	●		
		●	●		The net income limit of $223.00 per month for the TANF cash program represents an individual employed 10 hours per week at the federal minimum wage of $5.15 per hour (10 X $5.15 = $51.50 X 4.334 = $223.20).
		●	●		The net income limit of $223.00 per month for the TANF cash program represents an individual employed 10 hours per week at the federal minimum wage of $5.15 per hour (10 X $5.15 = $51.50 X 4.334 = $223.20).
		●	●		The net income limit of $223.00 per month for the TANF cash program represents an individual employed 10 hours per week at the federal minimum wage of $5.15 per hour (10 X $5.15 = $51.50 X 4.334 = $223.20).

	Net income limit at or below 100% of the federal poverty level	Net income limit above 100% of the federal poverty level	Gross income limit at or below 130% of the federal poverty level	Gross income limit above 130% of the federal poverty level	Family/ children in household (including noncustodial parents)
Florida					
Supportive Services—Healthy Families				●	●
Georgia					
Transitional Work Supplement Payment (TWSP)				●	
Hawaii					
Employment Subsidy					
Grant + Program					
Self-sufficiency Program					
Grant Diversion					
Kansas					
Temporary Assistance to Families (TAF) work-related support services					
Maine					
State Resource Guide for Families[a]			●		●
Maryland					
Family Preservation Services				●	●
Massachusetts					
Family Resources Brochure[a]	●			●	●
Michigan					
Domestic Violence Services[a]					
Minnesota					
Transition Year (TY) Child Care				●	●
Basic Sliding Fee (BSF) Child Care Program				●	●
Diversionary Work Program (DWP)					
Missouri					
Transportation Related Expense (TRE) or Work Related Expense (WRE)					

Eligibility for or enrollment in other assistance program (not including TANF cash assistance)	Households currently eligible, applying for, or receiving TANF cash assistance	Households following closure of TANF cash assistance case	At least one member of household is employed	Eligibility criteria vary across state	Miscellaneous
		●			
		●	●		
	●				
	●				
	●				
		●			
					Except for a few sanction reasons, as long as the household's income is below 200% of the federal poverty income limit (FPIL), the household is categorically eligible.
		●	●		
	●				
		●			

	Net income limit at or below 100% of the federal poverty level	Net income limit above 100% of the federal poverty level	Gross income limit at or below 130% of the federal poverty level	Gross income limit above 130% of the federal poverty level	Family/ children in household (including noncustodial parents)
Child Care					●
Missouri Mentoring					
Nebraska					
Employment First Services			●		
Emergency Assistance Payments			●		●
North Carolina					
Work First Employment Services for Working Low-Income Families				●	●
Work First Employment Services for Non-Custodial Parents				●	●
North Dakota					
Information and Referral Services[a]	●				
Ohio					
Prevention, Retention, and Contingency (PRC)				●	●
Oregon					
Assessment Program			●		●
Refugee Program if receiving JOBS services			●		
TANF Domestic Violence Survivors			●		
TANF Jobs Plus Program			●		
TANF Transition, Retention, and Wage Enhancement					●
TANF Information and Referral Services[a]				●	
Employment Related Dependent Care				●	●
Housing Stabilization Program				●	●

Eligibility for or enrollment in other assistance program (not including TANF cash assistance)	Households currently eligible, applying for, or receiving TANF cash assistance	Households following closure of TANF cash assistance case	At least one member of household is employed	Eligibility criteria vary across state	Miscellaneous
					Sliding scale for costs based on income; no income threshold
					No income threshold
		●	●		
	●			●	
	●			●	Generally less than 200% of the federal poverty level—some counties have lowered thresholds
				●	
●					
	●				
		●	●		
			●		

	Net income limit at or below 100% of the federal poverty level	Net income limit above 100% of the federal poverty level	Gross income limit at or below 130% of the federal poverty level	Gross income limit above 130% of the federal poverty level	Family/ children in household (including noncustodial parents)
TANF Emergency Assistance[b]					
Pennsylvania					
Elect Initiative				●	●
Fatherhood Initiative				●	●
South Carolina					
Family Independence (FI) Information and Referral Services[a]				●	
Department of Alcohol and Other Drug Abuse Services (DAODAS) for purchase/provision of intensive case management for women and children—substance abuse treatment				●	●
Family Financial Literacy				●	
FI Applicant Support Services				●	●
Center for Fathers and Families				●	●
Wheels to Work				●	
South Dakota					
12 Months after TANF case closed			●		
12 Months after Diversion Assistance			●		
3 Months after Tribal TANF case closed			●		
Child Care Assistance				●	●
Tennessee					
Family First Counseling					●
First Wheels Program					
Texas					
School Dropout Prevention					●

Eligibility for or enrollment in other assistance program (not including TANF cash assistance)	Households currently eligible, applying for, or receiving TANF cash assistance	Households following closure of TANF cash assistance case	At least one member of household is employed	Eligibility criteria vary across state	Miscellaneous
	●				To be eligible, a financial group must have a shelter or food need that was caused by natural disaster or that resulted from the financial group's lack of income or cash resources during the month of application and the prior month sufficient to prevent the emergency.
	●				
	●				
	●				
		●			
		●			
		●			
●					
●		●			
	●				
●					

	Net income limit at or below 100% of the federal poverty level	Net income limit above 100% of the federal poverty level	Gross income limit at or below 130% of the federal poverty level	Gross income limit above 130% of the federal poverty level	Family/ children in household (including noncustodial parents)
Pregnancy Support Program					
Prekindergarten skills development					●
Early Childhood Intervention				●	●
Child Care					●
Adult Education					●
Texas Workforce Services					
Virginia					
Transitional Transportation Program					
Washington					
Online Community Services Office (CSO)[a]			●		
Diversion Cash Assistance					●
West Virginia					
Support Services Payments				●	
School Clothing Allowance (SCA)			●		●
Diversionary Cash Assistance (DCA)					
Wisconsin					
JobNet Services made available				●	

Source: GAO analysis of state survey responses

Note: The following states responded that they do not use TANF noncash services to confer categorical eligibility and are not included in the chart above: Alabama, California, Connecticut, the District of Columbia, Idaho, Illinois, Indiana, Iowa, Kentucky, Louisiana, Mississippi, Montana, Nevada, New Hampshire, New Jersey, New Mexico, New York, Oklahoma, Rhode Island, Utah, Vermont, and Wyoming.

[a] Italicized text indicates that the TANF noncash service is a brochure or information referral service that has eligibility criteria that could allow for a large segment of the state's food stamp population to be categorically eligible for food stamps.

[b] Oregon's TANF Emergency Assistance (EA) exists in administrative rule only. No clients receive benefits through EA.

Eligibility for or enrollment in other assistance program (not including TANF cash assistance)	Households currently eligible, applying for, or receiving TANF cash assistance	Households following closure of TANF cash assistance case	At least one member of household is employed	Eligibility criteria vary across state	Miscellaneous
					Provides services to Texas women
●					
					An eligibility requirement is that annual family gross income does not exceed $63,000, which roughly equates to 300 percent of the federal poverty level.
	●	●			
●		●			
				●	
		●	●		
	●				
●					
	●				
	●		●		Income limit is based on Standard of Need.

Appendix VII: State-by-State Comparison of TANF Noncash and TANF Cash Categorically Eligible Households

Categorically eligible households

	Total households		Gross income		Net income		Countable resources, excluding vehicles		Vehicles		Number of children less than age 5 in household	
	Number of TANF noncash	Number of TANF cash	Avg. TANF noncash[a]	Avg. TANF cash	Avg. TANF noncash[a]	Avg. TANF cash	Avg. TANF noncash[a]	Avg. TANF cash[b]	Avg. TANF noncash[a]	Avg. TANF cash[b]	Avg. TANF noncash	Avg. TANF cash[c]
AL	[d]	7,969	[d]	$270.00	[d]	$72.00	[d]		[d]		[d]	0.86
AK	[d]	2,442	[d]	$1,036.00	[d]	$542.00	[d]		[d]		[d]	0.64
AZ	17	26,915	$975.12	$343.00	$256.24	$99.00	$14,337.75		$3,724.88		1	0.96
AR	106	2,189	$717.50	$352.00	$476.07	$149.00	[e]		[e]		0.94	1.04
CA	[d]	267,993	[d]	$670.00	[d]	$320.00	[d]		[d]		[d]	0.62
CO	[d]	1,124	[d]	$364.00	[d]	$102.00	[d]		[d]		[d]	0.73
CT	[d]	10,465	[d]	$631.00	[d]	$273.00	[d]		[d]		[d]	0.89
DE	14,376	2,366	$832.41	$456.00	$431.68	$132.00	$181.24		$2,117.12		1.35	0.85
DC	[d]	9,522	[d]	$473.00	[d]	$262.00	[d]		[d]		[d]	0.85
FL	[d]	27,451	[d]	$283.00	[d]	$69.00	[d]		[d]		[d]	0.96
GA	16,324	10,054	$959.58	$349.00	$421.06	$85.00	$47.94		[e]		0.83	1.28
HI	646	5,629	$1,214.70	$832.00	$773.70	$484.00	$273.64		[e]		0.79	0.93
ID	[d]	370	[d]	$545.00	[d]	$129.00	[d]		[d]		[d]	1.51
IL	[d]	9,683	[d]	$473.00	[d]	$166.00	[d]		[d]		[d]	0.89
IN	[d]	24,861	[d]	$335.00	[d]	$83.00	[d]		[d]		[d]	0.90
IA	[d]	13,215	[d]	$524.00	[d]	$172.00	[d]		[d]		[d]	0.79
KS	4,906	10,627	$936.98	$412.00	[e]	$108.00	$29.88		[e]		0.89	0.98
KY	[d]	12,303	[d]	$326.00	[d]	$85.00	[d]		[d]		[d]	1.15
LA	[d]	4,362	[d]	$442.00	[d]	$89.00	[d]		[d]		[d]	0.87
ME	45,006	7,485	$879.67	$676.00	$389.35	$266.00	$344.27		$3,022.23		0.36	0.64
MD	56,355	11,757	$881.12	$507.00	$458.59	$243.00	$135.29		0		0.65	1.00
MA	35,849	25,971	$553.99	$599.00	$180.39	$249.00	[e]		[e]		0	0.71
MI	376,852	38,506	$684.74	$566.00	$351.75	$240.00	[e]		[e]		0.27	0.90
MN	[d]	26,002	[d]	$513.00	[d]	N/A	[d]		[d]		[d]	0.84
MS	[d]	6,023	[d]	$307.00	[d]	$138.00	[d]		[d]		[d]	1.36
MO	18,740	23,215	$959.61	$370.00	$432.65	$86.00	[e]		[e]		0.99	0.98
MT	[d]	2,159	[d]	$466.00	[d]	$192.00	[d]		[d]		[d]	0.95
NE[h]	503	7,447	$358.30	$433.00	$162.30	$133.00	$432.40		$2,406.20		0.88	0.79
NV	[d]	3,101	[d]	$570.00	[d]	$266.00	[d]		[d]		[d]	0.95

Number of children age 5 to 17 in household		Number of disabled children in household		Number of nondisabled adults age 18 to 59 in household		Number of disabled adults age 18 to 59 in household		Number of nondisabled persons age 60 or over in household		Number of disabled persons age 60 or over in household	
Avg. TANF noncash	Avg. TANF cash[c]	Avg. TANF noncash	Avg. TANF cash[b]	Avg. TANF noncash	Avg. TANF cash[b]	Avg. TANF noncash	Avg. TANF cash[b]	Avg. TANF noncash	Avg. TANF cash[b]	Avg. TANF noncash	Avg. TANF cash[b]
[d]	1.15	[d]		[d]		[d]		[d]		[d]	
[d]	1.27	[d]		[d]		[d]		[d]		[d]	
1.12	1.19	0.18		1.41		0.06		0.06		0	
0.92	1.07	0		1.19		0.01		[e]		[e]	
[d]	1.16	[d]		[d]		[d]		[d]		[d]	
[d]	0.82	[d]		[d]		[d]		[d]		[d]	
[d]	0.71	[d]		[d]		[d]		[d]		[d]	
1.80	0.88	[e]		1.26		1.09		1.04		1.07	
[d]	1.21	[d]		[d]		[d]		[d]		[d]	
[d]	0.72	[d]		[d]		[d]		[d]		[d]	
1.40	0.74	0.06		1.26		0.02		0		0	
1.82	1.00	[e]		1.35[f]		[f]		0[g]		[g]	
[d]	1.42	[d]		[d]		[d]		[d]		[d]	
[d]	1.09	[d]		[d]		[d]		[d]		[d]	
[d]	1.09	[d]		[d]		[d]		[d]		[d]	
[d]	1.01	[d]		[d]		[d]		[d]		[d]	
1.24	1.01	0.05		1.28		0.03		0		0	
[d]	0.55	[d]		[d]		[d]		[d]		[d]	
[d]	0.90	[d]		[d]		[d]		[d]		[d]	
0.77	1.22	0.04		0.73		0.39		0		0.14	
1.42	1.13	0.08		0.05		0.88		0.06		0.23	
0.03	0.91	0		0.80		0.06		0.30		0.02	
0.65	1.33	0.03		0.96		0.17		0.10		0.04	
[d]	1.24	[d]		[d]		[d]		[d]		[d]	
[d]	0.76	[d]		[d]		[d]		[d]		[d]	
1.32	0.93	0.02		1.07		0.02		0		0	
[d]	1.23	[d]		[d]		[d]		[d]		[d]	
1.20	1.16	0.04		1.39		0.03		0		0	
[d]	1.11	[d]		[d]		[d]		[d]		[d]	

	Total households		Gross income		Net income		Countable resources, excluding vehicles		Vehicles		Number of children less than age 5 in household	
	Number of TANF noncash	Number of TANF cash	Avg. TANF noncash[a]	Avg. TANF cash	Avg. TANF noncash[a]	Avg. TANF cash	Avg. TANF noncash[a]	Avg. TANF cash[b]	Avg. TANF noncash[a]	Avg. TANF cash[b]	Avg. TANF noncash	Avg. TANF cash[c]
NH	[d]	2,687	[d]	$652.00	[d]	$252.00	[d]		[d]		[d]	0.67
NJ	[d]	29,950	[d]	$468.00	[d]	$187.00	[d]		[d]		[d]	0.83
NM	[d]	13,242	[d]	$486.00	[d]	$217.00	[d]		[d]		[d]	0.94
NY	[d]	86,073	[d]	$564.00	[d]	$142.00	[d]		[d]		[d]	0.81
NC	2,252	15,200	$661.69	$386.00	$204.26	$130.00	$9,093.79		[e]		0.65	0.94
ND	[d]	1,881	[d]	$535.00	[d]	$204.00	[d]		[d]		[d]	1.01
OH	[d]	31,651	[d]	$402.00	[d]	$113.00	[d]		[d]		[d]	0.94
OK	[d]	3,077	[d]	$276.00	[d]	$60.00	[d]		[d]		[d]	1.02
OR	149,949	7,808	$665.69	$496.00	$337.83	$207.00	[e]		[e]		1.32	0.74
PA	490	49,910	$893.48	$462.00	$539.86	$140.00	$308.52		$924.04		0.51	0.87
RI	[d]	8,826	[d]	$693.00	[d]	$343.00	[d]		[d]		[d]	0.73
SC	197,698	6,962	$592.20	$338.00	$321.07	$133.00	[e]		[e]		1.32	1.24
SD	[d]	302	[d]	$415.00	[d]	$110.00	[d]		[d]		[d]	0.72
TN	214	34,769	$777.88	$431.00	$391.11	$186.00	[e]		[e]		0.71	0.91
TX	466,579	56,672	$659.81	$341.00	$337.68	$92.00	[e]		[e]		0.70	0.95
UT	[d]	4,159	[d]	$605.00	[d]	$264.00	[d]		[d]		[d]	1.02
VT	[d]	2,511	[d]	$676.00	[d]	$207.00	[d]		[d]		[d]	0.78
VA	[d]	17,243	[d]	$561.00	[d]	$282.00	[d]		[d]		[d]	0.98
WA	156,501	27,863	$616.09	$540.00	$450.64	$172.00	$710.72		$687.88		0.31	0.70
WV	24,109	4,820	$774.94	$315.00	$450.88	$28.00	$115.62		0		0.41	0.68
WI	126,953	3,107	$775.43	$689.00	$412.08	$335.00	[e]		[e]		0.47	1.09
WY	[d]	210	[d]	$344.00	[d]	$68.00	[d]		[d]		[d]	0.77

Source for TANF noncash categorically eligible household data: GAO analysis of state-provided data for the month of September 2006.

Source for TANF cash categorically eligible household data: FNS data from Fiscal Year 2005.

Number of children age 5 to 17 in household		Number of disabled children in household		Number of nondisabled adults age 18 to 59 in household		Number of disabled adults age 18 to 59 in household		Number of nondisabled persons age 60 or over in household		Number of disabled persons age 60 or over in household	
Avg. TANF noncash	Avg. TANF cash[c]	Avg. TANF noncash	Avg. TANF cash[b]	Avg. TANF noncash	Avg. TANF cash[b]	Avg. TANF noncash	Avg. TANF cash[b]	Avg. TANF noncash	Avg. TANF cash[b]	Avg. TANF noncash	Avg. TANF cash[b]
[d]	0.93	[d]		[d]		[d]		[d]		[d]	
[d]	1.07	[d]		[d]		[d]		[d]		[d]	
[d]	1.01	[d]		[d]		[d]		[d]		[d]	
[d]	0.92	[d]		[d]		[d]		[d]		[d]	
1.19	0.99	0.07		1.01		0.17		0.08		0.04	
[d]	0.85	[d]		[d]		[d]		[d]		[d]	
[d]	0.71	[d]		[d]		[d]		[d]		[d]	
[d]	1.25	[d]		[d]		[d]		[d]		[d]	
1.76	0.92	[e]		1.08		1.03		0.11		1.02	
1.45	1.15	0.11		1.18		0.27		0		0.01	
[d]	1.27	[d]		[d]		[d]		[d]		[d]	
1.82	1.24	[e]		1.28[f]		[f]		1.10[g]		[g]	
[d]	1.04	[d]		[d]		[d]		[d]		[d]	
1.17	1.32	[e]		1.19		0.16		0		0	
1.16	1.30	[e]		1.09[f]		[f]		0.02[g]		[g]	
[d]	1.10	[d]		[d]		[d]		[d]		[d]	
[d]	0.83	[d]		[d]		[d]		[d]		[d]	
[d]	0.99	[d]		[d]		[d]		[d]		[d]	
0.68	1.01	0.06		0.91		0.19		0.02		0.11	
1.67	0.92	0.10		1.43		0.18		0.03		0.01	
0.79	1.39	0		0.87		0.12		0.09		0.05	
[d]	1.06	[d]		[d]		[d]		[d]		[d]	

[a]For more detailed information on the TANF noncash categorically eligible food stamp households see appendix VIII.

[b]FNS did not provide this data on TANF cash categorically eligible food stamp households.

[c]GAO calculation using FNS data. To obtain the average, we divided total number of children by total number of households in the state.

[d]This state did not provide any data on TANF noncash categorically eligible food stamp households.

[e]The state did not provide this data element for TANF noncash categorically eligible food stamp households.

[f]This represents the average number of adults age 18 to 59 in the household because the state did not provide a breakdown between nondisabled and disabled adults.

[g]This represents the average number of elderly persons (age 60 and over) in the household because the state did not provide a breakdown between nondisabled and disabled elderly persons.

[h]In Nebraska, the state applied special income rules to 92 percent of its TANF noncash categorically eligible food stamp cases. For these cases, the state does not count earned or unearned income that led to the closure of the TANF cash assistance case.

Appendix VIII: State-by-State Household Characteristics of TANF Noncash Categorically Eligible Food Stamp Households

Arizona

Data item	N	N missing	Minimum	Mean	Median	95th percentile	99th percentile	Maximum	Sum
Gross income	17	0	0	$975.12	$347.00	$3,059.00	$3,059.00	$3,059.00	$16,577.00
Net income	17	0	0	$256.24	0	$1,356.00	$1,356.00	$1,356.00	$4,356.00
Assets (countable resources, excluding vehicles)	17	0	0	$14,337.75	$5.00	$85,007.00	$85,007.00	$85,007.00	$243,741.73
Vehicle assets	17	0	0	$3,724.88	$1,000.00	$12,080.00	$12,080.00	$12,080.00	$63,323.00

Households ineligible for other nutrition programs without TANF noncash categorical eligibility[c]

	WIC[d]			Free SBP, NSLP, and/or SMP meals[ef]			Free CACFP meals in centers[fg]	
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
17	0	0	17	3	17.65%	17	3	17.65%

Households ineligible for food stamps without TANF noncash categorical eligibility[a]

Not meeting the gross income test			Meeting the gross income test but not meeting the net income test			Meeting the gross and net income tests but not meeting the asset test (not including vehicles)			Total ineligible[b]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
17	3	17.65%	14	0	0	14	3	21.43%	17	6	35.30%

[b]This total number of households represents 23 people, including 11 children age 0 to 17 and 12 adults age 18 and over.

SFMNP[h]			Reduced price SBP and/or NSLP meals[ei]			Reduced price CACFP meals in centers[gi]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
1	0	0	3	0	0	3	0	0

Arkansas

Data item	N	N missing	Minimum	Mean	Median	95th percentile	99th percentile	Maximum	Sum
Gross income	106	0	0	$717.50	$744.00	$1,451.00	$1,813.00	$2,073.00	$76,055.00
Net income	106	0	0	$476.07	$404.00	$1,317.00	$1,600.00	$1,934.00	$50,463.00
Assets (countable resources, excluding vehicles)	0	106							
Vehicle assets	0	106							

Households ineligible for other nutrition programs without TANF noncash categorical eligibility:[c]

	WIC[d]			Free SBP, NSLP, and SMP meals[ef]			Free CACFP meals in centers[fg]	
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
106	0	0	104	2	1.92%	106	2	1.89%

Households ineligible for food stamps without TANF noncash categorical eligibility[a]

Not meeting the gross income test			Meeting the gross income test but not meeting the net income test			Meeting the gross and net income tests but not meeting the asset test (not including vehicles)[j]			Total ineligible[b]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
106	2	1.89%	104	3	2.88%				106	5	4.70%

[b]This total number of households represents 14 people, including 9 children age 0 to 17 and 5 adults age 18 and over.

SFMNP[h]			Reduced price SBP and/or NSLP meals[ei]			Reduced price CACFP meals in centers[gi]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
0	0	0	2	0	0	2	0	0

Delaware

Data item	N	N missing	Minimum	Mean	Median	95th percentile	99th percentile	Maximum	Sum
Gross income	14,376	0	0	$832.41	$720.00	$2,066.00	$2,676.00	$4,454.00	$11,966,727.00
Net income	14,376	0	0	$431.68	$288.25	$1,337.89	$1,805.94	$4,107.25	$6,205,820.77
Assets (countable resources, excluding vehicles)	14,376	0	0	$181.24	0	$400.00	$2,775.80	$252,060.00	$2,605,466.62
Vehicle assets	2,573	11,803	0	$2,117.12	0	$12,300.00	$34,991.40	$111,750.00	$5,447,359.30

Households ineligible for other nutrition programs without TANF noncash categorical eligibility:[c]

WIC[d]			Free SBP, NSLP, and SMP meals[ef]			Free CACFP meals in centers[fg]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
14,376	58	0.40%	8,722	896	10.27%	14,376	1,204	8.38%

Households ineligible for food stamps without TANF noncash categorical eligibility[a]

Not meeting the gross income test			Meeting the gross income test but not meeting the net income test			Meeting the gross and net income tests but not meeting the asset test (not including vehicles)			Total ineligible[b]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
14,376	1,285	8.94%	13,091	108	0.82%	12,983	180	1.39%	14,376	1,573	10.90%

[b]This total number of households represents 4,379 people, including 2,301 children age 0 to 17 and 2,078 adults age 18 and over.

SFMNP[h]			Reduced price SBP and/or NSLP meals[ei]			Reduced price CACFP meals in centers[gi]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
2,494	4	0.16%	896	36	4.02%	1,204	58	4.82%

Georgia

Data item	N	N missing	Minimum	Mean	Median	95th percentile	99th percentile	Maximum	Sum
Gross income	16,324	0	0	$959.58	$941.04	$1,943.59	$2,598.54	$10,049.91	$15,664,260.22
Net income	16,324	0	0	$421.06	$341.00	$1,205.00	$1,635.00	$2,947.00	$6,873,383.00
Assets (countable resources, excluding vehicles)	16,324	0	0	$47.94	0	$174.00	$700.00	$50,020.02	$782,564.56
Vehicle assets	0	16,324							

Households ineligible for other nutrition programs without TANF noncash categorical eligibility:[c]

	WIC[d]			Free SBP, NSLP, and SMP meals[ef]			Free CACFP meals in centers[fg]	
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
16,324	69	0.42%	16,310	439	2.69%	16,324	439	2.69%

Households ineligible for food stamps without TANF noncash categorical eligibility[a]

Not meeting the gross income test			Meeting the gross income test but not meeting the net income test			Meeting the gross and net income tests but not meeting the asset test (not including vehicles)			Total ineligible[b]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
16,324	439	2.69%	15,885	13	0.08%	15,872	18	0.11%	16,324	470	2.90%

[b]This total number of households represents 1,436 people, including 811 children age 0 to 17 and 625 adults age 18 and over.

SFMNP[h]			Reduced price SBP and/or NSLP meals[ei]			Reduced price CACFP meals in centers[gi]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
87	1	1.15%	439	69	15.72%	439	69	15.72%

Hawaii

Data item	N	N missing	Minimum	Mean	Median	95th percentile	99th percentile	Maximum	Sum
Gross income	646	0	0	$1,214.70	$1,153.50	$2,354.00	$3,021.00	$3,274.00	$784,693.00
Net income	646	0	0	$773.70	$702.00	$1,717.00	$2,256.00	$2,464.00	$499,808.00
Assets (countable resources, excluding vehicles)	646	0	0	$273.64	$22.97	$1,439.21	$2,065.13	$10,000.00	$176,768.36
Vehicle assets	0	646							

Households ineligible for other nutrition programs without TANF noncash categorical eligibility:[c]

	WIC[d]			Free SBP, NSLP, and SMP meals[ef]			Free CACFP meals in centers[fg]	
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
646	0	0	643	12	1.87%	646	12	1.86%

Households ineligible for food stamps without TANF noncash categorical eligibilty[a]

Not meeting the gross income test			Meeting the gross income test but not meeting the net income test			Meeting the gross and net income tests but not meeting the asset test (not including vehicles)			Total ineligible[b]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
646	15	2.32%	631	0	0	631	7	1.11%	646	22	3.40%

[b]This total number of households represents 84 people, including 54 children age 0 to 17 and 30 adults age 18 and over.

	SFMNP[h]			Reduced price SBP and/or NSLP meals[ei]			Reduced price CACFP meals in centers[gi]	
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
0	0	0	12	0	0	12	0	0

Kansas

Data item	N	N missing	Minimum	Mean	Median	95th percentile	99th percentile	Maximum	Sum
Gross income	4,906	0	0	$936.98	$976.22	$1,869.00	$2,296.60	$3,284.98	$4,596,831.43
Net income	0	4,906							
Assets (countable resources, excluding vehicles)	4,906	0	0	$29.88	0	$100.00	$646.89	$19,505.34	$146,585.39
Vehicle assets	0	4,906							

Households ineligible for other nutrition programs without TANF noncash categorical eligibility:[c]

	WIC[d]			Free SBP, NSLP, and SMP meals[ef]			Free CACFP meals in centers[fg]	
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
4,906	0	0	4,740	7	0.15%	4,906	7	0.14%

Households ineligible for food stamps without TANF noncash categorical eligibility[a]

Not meeting the gross income test			Meeting the gross income test but not meeting the net income test[k]			Meeting the gross and net income tests but not meeting the asset test (not including vehicles)			Total ineligible[b]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
4,906	4	0.08%				4,902	1	0.02%	4,906	5	0.10%

[b]This total number of households represents 13 people, including 6 children age 0 to 17 and 7 adults age 18 and over.

SFMNP[h]			Reduced price SBP and/or NSLP meals[ei]			Reduced price CACFP meals in centers[gi]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
5	0	0	7	0	0	7	0	0

Maine

Data item	N	N missing	Minimum	Mean	Median	95th percentile	99th percentile	Maximum	Sum
Gross income	44,992	14	0	$879.67	$640.00	$1,947.08	$2,601.19	$18,150.30	$39,578,201.37
Net income	45,005	1	0	$389.35	$230.47	$1,294.23	$1,904.00	$18,016.30	$17,522,718.52
Assets (countable resources, excluding vehicles)	45,005	1	0	$344.27	0	$730.00	$3,591.00	$400,000.00	$15,493,940.95
Vehicle assets	1,567	43,439	0	$3,022.23	$1,000.00	$13,350.00	$33,050.00	$65,700.00	$4,735,841.55

Households ineligible for other nutrition programs without TANF noncash categorical eligibility:[c]

	WIC[d]		Free SBP, NSLP, and SMP meals[ef]			Free CACFP meals in centers[fg]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
39,405	197	0.50%	27,819	1,100	3.95%	45,006	1279	2.84%

Households ineligible for food stamps without TANF noncash categorical eligibility[a]

Not meeting the gross income test			Meeting the gross income test but not meeting the net income test			Meeting the gross and net income tests but not meeting the asset test (not including vehicles)			Total ineligible[b]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
44,992	799	1.78%	44,193	868	1.96%	43,325	537	1.24%	44,992	2,204	4.90%

[b]This total number of households represents 7,139 people, including 3,726 children age 0 to 17 and 3,413 adults age 18 and over. Data was missing for 20 individuals and 14 households.

	SFMNP[h]		Reduced price SBP and/or NSLP meals[ei]			Reduced price CACFP meals in centers[gi]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
6,183	27	0.44%	1,100	149	13.55%	1,279	193	15.09%

Maryland

Data item	N	N missing	Minimum	Mean	Median	95th percentile	99th percentile	Maximum	Sum
Gross income	56,355	0	0	$881.12	$802.00	$2,095.92	$2,681.00	$5,367.00	$49,655,529.50
Net income	56,355	0	0	$458.59	$330.80	$1,373.00	$1,849.20	$4,045.77	$25,843,682.32
Assets (countable resources, excluding vehicles)	56,355	0	0	$135.29	0	$516.60	$1,987.40	$183,871.30	$7,624,338.85
Vehicle assets	56,355	0	0	0	0	0	0	0	0

Households ineligible for other nutrition programs without TANF noncash categorical eligibility:[c]

	WIC[d]			Free SBP, NSLP, and SMP meals[ef]			Free CACFP meals in centers[fg]	
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
56,334	219	0.39%	54,843	3,961	7.22%	56,355	4,067	7.22%

Households ineligible for food stamps without TANF noncash categorical eligibility[a]

Not meeting the gross income test			Meeting the gross income test but not meeting the net income test			Meeting the gross and net income tests but not meeting the asset test (not including vehicles)			Total ineligible[b]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
56,355	96	0.17%	56,259	1,494	2.66%	54,765	293	0.54%	56,355	1,883	3.30%

[b]This total number of households represents 5,342 people, including 3,026 children age 0 to 17 and 2,316 adults age 18 and over.

	SFMNP[h]		Reduced price SBP and/or NSLP meals[ei]			Reduced price CACFP meals in centers[gi]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
15,180	74	0.49%	3,961	207	5.23%	4,067	219	5.38%

Massachusetts

Data item	N	N missing	Minimum	Mean	Median	95th percentile	99th percentile	Maximum	Sum
Gross income	35,849	0	0	$553.99	$674.00	$1,230.00	$1,614.04	$4,545.57	$19,859,957.51
Net income	35,849	0	0	$180.39	$5.00	$688.00	$853.00	$2,064.00	$6,466,653.44
Assets (countable resources, excluding vehicles)	0	35,849							
Vehicle assets	0	35,849							

Households ineligible for other nutrition programs without TANF noncash categorical eligibility:[c]

	WIC[d]		Free SBP, NSLP, and SMP meals[ef]			Free CACFP meals in centers[fg]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
26,783	88	0.33%	581	15	2.58%	35,849	2,320	6.47%

Households ineligible for food stamps without TANF noncash categorical eligibility[a]

Not meeting the gross income test			Meeting the gross income test but not meeting the net income test			Meeting the gross and net income tests but not meeting the asset test (not including vehicles)[j]			Total ineligible[b]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
35,849	1,301	3.63%	34,548	44	0.13%				35,849	1,345	3.80%

[b]This total number of households represents 1,492 people, including 20 children age 0 to 17 and 1,472 adults age 18 and over.

	SFMNP[h]			Reduced price SBP and/or NSLP meals[ei]			Reduced price CACFP meals in centers[gi]	
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
9,765	77	0.79%	15	2	13.33%	2,320	155	6.68%

Michigan

Data item	N	N missing	Minimum	Mean	Median	95th percentile	99th percentile	Maximum	Sum
Gross income	376,852	0	0	$684.74	$677.00	$1,669.00	$2,153.00	$5,820.00	$258,046,878.00
Net income	376,852	0	0	$351.75	$156.00	$1,245.00	$1,716.00	$5,226.00	$132,559,410.00
Assets (countable resources, excluding vehicles)	0	376,852							
Vehicle assets	0	376,852							

Households ineligible for other nutrition programs without TANF noncash categorical eligibility:[c]

	WIC[d]			Free SBP, NSLP, and SMP meals[ef]			Free CACFP meals in centers[fg]	
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
334,064	752	0.23%	166,262	3,985	2.40%	376,852	21,079	5.59%

Households ineligible for food stamps without TANF noncash categorical eligibility[a]

Not meeting the gross income test			Meeting the gross income test but not meeting the net income test			Meeting the gross and net income tests but not meeting the asset test (not including vehicles)[j]			Total ineligible[b]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
376,852	8,328	2.21%	368,524	10,846	2.94%				376,852	19,174	5.10%

[b]This total number of households represents 34,203 people, including 10,119 children age 0 to 17 and 24,084 adults age 18 and over.

	SFMNP[h]			Reduced price SBP and/or NSLP meals[ei]			Reduced price CACFP meals in centers[gi]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
48,511	380	0.78%	3,985	49	1.23%	21,079	1,079	5.12%

Missouri

Data item	N	N missing	Minimum	Mean	Median	95th percentile	99th percentile	Maximum	Sum
Gross income	18,740	0	0	$959.61	$981.67	$1,914.58	$2,416.73	$5,222.45	$17,983,182.33
Net income	18,740	0	0	$432.65	$345.50	$1,238.00	$1,678.00	$4,099.00	$8,107,785.00
Assets (countable resources, excluding vehicles)	0	18,740							
Vehicle assets	0	18,740							

Households ineligible for other nutrition programs without TANF noncash categorical eligibility:[c]

	WIC[d]			Free SBP, NSLP, and SMP meals[ef]			Free CACFP meals in centers[fg]	
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
18,729	55	0.29%	18,613	472	2.54%	18,740	484	2.58%

Households ineligible for food stamps without TANF noncash categorical eligibility[a]

Not meeting the gross income test			Meeting the gross income test but not meeting the net income test			Meeting the gross and net income tests but not meeting the asset test (not including vehicles)[j]			Total ineligible[b]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
18,740	580	3.09%	18,160	24	0.13%				18,740	604	3.20%

[b]This total number of households represents 1,776 people, including 1,065 children age 0 to 17 and 711 adults age 18 and over.

SFMNP[h]			Reduced price SBP and/or NSLP meals[ei]			Reduced price CACFP meals in centers[gi]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
35	0	0	472	53	11.23%	484	55	11.36%

Nebraska

Data item	N	N missing	Minimum	Mean	Median	95th percentile	99th percentile	Maximum	Sum
Gross income	503	0	0	$358.30	0	$1,545.08	$2,209.41	$3,357.75	$180,226.89
Net income	503	0	0	$162.30	0	$1,000.76	$1,662.40	$2,631.27	$81,635.61
Assets (countable resources, excluding vehicles)	503	0	0	$432.40	$60.39	$1,464.24	$3,517.66	$58,092.70	$217,495.76
Vehicle assets	503	0	0	$2,406.20	$1,300.00	$7,760.00	$14,635.00	$16,935.00	$1,210,317.19

Households ineligible for other nutrition programs without TANF noncash categorical eligibility:[c]

	WIC[d]			Free SBP, NSLP, and SMP meals[ef]			Free CACFP meals in centers[fg]	
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
503	0	0	493	6	1.22%	503	6	1.19%

Households ineligible for food stamps without TANF noncash categorical eligibility[a]

Not meeting the gross income test			Meeting the gross income test but not meeting the net income test			Meeting the gross and net income tests but not meeting the asset test (not including vehicles)			Total ineligible[b]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
503	8	1.59%	495	1	0.20%	494	13	2.63%	503	22	4.40%

[b]This total number of households represents 72 people, including 43 children age 0 to 17 and 29 adults age 18 and over.

SFMNP[h]			Reduced price SBP and/or NSLP meals[ei]			Reduced price CACFP meals in centers[gi]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
1	0	0	6	0	0	6	0	0

North Carolina

Data item	N	N missing	Minimum	Mean	Median	95th percentile	99th percentile	Maximum	Sum
Gross income	2,252	0	0	$661.69	$614.00	$1,628.00	$2,374.00	$4,664.00	$1,490,127.00
Net income	2,252	0	0	$204.26	0	$1,161.00	$1,747.00	$3,248.00	$459,996.00
Assets (countable resources, excluding vehicles)	2,252	0	0	$9,093.79	0	$74,013.00	$89,100.00	$99,700.00	$20,479,221.00
Vehicle assets	0	2,252							

Households ineligible for other nutrition programs without TANF noncash categorical eligibility:[c]

	WIC[d]		Free SBP, NSLP, and SMP meals[ef]			Free CACFP meals in centers[fg]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
2,159	5	0.23%	1,993	29	1.46%	2,252	47	2.09%

Households ineligible for food stamps without TANF noncash categorical eligibility[a]

Not meeting the gross income test			Meeting the gross income test but not meeting the net income test			Meeting the gross and net income tests but not meeting the asset test (not including vehicles)			Total ineligible[b]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
2,252	32	1.42%	2,220	20	0.90%	2,200	557	25.32%	2,252	609	27.00%

[b]This total number of households represents 1,919 people, including 1,101 children age 0 to 17 and 818 adults age 18 and over.

SFMNP[h]			Reduced price SBP and/or NSLP meals[ei]			Reduced price CACFP meals in centers[gi]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
244	3	1.23%	29	5	17.24%	47	6	12.77%

Oregon

Data item	N	N missing	Minimum	Mean	Median	95th percentile	99th percentile	Maximum	Sum
Gross income	149,949	0	0	$665.69	$580.00	$2,000.00	$2,793.00	$6,632.00	$99,819,173.00
Net income	149,949	0	0	$337.83	$60.00	$1,323.00	$2,022.00	$5,127.00	$50,656,604.00
Assets (countable resources, excluding vehicles)	0	149,949							
Vehicle assets	0	149,949							

Households ineligible for other nutrition programs without TANF noncash categorical eligibility:[c]

	WIC[d]			Free SBP, NSLP, and SMP meals[ef]			Free CACFP meals in centers[fg]	
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
133,553	29	0.02%	64,371	6,586	10.23%	149,949	14,705	9.81%

Households ineligible for food stamps without TANF noncash categorical eligibility[a]

Not meeting the gross income test			Meeting the gross income test but not meeting the net income test			Meeting the gross and net income tests but not meeting the asset test (not including vehicles)[i]			Total ineligible[b]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
149,949	10,543	7.03%	139,406	4,348	3.12%				149,949	14,891	9.90%

[b]This total number of households represents 36,345 people, including 14,956 children age 0 to 17 and 21,389 adults age 18 and over.

	SFMNP[h]			Reduced price SBP and/or NSLP meals[ei]			Reduced price CACFP meals in centers[gi]	
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
17,975	6	0.03%	6,586	13	0.20%	14,705	35	0.24%

Pennsylvania

Data item	N	N missing	Minimum	Mean	Median	95th percentile	99th percentile	Maximum	Sum
Gross income	490	0	0	$893.48	$941.50	$1,990.00	$2,403.00	$2,800.00	$437,807.54
Net income	490	0	0	$539.86	$465.50	$1,472.00	$2,029.00	$2,400.00	$264,530.00
Assets (countable resources, excluding vehicles)	490	0	0	$308.52	0	$785.98	$7,500.00	$50,000.00	$151,175.90
Vehicle assets	490	0	0	$924.04	0	$5,415.00	$14,000.00	$20,000.00	$452,778.66

Households ineligible for other nutrition programs without TANF noncash categorical eligibility:[c]

	WIC[d]			Free SBP, NSLP, and SMP meals[ef]			Free CACFP meals in centers[fg]	
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
490	1	0.20%	436	6	1.38%	490	10	2.04%

Households ineligible for food stamps without TANF noncash categorical eligibility[a]

Not meeting the gross income test			Meeting the gross income test but not meeting the net income test			Meeting the gross and net income tests but not meeting the asset test (not including vehicles)			Total ineligible[b]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
490	10	2.04%	480	8	1.67%	472	5	1.06%	490	23	4.70%

[b]This total number of households represents 68 people, including 35 children age 0 to 17 and 33 adults age 18 and over.

SFMNP[h]			Reduced price SBP and/or NSLP meals[ei]			Reduced price CACFP meals in centers[gi]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
6	0	0	6	1	16.67%	10	1	10%

South Carolina

Data item	N	N missing	Minimum	Mean	Median	95th percentile	99th percentile	Maximum	Sum
Gross income	197,698	0	0	$592.20	$575.00	$1,627.45	$2,122.05	$4,669.47	$117,075,826.70
Net income	197,698	0	0	$321.07	$148.28	$1,132.86	$1,572.97	$3,556.57	$63,474,598.73
Assets (countable resources, excluding vehicles)	0	197,698							
Vehicle assets	0	197,698							

Households ineligible for other nutrition programs without TANF noncash categorical eligibility:[c]

	WIC[d]			Free SBP, NSLP, and SMP meals[ef]			Free CACFP meals in centers[fg]	
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
180,691	12	0.01%	120,001	108	0.09%	197,698	1,198	0.61%

Households ineligible for food stamps without TANF noncash categorical eligibility[a]

Not meeting the gross income test			Meeting the gross income test but not meeting the net income test			Meeting the gross and net income tests but not meeting the asset test (not including vehicles)[i]			Total ineligible[b]		
N	Number of house-holds	Percent-age of house-holds	N	Number of house-holds	Percent-age of house-holds	N	Number of house-holds	Percent-age of house-holds	N	Number of house-holds	Percent-age of house-holds
197,698	320	0.16%	197,378	32	0.02%				197,698	352	0.20%

[b]This total number of households represents 816 people, including 332 children age 0 to 17 and 484 adults age 18 and over.

SFMNP[h]			Reduced price SBP and/or NSLP meals[ei]			Reduced price CACFP meals in centers[gi]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
22,843	22	0.10%	108	2	1.85%	1,198	32	2.67%

Tennessee

Data item	N	N missing	Minimum	Mean	Median	95th percentile	99th percentile	Maximum	Sum
Gross income	214	0	0	$777.88	$613.00	$2,097.00	$2,532.00	$4,575.00	$166,466.00
Net income	214	0	0	$391.11	$169.00	$1,499.00	$1,698.00	$1,940.00	$83,697.00
Assets (countable resources, excluding vehicles)	0	214							
Vehicle assets	0	214							

Households ineligible for other nutrition programs without TANF noncash categorical eligibility:[c]

	WIC[d]		Free SBP, NSLP, and SMP meals[ef]			Free CACFP meals in centers[fg]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
214	3	1.40%	199	14	7.04%	214	14	6.54%

Households ineligible for food stamps without TANF noncash categorical eligibility[a]

Not meeting the gross income test			Meeting the gross income test but not meeting the net income test			Meeting the gross and net income tests but not meeting the asset test (not including vehicles)[i]			Total ineligible[b]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
214	12	5.61%	202	3	1.49%				214	15	7.00%

[b]This total number of households represents 43 people, including 25 children age 0 to 17 and 18 adults age 18 and over.

SFMNP[h]			Reduced price SBP and/or NSLP meals[ei]			Reduced price CACFP meals in centers[gi]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
2	0	0	14	3	21.43%	14	3	21.43%

Texas

Data item	N	N missing	Minimum	Mean	Median	95th percentile	99th percentile	Maximum	Sum
Gross income	466,579	0	0	$659.81	$493.36	$1,902.14	$2,494.83	$5,653.25	$307,853,386.63
Net income	466,579	0	0	$337.68	$99.00	$1,255.00	$1,743.00	$4,344.00	$157,555,167.00
Assets (countable resources, excluding vehicles)	0	466,579							
Vehicle assets	0	466,579							

Households ineligible for other nutrition programs without TANF noncash categorical eligibility:[c]

	WIC[d]			Free SBP, NSLP, and SMP meals[ef]			Free CACFP meals in centers[fg]	
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
460,374	5	0	385,238	10,754	2.79%	466,579	13,268	2.84%

Households ineligible for food stamps without TANF noncash categorical eligibility[a]

Not meeting the gross income test			Meeting the gross income test but not meeting the net income test			Meeting the gross and net income tests but not meeting the asset test (not including vehicles)[i]			Total ineligible[b]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
466,579	17,248	3.70%	449,331	366	0.08%				466,579	17,614	3.80%

[b]This total number of households represents 51,716 people, including 29,018 children age 0 to 17 and 22,698 adults age 18 and over.

SFMNP[h]			Reduced price SBP and/or NSLP meals[ei]			Reduced price CACFP meals in centers[gi]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
8,544	2	0.02%	10,754	4	0.04%	13,268	7	0.05%

Washington

Data item	N	N missing	Minimum	Mean	Median	95th percentile	99th percentile	Maximum	Sum
Gross income	156,501	0	0	$616.09	$603.00	$1,750.00	$2,375.84	$5,979.30	$96,418,722.36
Net income	156,501	0	0	$450.64	$412.00	$1,325.39	$1,816.20	$4,604.44	$70,525,602.72
Assets (countable resources, excluding vehicles)	78,173	78,328	0	$710.72	$38.00	$1,500.00	$11,040.00	$705,094.00	$55,559,322.00
Vehicle assets	22,044	134,457	0	$687.88	0	$3,865.00	$11,585.00	$194,350.00	$15,163,668.48

Households ineligible for other nutrition programs without TANF noncash categorical eligibility:[c]

WIC[d]			Free SBP, NSLP, and SMP meals[ef]			Free CACFP meals in centers[fg]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
141,968	2	0	74,142	18	0.02%	156,501	37	0.02%

Households ineligible for food stamps without TANF noncash categorical eligibility[a]

Not meeting the gross income test			Meeting the gross income test but not meeting the net income test			Meeting the gross and net income tests but not meeting the asset test (not including vehicles)			Total ineligible[b]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
78,173	15	0.02%	78,158	2,759	3.53%	75,399	2,338	3.10%	78,173	5,112	6.50%

[b]This total number of households represents 10,942 people, including 4,190 children age 0 to 17 and 6,752 adults age 18 and over. Data was missing for 155,958 individuals and 78,328 households.

SFMNP[h]			Reduced price SBP and/or NSLP meals[ei]			Reduced price CACFP meals in centers[gi]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
17,125	0	0	18	0	0	37	2	5.41%

West Virginia

Data item	N	N missing	Minimum	Mean	Median	95th percentile	99th percentile	Maximum	Sum
Gross income	24,109	0	0	$774.94	$722.00	$1,700.00	$2,146.00	$3,571.00	$18,682,979.00
Net income	24,109	0	0	$450.88	$355.00	$1,296.00	$1,681.00	$2,981.00	$10,870,265.00
Assets (countable resources, excluding vehicles)	24,109	0	0	$115.62	0	$500.00	$1,591.00	$70,025.00	$2,787,383.00
Vehicle assets	24,109	0	0	0	0	0	0	0	0

Households ineligible for other nutrition programs without TANF noncash categorical eligibility:[c]

WIC[d]			Free SBP, NSLP, and SMP meals[ef]			Free CACFP meals in centers[fg]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
24,093	9	0.04%	23,080	79	0.34%	24,109	118	0.49%

Households ineligible for food stamps without TANF noncash categorical eligibility[a]

Not meeting the gross income test			Meeting the gross income test but not meeting the net income test			Meeting the gross and net income tests but not meeting the asset test (not including vehicles)			Total ineligible[b]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
24,109	104	0.43%	24,005	136	0.57%	23,869	93	0.39%	24,109	333	1.40%

[b]This total number of households represents 988 people, including 483 children age 0 to 17 and 505 adults age 18 and over.

SFMNP[h]			Reduced price SBP and/or NSLP meals[ei]			Reduced price CACFP meals in centers[gi]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
770	1	0.13%	79	4	5.06%	118	10	8.47%

Wisconsin

Data item	N	N missing	Minimum	Mean	Median	95th percentile	99th percentile	Maximum	Sum
Gross income	121,939	5,014	0	$775.43	$747.00	$1,961.00	$2,580.00	$6,056.00	$94,555,401.00
Net income	121,939	5,014	0	$412.08	$267.00	$1,330.00	$1,830.00	$4,327.00	$50,248,833.00
Assets (countable resources, excluding vehicles)	0	126,953							
Vehicle assets	0	126,953							

Households ineligible for other nutrition programs without TANF noncash categorical eligibility:[c]

WIC[d]			Free SBP, NSLP, and SMP meals[ef]			Free CACFP meals in centers[fg]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
112,641	5,543	4.92%	76,490	5,730	7.49%	126,953	11,536	9.09%

Households ineligible for food stamps without TANF noncash categorical eligibility[a]

Not meeting the gross income test			Meeting the gross income test but not meeting the net income test			Meeting the gross and net income tests but not meeting the asset test (not including vehicles)[i]			Total ineligible[b]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
121,939	8,280	6.79%	113,659	3,564	3.14%				121,939	11,844	9.70%

[b]This total number of households represents 25,673 people, including 11,278 children age 0 to 17 and 14,395 adults age 18 and over. Data was missing for 155,958 individuals and 5,014 households.

SFMNP[h]			Reduced price SBP and/or NSLP meals[ei]			Reduced price CACFP meals in centers[gi]		
N	Number of households	Percentage of households	N	Number of households	Percentage of households	N	Number of households	Percentage of households
15,466	142	0.92%	5,730	283	4.94%	11,536	637	5.52%

Source: GAO analysis of state-provided data for the month of September 2006

[a]Our eligibility analyses represent estimates for September 2006 and include calculations using eligibility rules for households with and without elderly and/or disabled members. They do not include calculations using eligibility rules for elderly individuals too disabled to prepare food alone and being treated as a separate household. We did not apply vehicle asset tests in our eligibility analysis.

[c]We calculated income eligibility for these other nutrition programs; these other nutrition programs have other eligibility criteria that we did not factor into these calculations due to lack of state data. For a full list of eligibility criteria for these other nutrition programs, please see Appendix IV.

[d]Households with only elderly members were not included in the WIC eligibility calculations.

[e]Households without children were not included in the free or reduced price SBP, NSLP, and/or SMP eligibility calculations.

[f]Free meals through the SBP, the NSLP, the SMP, or the CACFP in centers are available to individuals in households with gross incomes at or below 130 percent of poverty.

[g]All households were included in the free and reduced CACFP in centers calculations. We calculated eligibility for CACFP in centers only; we did not calculate eligibility for CACFP in day care homes due to lack of state data.

[h]Only households which included an elderly member were included in the SFMNP eligibility calculations.

[i]Reduced price meals through the SBP, the NSLP, or the CACFP in centers are available to individuals in households with gross incomes between 130 percent and 185 percent of poverty.

[j]The state did not provide asset data. Eligibility calculations do not include an asset test.

[k]The state did not provide net income data. Eligibility calculations do not include a net income test.

Appendix IX: GAO Contact and Staff Acknowledgments

GAO Contact

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Staff Acknowledgments

In addition to the contact named above, Diana M. Pietrowiak, Assistant Director; Linda L. Siegel; Meghana Acharya; Jill M. Evancho; and Jasminee Persaud contributed significantly to all aspects of this report. Kevin L. Jackson and Laurie S. Hamilton assisted in conducting the survey and analyzing the state data; Daniel A. Schwimer provided legal support; and Charles E. Willson assisted in report development.

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