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Evaluation of the Effectiveness of Pilot Projects in Increasing Supplemental Nutrition Assistance Program (SNAP) Participation among Medicare's Extra Help Population

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EXECUTIVE SUMMARY

Participation in the Supplemental Nutrition Assistance Program (SNAP) has historically been and remains lower among elderly individuals than the rest of the population. Studies conducted during the past three decades (Hollenbeck and Ohls 1984; Bartlett et al. 1992; Ohls and Beebout 1993; Ponza and McConnell 1996; Cody and Ohls 2005; and Zedlewski and Rader 2005) attribute this phenomenon to mobility challenges, misinformation about eligibility rules and application procedures, stigma associated with participating in the program, and a mistaken belief that their SNAP participation would take benefits away from others they perceive as needing them more than they do.

In 2010, the U.S. Department of Agriculture (USDA) Food and Nutrition Service (FNS) funded pilot projects in three States (New Mexico, Pennsylvania, and Washington) to explore the issue of low participation among the elderly. The aim of the pilots was to expand access to SNAP for a narrowly defined group of people who were already seeking to connect to public assistance programs for specific medical costs. The States linked SNAP caseload data to medical assistance program data to identify potentially eligible people who were not yet enrolled in SNAP. The States then worked with these clients to help them access SNAP by (1) assisting them with SNAP applications and/or (2) simplifying enrollment procedures. The pilots focused mainly on reaching elderly clients,[1] but some also served people with disabilities who were enrolled in programs to cover their medical costs. To evaluate the effects of the pilots on SNAP participation, FNS contracted with Mathematica Policy Research to conduct a multiyear, multimode study.

Study background and objectives

Many low-income elderly individuals and people with disabilities who qualify for public programs that help cover some of their medical costs are also eligible for SNAP. The interplay of these projects created a policy context for the pilots, and FNS' desire to ensure that elderly clients have access to nutritious food motivated both these pilot projects and this evaluation. We review the important underlying policies below before summarizing the pilot efforts and the objective of the evaluation.

Policy background

Two medical programs are the focus of the pilot projects. Both programs have tiered levels of assistance based on client need and circumstances. An understanding of these programs, as well as Medicare and Medicaid more generally, is helpful for understanding the pilots and their effects.

[1] The pilot projects and evaluation defined anyone age 60 or older as elderly, in alignment with the SNAP definition for elderly.

- **Medicare.** People who are elderly or have a disability recognized by the Social Security Administration (SSA) are eligible for health insurance through Medicare. Health services and medications are provided under three Medicare parts: Part A covers inpatient care, Part B covers many outpatient services, and Part D covers prescription drugs.[2] Enrollees pay premiums and co-payments. Medicare is administered by the Centers for Medicare & Medicaid Services (CMS) within the U.S. Department of Health and Human Services, using funds from two designated trust funds held by the U.S. Treasury. People may apply online, in person, or at an SSA office.
- **Medicaid.** Certain low-income elderly people and people with disabilities may qualify for Medicaid. Medicaid application procedures and eligibility rules vary by State. Each State determines eligibility (within federal guidelines) based on household income, assets, and other characteristics. State agencies administer this program and share responsibility with the federal government for its costs.
- **Extra Help (**also known as the Low Income Subsidy, or LIS) helps eligible individuals pay for Medicare Part D; it is federally funded and administered by CMS. People eligible for both Medicare and Medicaid (including those who qualify for an MSP) are automatically deemed eligible for Extra Help. Other people may apply to SSA or their State Medicaid agency.
- **Medicare Savings Programs (MSPs)** are administered by State Medicaid agencies, and the cost of benefits is shared between the federal and State governments. They assist elderly, low-income individuals in paying for Part A, B, and D premiums, and sometimes deductibles and co-payments. People who qualify for an MSP are deemed automatically eligible for Extra Help, but not all those who are eligible for Extra Help are eligible for MSPs.

The Medicare Improvements for Patients and Providers Act (MIPPA) requires SSA, beginning in January 2010, to send Extra Help application data to State Medicaid agencies. The agencies then assess whether Extra Help applicants may also qualify for an MSP.

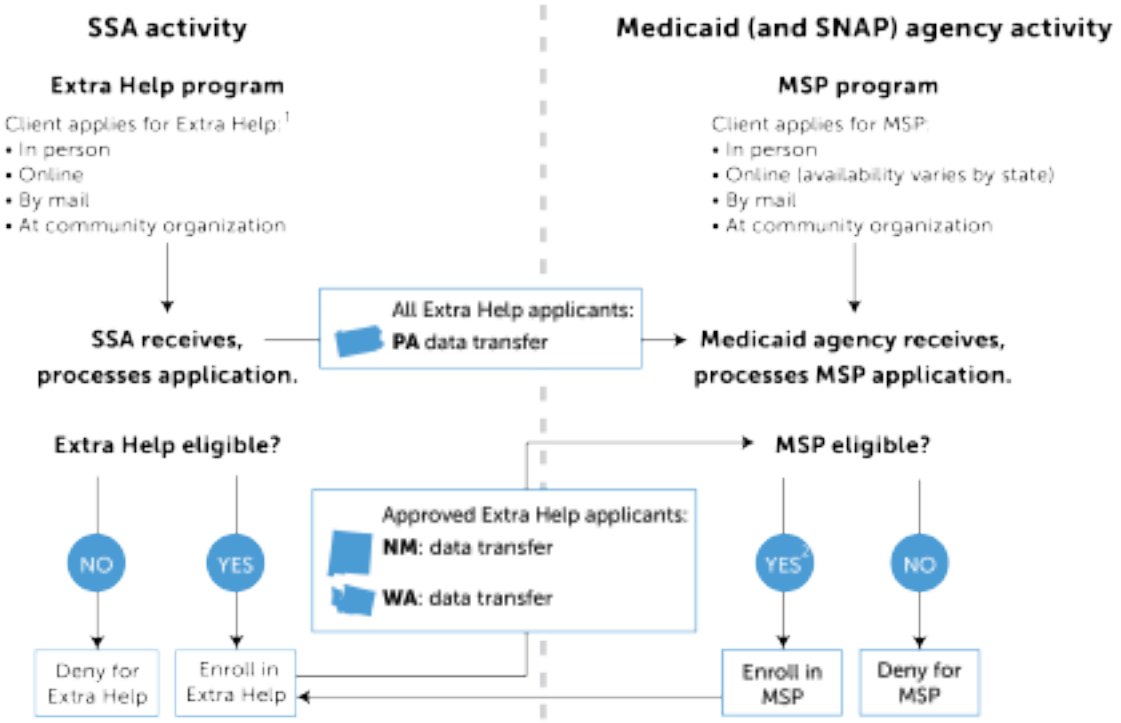
The pilots were based on the premise that data from the MIPPA transfer listing Extra Help applicants, or from each State's own records of current MSP participants, could also identify people who might qualify for SNAP because eligibility for the medical programs is means tested, as it is for SNAP. MSP and SNAP eligibility are determined by the same agency in most States (the agency that receives data from the MIPPA transfer), which further supported the feasibility of the pilots. Figure ES.1 shows how SSA and Medicaid agencies were processing and sharing application data before the pilots began.

Individuals who apply for an MSP and/or Extra Help can be exposed to SNAP at varying levels aside from the pilot efforts, depending on their application method. First, clients may apply for SNAP and MSP at the same location, because the "front door" that clients access to submit both SNAP and Medicaid (MSP) applications often is the same. In all three pilot States, the same staff determine eligibility for MSP and SNAP (although in the absence of the pilots, the State does not consider an applicant's eligibility for both programs unless the client applies to

[2] Part C, known as Medicare Advantage, offers private plans that must be at least equivalent to Parts A and B.

both). Second, clients may apply for Extra Help directly to SSA (online or via paper application) or through a partner that will pass on the application to SSA. SSA makes Extra Help data available to State Medicaid agencies due to MIPPA, but the Medicaid agency normally does not determine SNAP eligibility for clients when considering their eligibility for MSPs.

Figure ES.1. SSA and Medicaid agency application processing and data sharing



Notes: 1. In 1–2 percent of cases (Lipson et al. 2007), State Medicaid agencies also accept and process Extra Help applications. Thus, they already have the application data and will not have to wait for the MIPPA-mandated transfer to receive the data.

2. Medicare enrollees who also receive Medicaid or participate in an MSP are automatically eligible for Extra Help. Because of the focus of the pilot projects, we show only the interaction between Extra Help and the MSP portion of Medicaid-funded services.

Extra Help and MSP eligibility rules align closely with each other due to additional requirements under MIPPA; they are not perfectly synchronized, however, because States have flexibility to alter certain MSP rules (for instance, increasing the maximum income or assets allowable to qualify for benefits). Both programs have elements that differ from SNAP rules. Understanding two important differences—how each program defines a household unit and what limits the programs use to decide whether applicants qualify, based on household income and perhaps resources—is essential for interpreting the effects of these pilots.

- **Defining a household.** Extra Help and MSP may define a household (and therefore count its income) differently, so the two programs may not agree about whether the same person is eligible for assistance from each program. Unlike for Extra Help (and sometimes MSPs), people who live in a SNAP household and contribute to its income need not be related to one another. For SNAP, a household is a group of co-resident people who purchase and

prepare food together. Cohabiting couples need not be married to apply together, but cohabiting spouses are automatically counted in the same household. Co-resident children younger than age 22 are automatically included in a SNAP household even if they do not financially depend on their parent(s). The income and assets of everyone in the SNAP household counts when assessing program eligibility. Elderly SNAP applicants who have disabilities may be able to qualify as their own SNAP household, independent of other people with whom they live.

- **Maximum income and assets to qualify for assistance.** Extra Help and MSP have nearly identical, federally set limits on the household income and assets allowable for someone to qualify for assistance. Federal net income limits for SNAP are lower than for Extra Help and MSP but allow applicants to deduct additional expenses, and States have the flexibility to set higher limits for SNAP. None of the pilot States had a SNAP asset test when the pilots began because they had flexibility to disregard assets under broad-based categorical eligibility rules; however, Pennsylvania's asset test was reinstated while the pilot was operating.

In practice, the pilot programs and eligibility rules interacted in different ways in the three States, so the differences across pilots were due to the State in which it occurred, the approach to defining and serving pilot-eligible clients, and the policies that surrounded the projects. Extra Help, MSP, and SNAP define households differently and calculate net income using different deductions. Pilots in New Mexico and Pennsylvania used Extra Help data from the MIPPA transfer to help determine SNAP eligibility. In New Mexico, people in the target population who applied to SNAP first had to qualify for an MSP before their SNAP case was considered. In Washington, they had to be approved for an MSP to enter the target population for the SNAP pilot project (they could have applied directly for an MSP regardless of their Extra Help status or have an application opened for them if their Extra Help application was approved).

Pilot projects

FNS awarded pilot grants to the three States to test the effects of an additional transfer of MIPPA data from a State's Medicaid agency to its SNAP agency so as to identify elderly individuals potentially eligible for SNAP and invite them to apply. Each pilot served a relatively small and specifically defined group of people, and the evaluation assessed effects in only a small number of counties for a short time; both points are important to remember when examining these effects. Each State used a different approach, as described below; Table ES.1 summarizes additional aspects of the three states' approaches:

- **Simplified application and deemed information, with standardized benefit levels (New Mexico Human Services Department [HSD]).** New Mexico targeted newly approved Extra Help applicants, both elderly people and people with disabilities, using MIPPA data to identify those not already participating in SNAP. HSD sent them a combined MSP/SNAP application that was shorter than the single application for either program and used MIPPA data to pre-populate part of the shortened application. The State deemed this information as verified by SSA and did not conduct additional accuracy checks under the pilot. Applicants completed the remaining fields and submitted the application to HSD for eligibility determination. People confirmed eligible for an MSP were considered for SNAP, and those applicants determined to be SNAP eligible received an Electronic Benefit Transfer (EBT)

card with one of four SNAP standardized benefit amounts. (After the first year of the pilot, HSD revised the standardized benefit amounts in response to concerns that initial amounts were not cost neutral—the average initial levels were higher than what the same population would have received under normal SNAP rules.) During the pilot period, 349 people met the criteria for being served by the pilot in the 10 New Mexico counties included in the evaluation. New Mexico operated the pilot in one additional county for which we could not identify a suitable comparison, but no one there met the definition for the target population during the pilot period.

- **Outreach and assistance with simplified application and process, using deemed information (Pennsylvania Department of Public Welfare [DPW], partnering with Benefits Data Trust [BDT]).** DPW used MIPPA data on all elderly Extra Help applicants to identify SNAP nonparticipants who appeared to be eligible for SNAP based on income. Those who met the criteria for the pilot target population also were eligible for a simplified application process and could file a shortened SNAP application by telephone. Income and other relevant information from their Extra Help applications were deemed verified for the SNAP eligibility-determination process. DPW contracted with BDT to send outreach mailings to this contact list, offer SNAP application assistance by telephone to those who qualified for the pilot, and help them submit their application and any additional verification required. County DPW offices determined SNAP eligibility after receiving the application and issued the appropriate benefit (calculated in the same manner as for all SNAP applicants). In the months that the pilot operated, 4,431 people fit the criteria for the Pennsylvania pilot project in the 10 counties included in the evaluation. Pennsylvania operated the pilot in 31 additional counties, and the contractor reported serving a total of 25,256 unique households across all 41 pilot counties during the pilot period.
- **Targeted outreach, simplified application, and SNAP awareness campaign (Washington Department of Social and Health Services [DSHS], partnering with People for People and South Sound Outreach Services).** Washington identified elderly people and people with disabilities who had been recently approved for an MSP but were not receiving SNAP (regardless of whether they came to an MSP through the MIPPA data transfer or by applying directly to the Medicaid agency). DSHS contracted with a service provider in each of two pilot counties to mail SNAP informational materials and a shortened application to people on this target list, and offered information and application assistance. DSHS and the contractors also conducted a more general SNAP awareness campaign in the pilot counties, including advertising through local media and participating in resource fairs and other community events. In Washington's two pilot counties, 6,132 people met the pilot criteria of being recently approved for an MSP and not yet enrolled in SNAP during the months the pilot operated.

Each pilot may have reached some people not within its target population. All States filtered current SNAP clients out of their target population; some filtered based on other criteria (Table ES.1). People not defined by these criteria may have been affected directly or indirectly by the pilots, but the evaluation focuses specifically on pilot effects on the people in the narrowly defined target populations, not on these spillover effects.

Table ES.1. Summary of pilot approaches and target populations, by State

Research question	New Mexico	Pennsylvania	Washington
What was the pilot effort?	Shortened MSP/SNAP combined application, deemed verification, and standardized benefit	Shortened SNAP application, deemed verification, and application assistance	Shortened SNAP application, targeted outreach, and general SNAP awareness campaign
How was the pilot target population defined?			
Extra Help applicants (MIPPA list)	✓ Approved only	✓ All applicants	✓ Only approved Extra Help for those also MSP approved
MSP applicants	✓ Approved only; must also have been in target population and on MIPPA list		✓ Approved only; on MIPPA list or direct MSP applicants
People who lived in a pilot county and were not currently enrolled in SNAP	✓	✓	✓
Elderly (60+)	✓	✓	✓
People with disabilities	✓		✓
Additional income criteria	No earned income	Gross income under 200% of federal poverty level (FPL)	None
Additional household criteria	No dependents; not an institutionalized Medicaid client	No household members under age 60; no household members other than the spouse	None
How many pilot counties were evaluated?	10	10	2
Who ran the pilot?	SNAP agency	Contracted partner	Contracted partners (targeted outreach); SNAP agency (awareness campaign)
When did the pilot cases apply for a medical program?	July 1, 2011–November 30, 2012 (17 months)	October 1, 2010–September 13, 2013 (35.5 months)	July 1, 2011–August 30, 2013 (26 months)
How many people were on the targeted contact list in these counties during the pilot?	349	4,431	6,132
Of the people on the list, what percentage was elderly?	73%	100%	64%

Note: New Mexico operated the pilot in one additional county (Los Alamos) for which we could not identify a suitable comparison, but no one there met the definition for the target population during the pilot period. Pennsylvania operated the pilot in 31 additional counties, and the contractor reported serving a total of 25,256 unique households across all 41 pilot counties during the pilot period.

Study objectives

The overarching goal of the evaluation was to understand how the pilot programs operated; who they served; how much they cost; and the extent to which they generated any measurable effects on applications, participation, program accuracy, and SNAP benefits. We examined nine evaluation objectives and specific research questions under these goals. These were to (1) provide a detailed description of each pilot project; (2) describe the processes involved in implementing the pilot projects; (3) assess the effect of each project on SNAP applications and participation among the target population; (4) assess the effect of each project on SNAP benefits; (5) assess the costs of each pilot project, including implementation and operational costs; (6) assess the pilot experience among SNAP participants and nonparticipants within the target group; (7) assess the effect of each pilot project on SNAP case errors; (8) assess the sustainability, scalability, and replicability of each project; and (9) assess and compare the relative promise of alternative models.

Evaluation approach

The study used a difference in differences design to calculate program effects, comparing the pilot counties to a group of similar comparison counties in the same States over time. This required a careful selection of comparison counties that matched each pilot county so we could approximate what would have occurred in the absence of the pilot. We interviewed staff and observed operations to provide descriptions of the pilot approaches and reactions to them, and context for interpreting the effects we calculated; gathered information about the cost of operating the pilot; and collected client feedback through a survey about the pilots and SNAP more generally. With administrative data from the States, we calculated the effects of the pilot on SNAP behavior among the target population. We also examined the case error rate and cost neutrality of the pilots in a sample of cases from each State.

Selecting comparison sites

Using public data sources, we compiled county-level characteristics into an index that quantified the similarity of every county in each evaluation State to each of the pilot counties on a series of demographic factors, and then consulted with State staff to select the best available comparison counties. A great deal of similarity between comparison sites and their corresponding pilot sites heightened confidence that the effects we observed could not be explained by differences already existing between them. To rule out, or at least account for, such differences, we selected comparison counties and collected baseline data for pilot and comparison counties before the pilot period began. As the evaluation progressed, we confirmed the validity of the pairings through telephone interviews with officials from pilot and comparison counties that we then used to document any changes in county SNAP outreach efforts, availability of community services, and economic conditions. Our confidence in the validity of the selected comparison counties was generally high.

Documenting pilot implementation, operations (including costs), and client experiences

To document the implementation, operations, and costs of the pilots, we relied on document reviews and discussions with State SNAP and MSP policy staff, local SNAP agency staff, and any contractor or partner organizations involved in pilot implementation. We conducted telephone interviews with staff at all levels of the pilots' operations, and at SNAP offices and

partner organizations in pilot and comparison counties. These took place both before the pilots began and again after they concluded so we could capture any changes over time in either type of site. In pilot counties, we also made two multiday site visits to gather more details about pilot implementation and operations, and observe pilot activities. We summarized the qualitative information across all respondents and documents for each round of interviews in each site and State, identifying themes and resolving discrepancies in follow-up conversations.

Our analysis of implementation and operations included a focus on pilot costs. A main topic of interviews and follow-up questions was the cost of the projects, including both labor hours and other direct costs, such as travel; purchased equipment; office computers, communications, and support; and vendor or partner payments. When possible, we supplemented or confirmed the cost information that staff reported with documents the States used to track their costs. We focused on operational costs per person in the target population, recognizing that (1) implementation costs varied by model and the existing State infrastructure, (2) and pilot projects incurred costs to reach clients who neither applied for nor were approved for SNAP.

We also surveyed everyone who met the pilot criteria during the final year of pilot operations in two of the three states, regardless of their SNAP participation status, to learn about perceptions of and experiences with SNAP among this group. The survey, conducted via telephone by trained interviewers, operated for the final nine months of the pilot in Pennsylvania and Washington.[3] Topics for the survey included the following: reasons for applying for SNAP, experiences with the SNAP application process, SNAP participation experience, knowledge of SNAP, reasons for not applying to SNAP, experiences with the pilot, demographics, and household food security. The total number of survey respondents was 2,406 SNAP participants and nonparticipants within the target population in both pilot and comparison counties (679 respondents in Pennsylvania and 1,727 in Washington). Contacting this vulnerable population proved extremely difficult; more than one-quarter of them could not be located when we used contact information provided by State agencies, and an additional one-third did not respond to the survey once we located them. (Pilot staff reported similar challenges in contacting people on their targeted lists.)

Calculating pilot effects and accuracy

Each State provided several Statewide administrative data files that covered some months before the pilot started and after it ended for the purposes of evaluation. The data included information from the Extra Help or MSP applications that the State used to identify the target population. (We call both of these "medical program applications" for ease of reference.) States also provided data on SNAP applications, participation, and EBT card usage. The administrative data did not allow us to distinguish pilot-specific from any other SNAP applications filed by target population individuals in pilot counties. That is, if a person filed a shortened, specialized, or pre-filled SNAP application, the SNAP data did not identify that applicant as being different. Therefore, any effects we calculated about SNAP behavior were for SNAP overall but included pilot-specific SNAP applications for people applying during the pilot period in pilot counties.

[3] These data collection efforts did not occur in New Mexico because the pilot in that State ended earlier than planned and before the survey was approved to begin.

To calculate pilot effects, we began by defining a baseline period (at least six months) and a pilot period (set by the State) for observing SNAP behaviors after the medical program application that triggered, or would have triggered, pilot involvement. We constructed an analysis file with information about each person's medical program application, prior or subsequent SNAP application and participation, and EBT usage. We then applied the State's criteria to the administrative data to identify people in the target population for each pilot. For each of these people, we focused our analysis on the 90 days following the event that would trigger the pilot activities (the person's medical program application date or the approval date, depending on the State). We tallied people who applied to SNAP in that time frame, comparing the monthly average both across baseline and pilot periods and across pilot and comparison counties. We also checked whether the applications to SNAP were approved, and whether approved applicants used their EBT cards.

Our approach to calculating effects had some limitations. First, the pilots operated in different contexts, so we cannot be certain that the effects we observed in them would be observed if the pilots were replicated. Second, we do not know which aspect(s) of each pilot project explains the observed effects.

The pilot projects modified SNAP application procedures and (in New Mexico and Pennsylvania) benefit calculation rules, so we undertook two additional types of benefit analysis: (1) quality control (QC)-like reviews for eligibility and benefit errors, and (2) cost neutrality of pilot benefits as compared to regular SNAP. The error analysis (QC-like reviews) was similar to that used in FNS' QC reviews for calculating the official State case error rates each year: the number of error cases found divided by the number of sample cases. The cost neutrality analysis was the same as that used for other pilot projects: checking that costs of benefits under the pilot remain similar, on average, to what costs would be under normal program rules. We did not perform cost neutrality analysis in Washington, where the pilot SNAP application process was very similar to the regular application process. We requested that each grantee collect data for a sample of households enrolled through the pilots using forms similar to the FNS-380, which is used to collect data for FNS' QC reviews each year.

Findings

The pilot projects in all three States had positive effects on SNAP applications and approvals among the target population. The effects varied widely in percentage point magnitude because of a wide range in the size of the target populations (during the pilot period, from 349 in New Mexico to 6,132 in Washington). Thus, the effects were small in real terms—only about 10 people per month in the pilot counties in each State decided to apply for SNAP because of the pilot. The cost of serving these populations also had a wide range. Finally, the evaluation in all three States generated concrete lessons about (1) identifying and reaching a targeted group for SNAP access through data-matching strategies; (2) understanding the interplay of policy and program rules among programs; and (3) sharing information about SNAP with seniors and people with disabilities, and streamlining the SNAP application process.

Pilot context

Three factors related to community context were especially important in shaping the circumstances in which each pilot project operated:

1. **Population density.** New Mexico (which is sparsely populated in general) and Washington each had a mix of rural and suburban counties as their pilot and comparison sites. In Pennsylvania, pilot and comparison counties were predominantly rural.
2. **Demographics.** New Mexico and Washington pilots served both elderly clients and people with disabilities, and both States had evaluation counties adjacent to American Indian tribal reservations.
3. **Existing outreach activities.** In New Mexico, almost no outreach activities for SNAP or Extra Help took place independent of the pilot, but pilot contractors in the other two states were concurrently providing outreach for several programs, including the MSP.

The policy setting for the pilot projects also varied by program and State, and that affected not only which people were included in the target populations but also the likelihood that the people in those target populations would qualify for SNAP. The most important differences involved who was in the household (according to each program's definition of a household) and how the income for those people related to the program's income limit. We identified three important aspects of the policy context as we contrasted the pilot projects in the three States:

- **Pennsylvania and New Mexico addressed the misalignment between the Extra Help and SNAP household definitions when identifying the target population for the pilot; New Mexico also dealt with the household definition for an MSP.** New Mexico required that people be approved for Extra Help to enter the pilot's target population and that they then be approved for an MSP before their SNAP case could be considered under the pilot. Normally, New Mexico defined an MSP household (the applicant, spouse, and any co-resident minor children under 18 years old) differently from the federal definition of an Extra Help household (the applicant, co-resident spouse, and co-resident dependent relatives of any age). However, for the pilot, the State filtered out people on the MIPPA list who had co-resident dependent relatives. That is, rather than aligning the definition of a household and its income across the two medical programs, New Mexico restricted the list to include only cases that would have had the same treatment for both Extra Help and MSP—only those people could also apply to receive SNAP under the pilot. Pennsylvania took a similar approach, filtering out any person on the MIPPA list who had household members who were neither elderly nor the spouse of that person. Washington's pilot application for SNAP asked clients to provide all information about the SNAP household that would not have been captured on their MSP application.

- **Washington took a different approach than New Mexico in addressing the difference between medical program and SNAP definitions for a household when implementing its pilot.** A person's household, as defined by SNAP, may be larger and have more people contributing to income and assets than that same person's household under the Extra Help or MSP definition. To address this, a policy waiver in New Mexico allowed HSD to focus only on the Extra Help applicant and spouse when defining the SNAP household, considering income, and assigning a SNAP benefit (i.e., workers could ignore other people in the household). In Washington, people approved for an MSP might not qualify for SNAP because of the definition differences. The shortened SNAP application in Washington asked the people in the target population who had already been approved for an MSP to list everyone who resided in the household, and the income for each. DSHS considered that

information when determining SNAP eligibility. Pennsylvania's strategy for filtering its target population list (described above) meant that no additional steps were necessary.

- **New Mexico used a different strategy than Pennsylvania to handle the misalignment between Extra Help and SNAP income limits.** New Mexico included in its pilot list only people with no earned income and drew only from lists of Extra Help-approved people whose incomes SSA had already verified to be accurate. Pennsylvania filtered its target list to include only people whose income would qualify them for SNAP (under 200 percent of FPL, according to broad-based categorical eligibility rules), and included all Extra Help applicants (not just those approved) in the target population. Washington did not filter its target list based on income, but also did not use the medical program data for deemed SNAP eligibility (i.e., Washington collected income information on its pilot SNAP application).

Pilot impacts, costs, and accuracy

The pilot projects were small relative to the size of their respective States. Moreover, the size of the target populations differed across States. Thus, correctly interpreting the results required that we consider the magnitude of effects of the percentage point increases in SNAP applications and approvals, as well as the additional people who applied and were approved under the pilot. Examining effects as both percentage points and numbers of people can show what the effects meant in real terms for clients and SNAP office staff. To summarize the key findings, Table ES.2 presents the pilot effects for all three States. The effects presented here are, for the pilot alone, both direct and indirect effects; that is, we used the information from the baseline period and the comparison counties to net out changes in SNAP behavior that we expected would have occurred in the absence of the pilot. It is important to note that these results are unique to the circumstances of a particular set of purposively selected counties operating a particular pilot project in a particular pre-existing context (see Table ES.1). The results are generalizable neither to other parts of the same State nor to other States. Also, we still do not know, nor can the study design allow us to answer, whether the magnitudes of effects on each State differed because of differences in list-filtering strategies, medical and SNAP policy alignment, pilot approaches, or some combination of the three.

All three pilots had positive effects on the percentage of people in the target population who applied for SNAP and the percentage in the target population who applied and were approved, but the magnitude varied. The size of the SNAP effects on applications submitted ranged from 4 percentage points in Washington to 46 percentage points in New Mexico. Examining the percentage of the target population that filed *approved* SNAP applications can help us understand the extent to which the pilots might reach the SNAP-eligible population. This effect ranged from 2 percentage points in Washington to 12 percentage points in New Mexico. Despite this range, the number of additional applicants and approved applicants in each pilot month did not vary much across States because there was so much variation in the size of the underlying target populations: 10 to 13 new SNAP applicants, 6 to 9 of which were approved.[4]

[4] In New Mexico, a change to the standardized benefit during the pilot meant that some people previously approved for SNAP under the pilot subsequently lost benefits. If this revised benefit had been in place from the start, New Mexico would have experienced an effect on approved applications of 12 percentage points (about 3 new participants per month), rather than the 30 percentage points that was the actual average over the entire pilot period.

We cannot conclude that the magnitudes of pilot effects on SNAP applications varied solely because of the strategies each pilot used because each pilot also targeted a differently defined group of vulnerable people not enrolled in SNAP. New Mexico and Pennsylvania restricted the size of their target populations through multistage efforts to construct the target population list, beginning with MIPPA data and then applying filters based on income and household composition. New Mexico also required that people in the target population first be approved for Extra Help and that they be approved for an MSP before any SNAP application was considered. Washington simply used a list of recently approved MSP clients to identify people not enrolled in SNAP, placing no restrictions regarding household income or composition. (Target population sizes in each State are somewhat related to overall population size in the States as well.) As a result, the target populations across States included people with differing characteristics.

Table ES.2. Review of pilot effects, by State

Research question	New Mexico	Pennsylvania	Washington
How much did the pilot increase SNAP applications for people in the target population?	46 percentage points (10 people per month)	11 percentage points (13 people per month)	4 percentage points (11 people per month)
How much did the pilot increase approved SNAP applications filed within 90 days for people in the target population?	12 percentage points (3 people per month)	7 percentage points (9 people per month)	2 percentage points (6 people per month)
What was the most common SNAP denial reason for people on the list?	MSP application denied (62%)	Voluntary withdrawal (31%), failure to provide information or verification (28%)	Failure to keep appointment (45%)
How much did the pilot cost to operate per person on the list?	$462	$33	$73
Were there more SNAP errors under the pilot?	No	No	No in the first year, possibly in the second year
Was the pilot cost neutral?	No	Yes	n.a.*

Notes: Results reported in this table (approval rates for pilot cases and effects comparing pilot cases to others) are for people in the target population who did not apply to or participate in SNAP in the three months before their medical program application, and focus on counties in the evaluation only. SNAP outcomes are for the first (if any) SNAP application filed in the 90 days after the medical program application. Results in New Mexico calculate the effect that would have been observed if a revised set of standardized benefit rules had been in place since pilot inception. Costs include operational costs only (not implementation costs) and in Pennsylvania this includes the costs of serving clients in non-evaluation counties.

*n.a. = not applicable because SNAP application processing rules were no different for Washington pilot cases than for regular SNAP cases.

Relatively more SNAP applicants from the target population were approved in Pennsylvania than in the other States, but the Pennsylvania pilot did not necessarily do a better job of targeting eligible nonparticipants than Washington or New Mexico. We must consider whether the pilots succeeded in reaching people who were eligible for SNAP but not enrolled—the main objective of the FNS grants. Comparing the ratio of approved SNAP

applications from people from the target population to all SNAP applications from the same group can help us understand to what extent the pilot efforts reached people eligible for SNAP. At first glance, it appears that about two-thirds of applications from the target populations in Pennsylvania were approved, compared to about one-half in Washington and about one-quarter in New Mexico. Looking at these numbers, we might be tempted to conclude that Pennsylvania was better at targeting a population underserved by SNAP. For two reasons, however, we must be cautious about drawing this conclusion:

1. People within the Washington and Pennsylvania target populations often are denied for SNAP because they do not complete all parts of the application process (including verification documents and an interview), and we do not know if these individuals would have been eligible if they had completed the process.
2. Target population clients in New Mexico may have been denied for pilot SNAP either because they did not first qualify for an MSP or did not qualify for SNAP based on the deemed MIPPA data, but some of these clients may have been eligible for regular SNAP if they had applied.

Common denial reasons for pilot SNAP applications varied by State and were related to the design of each pilot project. In New Mexico, the pilot required that people be approved for an MSP before their SNAP case could be considered, and the most frequent SNAP denial reason was that the person's MSP application was denied. In Pennsylvania, typical denial reasons were that SNAP applicants did not provide complete verification or voluntarily withdrew their application. In Washington, SNAP denials among the target population occurred most often because the applicant did not complete the interview.

Per capita costs for operating the pilot were lowest in Pennsylvania and highest in New Mexico. The pilot States used different strategies for operating their projects and had target populations of very different sizes, so variation in operational costs was expected. We calculated the cost of ongoing pilot operations for each State and then identified the cost per pilot population member. The costs varied considerably: $33 in Pennsylvania, $73 in Washington, and $462 in New Mexico. These include the costs of serving people who neither applied for nor enrolled in SNAP. This may suggest something about economies of scale: perhaps the marginal cost of serving people on each list is low after a certain point. (Although Washington had the largest target population for the evaluation, Pennsylvania's pilot and operational costs included 31 counties that were not part of our effect calculations, so that State had the largest target population list overall.) Because its target population was so large, perhaps Pennsylvania was able to spread the costs more widely. New Mexico had the highest operational costs per capita. A key element of that State's pilot approach was assigning two State workers to the pilot. The target population for the pilot, as well as the share of those who applied to SNAP, was far below what the State anticipated. The workers were available to serve a larger target population if more people had been identified by the list-filtering strategy, and interviews with these staff suggested they were capable of serving more people than they did (which could have reduced the operational cost per person).

Conclusions

This evaluation found a range in the effectiveness that these pilots demonstrated in reaching potentially eligible SNAP nonparticipants. There was also a range in the cost and complexity of doing so. An important point is that two of the three pilot States contracted the bulk of their pilot activities out to organizations that had expertise in contacting and assisting the population the pilots hoped to serve. The States' strategies appeared effective—in the contexts in which they operated—for identifying a group of nonparticipants, informing them about SNAP, and offering application support. Any decision to replicate or expand efforts like these also should take context into account, including the level of resources available to support the approach, the ease of accessing and filtering medical program application data, and the availability of waivers from FNS. Factors such as the age of an eligibility system, size of a State, existing SNAP rules, and availability of and relationships with trusted partners in the community would be important considerations as well.

Lessons learned across pilot efforts

From examining the approaches, effects, and challenges across all three States, we can distill some lessons about preparing a target population list, establishing good communication among and reasonable expectations by stakeholders, and sharing information with and assisting clients.

A clear and early understanding of who is in the target population and what connections they already have to SNAP may help set realistic expectations. In New Mexico, the target population was much smaller than the State anticipated, but the State made no efforts to estimate precisely how many people would be reached until late in the planning stage. A small target population means, of course, that only a small number of people could potentially be served by a pilot project. This may be an important consideration for States with a small population. In contrast, Washington had a less complex filtering strategy and calculated more precisely how many people the pilot might touch.

Who is being targeted is as relevant to the effects we measure for a pilot project as how the pilot changed their behavior. A project's effect on SNAP applications or approvals in percentage-point terms depends on activities geared toward influencing application behavior (the numerator) and the approach to defining the target population (the denominator). The criteria for filtering the lists of medical program applicants were more restrictive in New Mexico and Pennsylvania than in Washington. This affected the size of the target population but also defined who the pilot reached. Filters applied to a broad list can narrow the target population to a group most likely to be eligible for SNAP. This was Pennsylvania's approach in setting a gross income filter on the MIPPA list that aligned to the gross income limit for SNAP. This approach can also define a target population so narrowly that, even though a large share of the target population likely would be eligible, few people might actually be enrolled. New Mexico's pilot considered SNAP only for cases that were first approved for an MSP, and many people from the target population were denied for SNAP because they did not qualify for an MSP. We cannot know whether these cases would have been eligible for SNAP on their own. (When calculating effects, we focused on the first SNAP application a person in the target population filed.)

Good communication, sharing data, and matching data across agencies are all challenging but essential to effectively collaborating when sharing clients across the

programs those agencies administer. Pennsylvania's pilot effort, because of the SNAP agency's collaboration with a contractor, required considerable communication and additional approvals from SSA before the Extra Help application data that clients submitted to SSA could be shared with the contractor. The pilot program began later than planned for this reason, so building time into the schedule for such communication would be essential for any replication effort. In Washington, the agency that administers SNAP also processes Medicaid applications, so it already had the MSP application data necessary to identify its target population. However, the planning stages of the pilot did not include early conversations with staff who could have offered different perspectives, and the effort to establish whether clients might already know something about SNAP was not exhaustive. Thus, it was not until the pilot was already operating that the contractors learned that their contacts with MSP applicants were not the first time those people had received information about SNAP, but the third.

Extra Help application data were sometimes not adequate for determining SNAP eligibility, due to differences in how the programs define a household and its income, and differences in the MIPPA data file structure. Pilot staff in New Mexico and Pennsylvania found that the data received from SSA (as directed by MIPPA) did not always meet their needs for determining SNAP eligibility. There were several reasons for this:

- Some sources of income were often missing (such as a pension or interest on a savings account).
- Extra Help used a different household definition; its data did not identify all household members and sometimes did not even list the person's spouse.
- Data sometimes combined all income for the household.

In Pennsylvania, as part of pilot activities, BDT asked people in the target population about their household composition and helped them with a regular SNAP application if BDT determined they did not meet the criteria for the pilot (which BDT estimated happened about 60 percent of the time). The people who filed regular SNAP applications were not able to have their Extra Help data deemed as verified for SNAP, but their SNAP application and its outcome were captured in our effect calculations.

Staff in both New Mexico and Pennsylvania reported that the MSP eligibility process sometimes uncovered certain implications of using the MIPPA data (with its occasional missing information and focus on households rather than individuals) when processing an MSP application, but this may have occurred after people in the target population had already applied for SNAP. Because of deemed eligibility for both an MSP and SNAP using MIPPA data, sometimes clients' specific situations were not examined until one year later—during their MSP recertification. Answers to (perhaps differently phrased) questions about household composition, income, and resources at this point could have ended a person's eligibility for MSP, and perhaps also for SNAP, even though his or her initial certification period for SNAP had not yet ended.

Low-income elderly and disabled people need and request more help with SNAP applications; tailored messaging and debunking myths may help. New Mexico opted to use its own State staff to implement the pilot and reported that people in the target population often required help even though the application had been modified to be simpler. Dedicated pilot

workers provided this assistance but they suggested that staff in county offices would not be able to devote much time to helping clients apply. Pennsylvania and Washington relied on contractors with experience in working with the target population to provide help with SNAP applications. All contractors reported that it was essential to have staff with the patience and time to assist people, answer their questions about SNAP eligibility, and help them understand what their benefit level might be and how it could be used. Pilot staff also explained some SNAP facts to people in the target population, such as clarifying that owning a home does not automatically make someone ineligible for SNAP.

Streamlined application processes and more information about the program may spur SNAP applications, but some people still will not want to participate. In Washington and Pennsylvania, survey respondents not participating in SNAP and with no SNAP application experience lacked information about the application process but reported they might apply if the application were simpler or if they had more information about their eligibility. Targeted outreach and application streamlining efforts might be effective in reaching some underserved SNAP nonparticipants, but some groups might not be interested in the program regardless of adjustments to the application process. In both States, survey respondents not participating in SNAP reported significantly better levels of food security on all measures than SNAP participants. All survey respondents otherwise met the pilot criteria of being low income and eligible for other means-tested programs, suggesting that those not enrolled in SNAP generally perceive themselves to have less need for help with food.

I. STUDY BACKGROUND AND OBJECTIVES

Participation in the Supplemental Nutrition Assistance Program (SNAP) remains low among elderly individuals. In 2011, approximately one-half of eligible elderly individuals participated in the program—notably less than the 79 percent of eligible individuals in the general population who participated (Eslami and Cunnyngham 2014). This pattern of low participation is not a recent one: elderly people historically have had lower SNAP participation rates than other groups. Studies conducted during the past three decades (Hollenbeck and Ohls 1984; Bartlett et al. 1992; Ohls and Beebout 1993; Ponza and McConnell 1996; Cody and Ohls 2005; and Zedlewski and Rader 2005) attribute this phenomenon to mobility challenges, misinformation about eligibility rules and application procedures, stigma associated with participating in the program, and a mistaken belief that their SNAP participation would take benefits away from others they perceive as needing them more.

In 2010, the U.S. Department of Agriculture (USDA) Food and Nutrition Service (FNS) funded pilot projects in three States (New Mexico, Pennsylvania, and Washington) to explore the issue of low participation among the elderly. The aim of the pilots was to expand access to SNAP for a narrowly defined group of people who were already seeking to connect to public assistance programs for specific medical costs. The States linked SNAP caseload data to medical assistance program data to identify potentially eligible people who were not yet enrolled in SNAP. The States then worked with these clients to help them access SNAP by (1) assisting them with SNAP applications and/or (2) simplifying enrollment procedures. The pilots focused mainly on reaching elderly clients,[5] (but some also served people with disabilities) who recent applicants to or enrollees in Extra Help or MSP (defined below).

To evaluate the effects of the pilots on SNAP participation, FNS contracted with Mathematica Policy Research to conduct a multiyear, multimode study. This report presents the results of the evaluation: that all three pilot projects led to increases in the percentage of people in the target population who filed any SNAP application, and the percentage who filed an approved SNAP application. The magnitude of the increase was generally small (12 percentage points or less, except that New Mexico experienced a 46 percentage point increase in SNAP applications due to the small size of the pilot), and States' approaches to defining and reaching the target population and the cost for doing so varied greatly. A key point in interpreting the study findings is that the varying size of effects across States, when expressed in percentage point terms, must be understood within their original and small target populations. An alternate way to interpret effects is the number of people affected: in each State, 10 to 13 new people in the pilot counties applied for SNAP each month because of the pilot, and between 3 and 9 of those had their applications approved.

In the remainder of this chapter, we describe the policy context for the evaluation, provide an overview of the pilots, and identify the objectives of the evaluation. Chapter II explains the methods we used to collect and analyze data for the evaluation. We then devote one chapter to each of the pilot projects. With each chapter, we describe the communities and policy environment in which the pilot operated; explain pilot program operations; present the effects of

[5] The pilot projects and the evaluation defined anyone age 60 or older as elderly, in alignment with the SNAP definition for elderly.

each pilot on SNAP applications, participation, denial reasons, and benefit use; explain the accuracy and cost neutrality of the pilots; and calculate the costs of the pilots. We surveyed clients in Pennsylvania and Washington, so those chapters also summarize client experiences with SNAP and the pilots. The report closes with a discussion of findings and themes across the three very different pilot approaches.

A. Policy context

FNS and many State human services agencies have implemented several efforts to improve SNAP participation among vulnerable elderly individuals. For example, Combined Application Projects (CAPs)—which were available in the three pilot States of New Mexico, Pennsylvania, and Washington—streamline application procedures for people who receive Supplemental Security Income (SSI). Earlier pilot projects funded by FNS simplified the SNAP eligibility criteria, offered assistance to SNAP applicants, or provided commodity distribution instead of financial assistance that could be redeemed for food. An evaluation found that SNAP participation among elderly individuals increased under each of these three models (Cody and Ohls 2005). Many low-income elderly individuals and people with disabilities who qualify for public programs that help cover some of their medical costs are also eligible for SNAP. Here, we describe these medical programs and how their eligibility policies align with those under SNAP to introduce how the interplay of these programs creates a context for the pilot projects.

1. Extra Help and MSPs

Two medical programs—Extra Help and the Medicare Savings Program (MSP)—are the focus of the pilot projects. Both programs have tiered levels of assistance based on client need and circumstances (two levels of Extra Help and four MSPs). An understanding of these programs, as well as of Medicare and Medicaid more generally, is helpful for understanding the pilots and their effects.

- **Medicare.** Nearly all Americans who are age 65 and older or who have disabilities recognized by the Social Security Administration (SSA) are eligible for health insurance through Medicare. Health services and medications are provided under three Medicare parts: Part A covers inpatient hospital care, Part B covers a range of outpatient services, and Part D covers prescription drugs.[6] Applications can be submitted online or in person at a local SSA office. Enrollees pay premiums and co-payments. Medicare is administered by the Centers for Medicare & Medicaid Services (CMS) within the U.S. Department of Health and Human Services using funds from two designated trust funds held by the U.S. Treasury.

- **Medicaid.** Certain low-income elderly people and people with disabilities may qualify for Medicaid. Medicaid application procedures and eligibility rules vary by State. Each State determines eligibility (within federal guidelines) based on household income, assets, and other characteristics. State agencies administer this program and share responsibility with the federal government for its costs.

- **Extra Help** is federally funded and administered by CMS. Also known as the Low Income Subsidy (LIS), it provides assistance so eligible individuals can pay for Medicare Part D,

[6] Part C, known as Medicare Advantage, offers private plans that must be at least equivalent to Parts A and B.

including premiums, deductibles, and co-payments. Individuals eligible for both Medicare and Medicaid (including those who qualify for an MSP) are automatically deemed eligible for Extra Help, so they do not have to apply separately. Other people with limited means may submit an application for Extra Help benefits to SSA or to their State Medicaid agency. In 2009, about 12.5 million Medicare beneficiaries were eligible for Extra Help; nearly two-thirds of them were automatically deemed eligible (6.3 million dually eligible for Medicare and Medicaid and 1.8 million MSP recipients). The remaining 4.4 million low-income Medicare beneficiaries could apply for Extra Help on their own (Summer et al. 2010).

- **MSPs** are administered by State Medicaid agencies and the cost of benefits is shared between the federal and State governments. They provide varying levels of assistance to elderly, low-income individuals—depending on their income and resources—in paying for Part A, B, and D premiums. For very low-income individuals, MSPs also pay for deductibles and co-payments. Participants do not qualify for any other benefits provided by State Medicaid agencies, such as long-term services and supports. Individuals who qualify for an MSP are deemed automatically eligible for Extra Help to help with the costs of prescription drugs.

The Medicare Improvements for Patients and Providers Act (MIPPA) requires SSA, beginning in January 2010, to send Extra Help application data to State Medicaid agencies. In turn, the agencies must assess whether Extra Help applicants may also qualify for an MSP. Clients who do not wish to have their information shared may opt out of the data transfer. (Throughout this report, we refer to this information as MIPPA data.) The legislation also aligns certain program rules and eligibility thresholds across Extra Help and MSPs.

2. Relationship of medical programs to SNAP

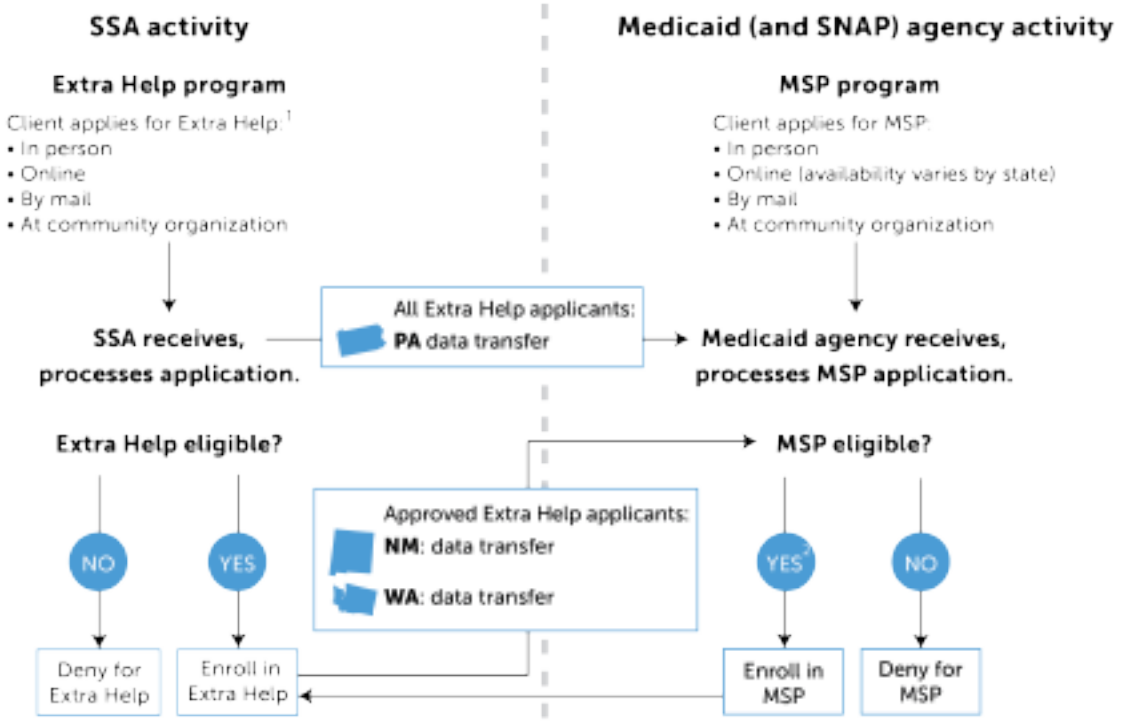
The pilots were based on the premise that data from the MIPPA transfer listing Extra Help applicants, or from each State's own records of current MSP participants, could also identify people who might qualify for SNAP because eligibility for the medical programs, like for SNAP, is means tested. MSP and SNAP eligibility are determined by the same agency in most States (the agency that receives data from the MIPPA transfer), which further supported the feasibility of the pilots. Figure I.1 shows how SSA and Medicaid agencies were processing and sharing application data before the pilots began.

Individuals who apply for an MSP and/or Extra Help can be exposed to SNAP at varying levels aside from the pilot efforts, depending on their application method:

- **Clients may apply for SNAP and MSP at the same location.** Applicants may submit an application for MSP to their State Medicaid agency. The State agency that processes MSP applications may be organized differently from the human services agency that processes SNAP applications, but clients may not notice this during the application stage. In all three pilot States, the same staff determine eligibility for MSP and SNAP (although, in the absence of the pilots, the State does not consider an applicant's eligibility for both programs unless the client applies to both).
- **Clients may apply for Extra Help directly to SSA (online or via paper application) or through a partner that will pass the application to SSA.** Often, in the case of the latter,

applicants work with an outreach partner that offers assistance with completing applications. That organization forwards the applications to SSA. For instance, the National Council on Aging's BenefitsCheckUp® offers an online application tool that links users to SSA benefits; other organizations offer help with completing applications. SSA makes Extra Help data available to State Medicaid agencies due to MIPPA, but the Medicaid agency normally does not determine SNAP eligibility for clients when considering their eligibility for MSPs.

Figure I.1. SSA and Medicaid agency application processing and data sharing



Notes: 1. In one to two percent of cases (Lipson et al. 2007), State Medicaid agencies also accept and process Extra Help applications. Therefore, they already have the application data and will not have to wait for the MIPPA-mandated transfer to receive it.

2. Medicare enrollees who also receive Medicaid or who participate in an MSP are automatically eligible for Extra Help. Because of the focus of the pilot projects, we show only the interaction between Extra Help and the MSP portion of Medicaid-funded services.

Extra Help and MSP eligibility rules align closely with each other due to MIPPA, but they are not perfectly synchronized because States have flexibility to alter certain MSP rules. Both programs have elements that differ from SNAP rules. Understanding two important differences–how each program defines a household unit and what limits the programs use to decide whether applicants qualify based on household income and perhaps resources—is essential for interpreting the effects described in this report.

- **Extra Help and MSP may define a household (and therefore count its income) differently, so the two programs may not agree about whether the same person is eligible for assistance from each program.** The Extra Help application has questions about the applicant, the spouse he or she is living with, and the income and assets of the applicant

and spouse. Spouses can apply for Extra Help on the same application or on separate applications. There are also questions about dependent relatives who live with the applicant and spouse. There are no questions about income or assets of those dependents, and there is no stipulation about the age of the dependent relatives. States may choose how to define households for MSPs, as we will describe in subsequent chapters.

- **Unlike for Extra Help (and sometimes MSPs), people who live in a SNAP household and contribute to its income need not be related to one another.** For SNAP, a household is a group of co-resident people who purchase and prepare food together. Cohabiting couples need not be married to apply together, but cohabiting spouses are automatically counted in the same household. Co-resident children younger than age 22 are automatically included in a SNAP household even if they do not financially depend on their parent(s). The income and assets of everyone in the SNAP household counts when assessing program eligibility. Elderly SNAP applicants who have disabilities may be able to qualify as their own SNAP household, independent of other people with whom they live.
- **Extra Help and MSP have nearly identical, federally set limits regarding the income and assets households may have in order to qualify for assistance.** Both serve clients with household net incomes up to 150 percent of the federal poverty level (FPL).Deductions include a portion of earned and unearned income, and work related expenses for people with disabilities. The asset limit for MSPs is the same as the one used for the most generous level of Extra Help: $6,940 for an individual and $10,410 for a couple in 2012. The two programs use the same asset limit and count the same things toward it.
- **Federal net income limits for SNAP are lower than for Extra Help and MSP, but allow applicants to deduct additional expenses, and States have the flexibility to set higher limits for SNAP.** Federal SNAP rules permit SNAP eligibility for households with gross income less than 130 percent of FPL, but rules in pilot States were higher than federal maximums. Each had exercised the option of broad-based categorical eligibility for SNAP, and in so doing conferred SNAP eligibility on individuals at certain gross income thresholds who received a brochure funded by Temporary Assistance for Needy Families (TANF). The States, however, had different income limits. New Mexico's limit was 165 percent of FPL; Pennsylvania and Washington used a 200 percent FPL limit. Federally, households containing people who are elderly or disabled must have net incomes below 100 percent of FPL to qualify for benefits, and this applied in the pilot States. Especially relevant to the pilot population, medical expenses are among many expenses deducted from income when calculating net income for SNAP.[7] None of the pilot States had a SNAP asset test when the pilots began, because they had flexibility to disregard assets under broad-based categorical eligibility rules; however Pennsylvania's was reinstated while the pilot was operating, as we discuss in the chapter about that pilot.

Though intricate, these differences in policy rules across programs have important implications for how people in the target populations are identified and served by the pilots and how their SNAP eligibility is assessed. Extra Help, MSP, and SNAP define households differently and calculate net income using different deductions. Pilots in New Mexico and

[7] Other deductions include 20 percent of earned income, a standard deduction by household size, and excess shelter and utility costs.

Pennsylvania used Extra Help data from the MIPPA transfer to help determine SNAP eligibility. In New Mexico, people in the target population who applied to SNAP first had to qualify for an MSP before their SNAP case was considered. And, in Washington, they had to be approved for an MSP in order to enter the target population for the SNAP pilot project (they could have applied directly for an MSP regardless of their Extra Help status or have an MSP application opened for them if their Extra Help application was approved). In the next section, we describe each pilot project.

B. Pilot projects

FNS awarded pilot grants to the three States to test the effects of an additional transfer of MIPPA data from a State's Medicaid agency to its SNAP agency to identify elderly individuals who were potentially eligible for SNAP and invite them to apply. Grants in Pennsylvania and Washington supported approximately one year of planning and two years of operational activities. New Mexico's operational period was substantially shorter because the state implemented a new computer system during the planned pilot period and did not wish to spend resources modifying the new system to support the last few months of the pilot. The pilot projects tested three approaches to engaging potentially eligible SNAP nonparticipants in the application process by using data from medical expense assistance programs:

- **Simplified application and deemed information, with standardized benefit levels (New Mexico Human Services Department [HSD], $1,007,573 grant).** New Mexico targeted newly approved Extra Help applicants for SNAP, both elderly people and people with disabilities. New Mexico's pilot used MIPPA data to identify certain newly approved Extra Help applicants residing in 11 pilot counties who were not already participating in SNAP and sent them a combined MSP/SNAP application. The combined MSP/SNAP application was shorter than the single application for either program. Staff used data from the Extra Help application the client filed to pre-populate some of the shortened SNAP and MSP application; the State deemed this information as verified by SSA and did not conduct additional accuracy checks under the pilot. Applicants completed the remaining fields and sent the form to a centralized processing location for eligibility determination. Workers at HSD who were dedicated to the pilot project processed all such applications. People confirmed eligible for an MSP were considered for SNAP. Applicants determined to be SNAP eligible received an Electronic Benefit Transfer (EBT) card with one of four SNAP standardized benefit amounts (depending on income and shelter expenses) and were certified to receive SNAP for 36 months. People denied for SNAP through the pilot could re-apply through the regular process.
- **Outreach and assistance with simplified application and process, and using deemed information (Pennsylvania Department of Public Welfare [DPW], partnering with Benefits Data Trust [BDT], $1,125,127 grant).** Under the pilot, Pennsylvania's SNAP agency used MIPPA data on all elderly Extra Help applicants to identify SNAP nonparticipants in 41 pilot counties who appeared to be eligible for SNAP based on income. (The evaluation studied 10 of these counties.) Those who met the criteria for the pilot target population also were eligible for a simplified application process and could file a shorter SNAP application by telephone. Income and other relevant information from their Extra Help applications were deemed verified for the SNAP eligibility-determination process. The State contracted with a partner organization (BDT) to send outreach mailings to this contact

list, offer SNAP application assistance by telephone to those who qualified for the pilot, and help them submit their application and any additional verification required. County DPW offices determined SNAP eligibility after receiving the application, and they sent eligible individuals an EBT card with the appropriate benefit that they calculated in the same manner as for all SNAP applicants.

- **Targeted outreach, simplified application, and SNAP awareness campaign (Washington Department of Social and Health Services, partnering with People for People and South Sound Outreach Services, $1 million grant).** Washington identified elderly people and people with disabilities who had been recently approved for an MSP but were not receiving SNAP. The State targeted outreach to them, regardless of whether they came to an MSP through the MIPPA data transfer or through applying directly to the Medicaid agency. A contracted service provider in each of two pilot counties mailed SNAP informational materials and a shortened application to people on this target list, and offered information and application assistance. Also in the two counties, the State and its contractors conducted a more general SNAP awareness campaign as part of the pilot, including advertising through local media, participating in resource fairs and other community events, and sending mobile application staff to senior centers and other facilities that offer programs for the elderly.[8]

Each pilot may have reached some people not within its target population. All States filtered current SNAP clients out of their target population, and other people outside the SNAP population in the pilot areas may have been affected directly or indirectly by the pilots. For example, in Washington, the broader outreach activities may have reached more than those included on the list that matched new MSP clients to the active SNAP caseload. The contractor offering pilot services in Pennsylvania also provided SNAP application assistance to people who independently contacted its staff, perhaps having heard of the services from members of the target population. The evaluation focuses specifically on pilot effects on the people in the narrowly defined target populations, not on these spillover effects.

C. Evaluation objectives

The overarching goal of the evaluation was to understand how the pilot programs operated, who they served, how much they cost, and the extent to which they generated any measurable effects on applications, participation, program accuracy, and SNAP benefits. We examined the following nine evaluation objectives and specific research questions under each of these:

- **Objective 1: provide a detailed description of each pilot project.** What was the context in which each pilot operated? What were the intervention activities? Who performed these activities, and where and when did they do so? To whom were the activities targeted, and what were the characteristics of the people in the target groups? Were individuals outside the target population also exposed to aspects of the pilots?
- **Objective 2: describe the processes involved in implementing the pilot projects.** Who developed and operated the pilots? What training and technical assistance was required

[8] The targeted contact list included people with disabilities, but general outreach focused on the elderly population only.

before implementation? What modifications to information systems were necessary? When and how were clients made aware of the pilot initiative?

- **Objective 3: assess the effect of each pilot project on SNAP applications and participation among the target population.** To what extent was the target population identified, engaged with, and enrolled in SNAP? How did applications and participation change between the baseline and pilot periods in the pilot counties, and how did this compare to changes over that period in counties that were not part of pilot programs? For what reasons were target applications denied, and how does this compare to other SNAP applications?
- **Objective 4: assess the effect of each pilot project on SNAP benefits.** How did SNAP benefits change over time in the pilot communities compared with other areas in the States? Did approved SNAP applicants from the target population use their benefits? How did the benefits offered under the pilot differ from the typical SNAP benefit for approved SNAP cases in the target population?
- **Objective 5: assess the costs of each pilot project, including implementation costs and operational costs.** What direct and indirect implementation costs were associated with each pilot? What direct and indirect operational costs were associated with each pilot? How did actual costs compare to the budgeted costs? What contextual factors (such as availability of community resources or in-kind support) associated with the pilot project costs should be considered when deciding whether to sustain or replicate these initiatives?
- **Objective 6: assess the pilot experience among SNAP participants and nonparticipants within the target group.** What impression did target group individuals have of SNAP? Does this impression differ between pilot and non-pilot communities? What motivated or inhibited SNAP application and participation among participants and nonparticipants? To what extent did the availability of the pilot project change participation decisions among the target population? How did the target population in the pilot sites characterize their experiences?
- **Objective 7: assess the effect of each pilot project on SNAP case and payment errors.** Was SNAP accuracy affected by the pilot? What error rates did the pilot sites experience under the demonstration?
- **Objective 8: assess the sustainability, scalability, and replicability of each pilot project.** What plans were in place to continue, expand, replicate, or terminate the pilot? Which aspects of the pilot's context were unique? What rules or waivers would be necessary to sustain or replicate the pilot? What resources would be required to continue or replicate the pilot, and are they available?
- **Objective 9: assess and compare the relative promise of alternative models.** How do the successes, benefits, and challenges of the pilots compare across the three models? How do client and staff impressions compare? What caveats or contextual factors should be considered when comparing across pilot models?

II. DATA AND METHODS

This evaluation is a comprehensive overview of the implementation, operations, and effects of the three pilots. The study used a difference in differences design to calculate program effects, comparing the pilot counties to a group of similar comparison counties in the same States over time. We also examined qualitative data so we could describe the pilot approaches and reactions to them and to provide context for interpreting the effects we calculated.

In this chapter, we describe how we selected comparison counties and collected and analyzed data. A difference in differences design requires a similar comparison condition to contrast with the pilot, so we first explain how we identified similar comparison counties in each evaluation State. We then chronicle how we collected and analyzed data through document review and stakeholder interviews, State administrative records extracts, SNAP records for a sample of approved pilot cases, and client surveys.

A. Selecting comparison sites

We compiled county-level characteristics and consulted with State staff to select the best available comparison counties. High similarity between comparison sites and their corresponding pilot sites heightened confidence that the effects we observe could not be explained by already-existing differences between them. To rule out, or at least account for, such differences, we selected comparison counties and collected baseline data for pilot counties and comparison counties before the pilot period began.

Our team assessed the similarity of every county in each evaluation State to each of the pilot counties in that State by using an index we developed. The index calculated similarity based on county-level demographic and economic characteristics taken from the American Community Survey (ACS), National Center for Health Statistics (NCHS), and Census Bureau. For example, we examined similarity on urbanicity, number of households with an elderly member, number of seniors living in poverty, and the percentage of households in the county that have someone 60 years old or older participating in SNAP. Where relevant for a specific State's target population, we also examined additional demographic variables, such as Native American tribal presence (especially relevant to New Mexico and Washington). Table II.1 summarizes some similarity index variables, and Appendix A provides more detail about the assessment by pilot county. If we could not identify a single county as a satisfactory comparison county, we grouped small sets of counties together.

We supplemented the results of the similarity index with additional data about the number of senior centers, local assistance offices, and Area Agencies on Aging offices in the pilot and comparison counties. That allowed us to confirm the validity of comparisons or to select the best comparison among a group of otherwise equal choices. We then spoke with SNAP staff in each State to gather additional information and their opinions about similarities or differences in local contexts and about the comparability of proposed pilot and comparison sites with respect to SNAP policies and procedures. As the evaluation progressed, we confirmed the validity of the pairings through telephone interviews with officials from pilot and comparison counties. These conversations focused on questions tailored to the circumstances of each State and county, and we used them to document any changes in county SNAP outreach efforts, availability of

community services, and economic conditions. Our confidence in the validity of the selected comparison counties was generally high. There were, however, some contextual differences in certain counties, and we present those in the chapters that focus on individual States.

Table II.1. Selected similarity index variables, by State

Pilot county(ies)	Comparison county(ies)	Number of households with members age 60+		2006 NCHS urban-rural category average		65+ poverty rate		Percentage of households with member age 60+ participating in SNAP	
		Pilot	Comp.	Pilot	Comp.	Pilot	Comp.	Pilot	Comp.
New Mexico									
Colfax, Harding, Mora, Union	Guadalupe, Quay	4,087	2,318	6	6	16.2	20.3	6.2	5.4
San Miguel, Taos, Rio Arriba	Chaves, Socorro	13,291	10,582	5	6	20.1	15.9	7.7	9.7
San Juan	Cibola, McKinley	11,366	9,115	4	5	19.4	25.4	3.4	7.3
Santa Fe	Dona Ana	19,357	21,263	4	4	9.0	14.5	3.8	7.7
Sandoval	Valencia, Socorro	12,784	10,055	3	4	11.2	13.1	4.8	8.5
Pennsylvania									
Cambria	Schuylkill	24,707	24,325	4	5	9.5	11	5.5	5.2
Crawford	Mercer	13,416	18,057	5	3	8.2	7	7	5.9
Elk	McKean	5,178	6,293	5	5	7	8.6	2.1	6.2
Franklin	Adams	20,058	12,868	5	4	6.5	6.9	2.9	2.9
Huntingdon	McKean	6,406	6,293	5	5	10.2	8.6	6	6.2
Indiana	Venango	12,546	8,516	5	5	8.1	8.7	4.7	7.3
Lackawanna	Luzerne	34,671	51,624	3	3	10.5	10.5	6	6.6
Snyder	Union	4,876	5,248	5	5	10.4	8.1	4	4
Wayne	Carbon	8,662	9,810	6	3	8.4	7	3.8	5
Wyoming	Carbon	4,194	9,810	3	3	9.4	7	5.4	5
Washington									
Pierce	Snohomish	80,654	66,468	2	2	8.9	7.7	7.4	6.6
Yakima	Franklin, Grays Harbor	24,233	15,799	4	4.5	12.7	11.8	10.2	12.2

Sources: The NCHS urban-rural codes: 1-large central metro, 2-large fringe metro, 3-medium metro, 4-small metro, 5-micropolitan (nonmetro), and 6-noncore (nonmetro); 2005–2009 ACS.

B. Collecting and analyzing data

Answering the research questions for this evaluation required qualitative and quantitative data. We drew on several sources to document the implementation, operations, and costs of the pilot. These included document review and discussions with State SNAP and MSP policy staff, local SNAP agency staff, and any contractor or partner organizations involved in pilot implementation. Our analysis of implementation and operations included a focus on pilot costs. To clearly define and describe the target population and to measure the effect of the pilot on this group's SNAP application, enrollment, and benefit usage, we assembled administrative data on Extra Help and MSP applications, SNAP applications and participation, and usage of EBT cards. We asked States to provide detailed quality control (QC)-like and cost neutrality reviews on a sample of cases, and we compiled those results. Finally, we assessed clients' experiences with SNAP generally and with the pilot specifically by conducting a survey.

1. Documenting pilot implementation, operations, and cost

We interviewed State, local, and contractor staff involved in the pilot project to understand the context in which the pilots operated and any changes that occurred during the pilot period. Approximately one month before the pilot began in each State and three months after it ended, we conducted telephone interviews (in the pilot and comparison counties in each State) with staff from the SNAP agency, key pilot partners, and local organizations that work on elderly or nutrition concerns. During the first interviews, we discussed the context for the pilot. The final interviews focused on whether any changes—with respect to policies and procedures in each State, demographic and labor market factors, and county program administration—had occurred. We documented the environment in which the pilot operated and assessed whether that was similar to the comparison counties.

Between the two rounds of telephone interviews in each State, a pair of researchers conducted two multi-day site visits. Each visit consisted of face-to-face interviews with key State staff and relevant pilot and SNAP operational staff in each pilot county. The first visit, one or two months after pilot activities began, focused on first impressions of the pilot and information about implementation activities and early outcomes. During a second visit, about one year into pilot operations, we collected information on pilot operations, costs, and early impressions of lessons learned and sustainability. Regular communication between Mathematica and liaisons in each State also allowed us to document the specific timing of developments as they emerged.

We summarized the qualitative information across all respondents and documents for each round of interviews in each State. Information was derived from notes taken during telephone interviews; notes taken during site visits; policy documents; and pilot materials, such as outreach presentations, notices, and applications. We followed up with respondents and compared data sources to resolve discrepancies and confirm details. We also compiled and reviewed documents about pilot implementation and operations, including copies of pilot-specific SNAP applications, policy guidance to State staff, and quarterly reports the States filed with FNS. This information helped us to construct diagrams and plot time lines of pilot procedures so we could visualize and confirm our understanding of the process.

A main topic of interviews and follow-up questions was the cost of the projects. Specifically, we asked contacts in each State to report the labor and direct costs associated with each pilot activity at each time point. When specific costs were not available or not recorded, we asked staff to estimate the time associated with an activity, consulting timesheets when possible. We multiplied that by the associated labor rate. Through interviews with all relevant staff, we gathered supplementary information to help us sort labor hours into specific pilot program functions and estimate unrecorded time spent on various components. We translated staff time into dollars, using the actual salary and fringe ranges for relevant staff or the midpoint of the relevant job categories when actual rates were unavailable.[9] Respondents also reported other direct costs, such as travel; purchased equipment; office computers, communications, and support; and vendor or partner payments. When possible, we supplemented or confirmed the cost information that staff reported with documents the States used to track their costs.

Our goal was to estimate—from the perspective of each State—the administrative costs of implementing and operating the pilot. Therefore, we did not include the cost of any SNAP benefits for new SNAP clients under the pilot. We also excluded:

- **Pre-grant design activities.** We excluded time spent writing the grant application, establishing relationships with proposed subcontractors, or liaising with other State agencies to prepare the grant application.
- **Pre-existing infrastructure and tools.** Two of the three pilot programs relied on infrastructure (such as call centers) or tools (such as online applications) that were in place before the grant was awarded. (The costs of adding features to existing infrastructure to support the pilot, however, were included.) We excluded existing infrastructure and tools because: (1) obtaining cost data would have been difficult because sites developed the infrastructure and tools in the relatively distant past, and (2) States developed these features for purposes unrelated to the pilot and would have incurred the costs to build them regardless. States interested in replicating such pilots would need similar infrastructure (existing or newly developed) to mirror the infrastructure environments in which these pilots operated.
- **Evaluation costs**. We typically excluded evaluation-specific costs (for instance, State staff or contractor labor hours spent to provide administrative data for our analysis or to participate in our site visits). We included other costs associated with grant management and oversight, such as reporting to FNS and participating in grantee meetings, because we believe that any replication effort might require some project management.

[9] Labor estimates exclude indirect and overhead costs because it would be difficult to measure such costs consistently across sites. However, they are included in analyses for two States as separate line items.

In the chapter for each State, we report the costs of the pilot overall, of each program component, and, if applicable, by organization (public agency or contractor). We divided the analysis into implementation and operational costs. Implementation costs are start-up expenses necessary to begin serving clients or to implement a program component. This category of costs generally includes such activities as planning and policy development, hiring and training staff, purchasing equipment, system programming, and designing and producing outreach materials and other documents. Operational costs are the recurring expenses for running the pilot. We calculate operational costs per person in the target population in each State.[10]

2. Pilot outcomes and effects

Each State provided several Statewide administrative data files that covered some months before the pilot started and after it ended for the purposes of evaluation. The data included information from the Extra Help[11] or MSP applications that the State used to identify the target population. Pilot activities were triggered by a person's application for Extra Help (in New Mexico and Pennsylvania) or MSP (in Washington). We call both of them medical program applications in this chapter for ease of reference. State-provided files also included SNAP data on applicants and participants. EBT usage data for the target group (available from two of the States only for the pilot counties or for the pilot period) helped us track how quickly target people who applied for SNAP and were approved subsequently used their benefits. We did not assess how, where, or how frequently they used these benefits. This chapter provides an overview of our approach, and additional technical details appear in Appendix B.

It is important to note that the data from the States did not allow us to distinguish pilot-specific SNAP applications from any other SNAP applications filed by target-population individuals in pilot counties. That is, if a person filed a shortened, specialized, or pre-filled SNAP application, the SNAP data did not identify that applicant as being different from any other. Therefore, any effects we calculated about SNAP behavior were for SNAP overall, but included pilot-specific SNAP applications for people applying during the pilot period in pilot counties. Given the breadth of some of the pilots, which assisted people with both pilot-specific and regular SNAP applications (especially in Pennsylvania and Washington), this is a strength rather than a limitation. That is, we are able to track whether clients applied for and enrolled in SNAP at all rather than being limited to only examining their pilot-specific SNAP applications.

States were not required to track SNAP outcomes for the target population during the study period, but they often did track some aspect for their own purposes and they were willing to share with us whatever was collected. We used these data to confirm our understanding of how the State identified its target population and to confirm our findings.

[10] Where relevant, this calculation included those who were served by the pilot in counties we excluded from the impact portion of the evaluation, because the operational costs went towards serving these people.

[11] States received the Extra Help application data as a transfer under MIPPA and passed that information to us for the evaluation.

Defining the baseline and pilot periods. The length of the baseline and pilot periods varied by State (Table II.2). Generally, States sent us data starting about one year before they expected the pilot activities would begin. The baseline period began three months after the first month included in the SNAP data file the State sent us (described below). The baseline period always ended on the day before the first pilot medical program application in each State. Then, we defined the start of the pilot as the first date that a medical program application in a pilot county could have been affected by the pilot.[12] The length of the pilot period was determined by the States. We also examined SNAP data for four months after pilots ended to see whether the people the pilots touched near the end of the period eventually applied for, or were approved for, SNAP.

Table II.2. Baseline and pilot periods in each study State

State	Baseline period	Baseline months	Pilot period for medical program applications touched by pilot	Pilot months
New Mexico	November 1, 2010–June 30,2011	8	July 1, 2011– November 30, 2012	17
Pennsylvania	April 1, 2010–September 30, 2010	6	October 1, 2010– September 13, 2013	35.5
Washington	January 1, 2011–June 30, 2011	6	July 1, 2011–August 30, 2013	26

Creating a single file at the person level. We compiled three data types (medical program, SNAP, and EBT usage) into a single analysis file for each State, with one record for each person because medical program applications occur at the person level, although SNAP applications are at the household level. People may apply for the medical program or SNAP more than once over several years, but most interesting for the evaluation is whether a person applied to SNAP after his or her medical program application, and whether that person was already a SNAP client in the relatively recent past. Therefore, we focused the analysis on the first medical program application during the pilot period (or the last one in the baseline period if the person did not apply during the pilot period) to maximize our ability to observe SNAP activities on both sides of an individual's medical program application. If two people within a household both appeared in the target population as Extra Help or MSP applicants, we counted them separately.

Identifying and describing the target population. Each State served a group that met specific criteria. Repeated clarifications and cross-checking of the definitions States used to identify the target groups against the administrative data allowed us to identify the same group of people. By applying the same criteria to earlier time periods and comparison counties, we also identified target-like individuals in the comparison counties in both time periods and during the baseline period in the pilot counties. We used data collected from the medical program applications to specifically describe the characteristics of the target population. These data included a limited set of characteristics—age, gender, marital status, and household income—of people in the target populations in pilot and comparison counties, and during both times.

[12] Each State began its pilot activities after this earliest medical application date—ranging from six weeks later in New Mexico to one year later in Pennsylvania, and reached an especially large group during the first round of attempted contacts of people on the targeted list.

Counting the target population. We first applied the same criteria each State used when developing its contact list, then refined the definition slightly. In each State, the criteria included filing a medical program application and not currently participating in SNAP. (States also filtered according to other criteria, such as household income or composition, or included only people approved for the medical program.) After applying the State filters, we also filtered out anyone who had applied for or participated in SNAP during the three months before his or her medical program application, even if that person was not participating in SNAP when making application for Extra Help or MSP. This allowed us to reduce the concern that people applying to SNAP might simply be churning onto and off benefits, regardless of the pilot activities, because the available data did not otherwise identify which SNAP applicants were re-enrolling after a short break in program participation. The difference in differences design should account for this if the pilots don't affect "churners" in a different way than other people in the target population, but we cannot know for certain whether this group will behave differently. Therefore, we focus our analysis on the results for new SNAP clients.[13]

Calculating effects on SNAP applications and approvals. The effect of the pilot on the percentage of people who applied for SNAP, and the percentage who applied and were approved, were the outcomes of greatest interest for the evaluation. With the difference in differences design, these effects are the change in the outcome between the baseline period and the pilot period in the pilot counties, net of the change in that outcome in the comparison counties over that same time period. The outcomes may also depend on someone's demographic characteristics and household composition. To confirm our findings, we adjusted the effects we calculated to account for these characteristics.[14]

We focused the analysis on target population people who applied to SNAP within 90 days of their medical program application. Some time elapses between a person's medical program application, and any potential SNAP application, during which they are entered onto a targeted contact list, interact with the pilot project in some way, and prepare and file their SNAP application. We chose this threshold in order to balance waiting some time for target population people to apply against waiting too long and risking counting SNAP applications that were likely too long after pilot activities occurred to have been influenced by the pilot. If relevant to a State's pilot, we also examined other time periods (such as one year in Pennsylvania) to see if results changed. We describe these additional sensitivity tests in the State chapters. The effect of the pilot on people who applied to SNAP and were approved can help us understand how well the pilot approaches may be defining a list of people who are eligible for SNAP. To explore this further, we also examined SNAP denial reasons among target population cases that applied.

Calculating effects on SNAP benefit sizes and EBT usage. For people in the target population who applied to SNAP within 90 days of their medical program application and were approved, we also examined the size of the SNAP benefit and whether the EBT card issued was used. We translated the SNAP benefit into the monthly benefit per person in the household. States reported that Extra Help and MSP clients often apply with spouses, and we did not want to

[13] Appendix tables C.1.3 (New Mexico), C.2.2 (Pennsylvania), and C.3.2 (Washington) present effect calculations for the entire target population, disregarding this issue of churners. The conclusions are unchanged.

[14] The main effects that are the focus of the evaluation and that are presented in the report were largely unchanged even after making these adjustments. To confirm this, we present the adjusted effects in Appendix C.

double count the benefits issued to a household in which both members of the couple were in the target population. To evaluate EBT usage, we asked States to provide data about the date that an EBT card was first used by a target-population person or by someone in that household. We assessed whether the card was used within 90 days or 180 days of the case being approved for SNAP to check whether the target people enrolled in SNAP via the pilot decided to use those benefits to purchase food. The only State able to provide this for pilot and comparison counties for both time periods was Pennsylvania, so we calculated the effect in percentage point terms for that State. For the two other States, we simply provide the percentages that are available (for the pilot cases in the pilot period only in New Mexico, and, in Washington, for cases in pilot and comparison counties during pilot period).

Our approach to calculating effects had some limitations. First, the pilots operated in different contexts, so we cannot be certain that the effects we observed in them would be observed if the pilots were replicated. Second, we do not know which aspect or aspects of each pilot project explains the effects we observe.

3. Error analysis and cost neutrality

The pilot projects modified SNAP application procedures and (in New Mexico and Pennsylvania) benefit calculation rules, so we undertook two additional types of benefit analysis: (1) QC-like reviews for eligibility and benefit errors, and (2) cost neutrality of pilot benefits as compared to regular SNAP. We did not do cost neutrality analysis in Washington, where the pilot SNAP application process was very similar to the regular application process.

We requested that each grantee collect data using forms similar to the FNS-380, which is used to collect data for FNS' QC reviews that determine the official State error rates each year. We asked States to use slightly modified FNS-380 forms to report data for a sample of households that were enrolled in SNAP through the pilots. (We did not assess the accuracy for households that were denied benefits.) We provided each grantee with forms and an accompanying spreadsheet to collect and record the data. Reviews are slightly different for determining errors and calculating cost neutrality, so we provided different forms for each. For example, in Pennsylvania, where income information from the Extra Help application was assumed to be verified and did not need to be checked again, we asked the State to provide the income as reported on the Extra Help application. However, for the cost neutrality review, which assesses whether the benefits approved under the pilot were higher, lower, or about the same as they would have been for the same case under regular SNAP rules, we asked for incomes that had been verified in the same way the SNAP office would normally conduct such verifications. We requested a sample of a specific size from each State based on the projected size of its pilot population. States were directed to conduct the reviews in a manner similar to their regular QC process, except that they could conduct the reviews by telephone. We allowed them to use the same cases for the QC and cost neutrality reviews as long as they collected all the data required to do both types of reviews.

The case error analysis (QC-like reviews) was similar to that used in FNS' QC reviews for calculating the official State case error rates each year, and the cost neutrality analysis is the same as that used for SSI CAP and other pilot projects to ensure that costs of benefits under the pilot remain similar, on average, to what costs would be under normal program rules. The case error rate is the number of errors found divided by the number of sample cases. We used the

information States provided to determine the SNAP benefit using pilot rules and identified any errors. For New Mexico, for example, we used the income, medical expenses, and shelter expenses to determine the standardized benefit. If the benefit we calculated was not within $50 of the benefit issued, as per federal rules in place at the time of the pilots, we counted this as an error. We present the results separately by year for each pilot because the point of comparison for the QC-like analyses (the State error rate in the general population) is calculated annually.

One concern related to verifying accuracy is that errors can occur during verification, creating an error that was not actually present. Mathematica regularly cleans and edits data from the official QC data in all States. If we found an error between our benefit calculation and the issued benefit, we carefully reviewed the data using the same types of procedures and assumptions we use to clean and edit the QC data. See Appendix B for more information.

For the reviews of cost neutrality, we used the cases States provided to calculate the benefit under normal program rules.[15] In New Mexico, for example, we used the benefit calculation for its regular program and disregarded the standardized benefit calculation. We then totaled the benefits issued in the pilot under pilot rules for all households in the sample and divided this by the total benefits that would have been issued under normal program rules to the same sample households. A cost neutral program has a ratio of 1.0. (That is, if total benefits issued under the pilot were greater than the total benefits this sample would have been issued under regular SNAP rules the ratio is larger than 1.0, and vice versa if benefits under the pilot were smaller than they would have been under regular program rules.)

4. Soliciting feedback on client experiences

We assessed client experiences with the pilot and with SNAP in general as part of the evaluation. People meeting the definition for the target group reported their experiences in a telephone survey of all target population members from certain months in pilot counties and comparison counties conducted during the second year of pilot operations. There was no survey in New Mexico because the pilot in that State ended earlier than planned and before the survey was approved to begin. We also recorded client impressions related to us by staff.

[15] The Food and Nutrition Act of 2008, as amended requires that demonstration projects have no more than 5 percent of SNAP-participating households in the State receive a SNAP benefit that is 20 percent less than what they would have received under normal program rules. Because this requirement applies to all households in the State, and the number of people in the pilots is small in comparison to the State caseload (already less than 5 percent), the pilots automatically meet this rule.

For the client survey, we contacted all members of the target population, regardless of their SNAP status,[16] in February through November 2013. All interviews were completed by trained interviewers using Computer Assisted Telephone Interviewing (CATI). Each respondent to the 20 minute survey received $25. Topics for the survey included the following: reasons for applying for SNAP, experiences with the SNAP application process, SNAP participation experience, knowledge of SNAP, reasons for not applying to SNAP, experiences with the pilot, demographics, and household food security. Respondents were routed past sections that did not apply to their situation.

The total number of survey respondents was 2,406 SNAP participants and nonparticipants within the target population, in both pilot and comparison counties (679 respondents in Pennsylvania and 1,727 in Washington). We descriptively report their experiences with SNAP and (for those in pilot counties) with the pilot. To minimize bias, the survey analysis incorporates weights for nonresponse, as described in Appendix B. We report results separately by State.

Where possible, we compared experiences across groups using t-tests or chi square tests to examine whether the differences we observe were likely to have occurred by chance. We could not report some comparisons of interest (such as the experience of SNAP participants versus nonparticipants within pilot counties) without jeopardizing the confidentiality of respondents, due to small group sizes.

[16] Those who were already approved for SNAP would not have been reached by the pilot, but we were not confident we would have enough respondents to compare the experiences of SNAP participants and nonparticipants without including this group in the survey.

III. NEW MEXICO: SIMPLIFIED APPLICATION AND DEEMED INFORMATION WITH STANDARDIZED BENEFIT LEVELS

New Mexico had the second-highest poverty rate in the nation in 2010 and a high percentage of the individuals living in poverty were elderly or disabled (Bishaw 2012). The State implemented the pilot to try to connect more of them to SNAP. The pilot streamlined application procedures and offered a standardized SNAP benefit to certain clients: MSP-eligible elderly or disabled adults approved for Extra Help and living alone or with a spouse in a household with no earned income. The grantee (the Income Support Division within New Mexico's HSD) identified the pilot population from within the daily list of newly approved Extra Help applicants that SSA provided under MIPPA. HSD sent a shortened and combined MSP and SNAP application directly to the pilot population from August 2011 through November 2012. People who completed and returned the application were considered first for MSP, and, if approved, for a standardized SNAP benefit.

The target population in New Mexico included only 349 individuals in the pilot counties throughout the pilot period, and we found that a sizable share of those applied for SNAP and were approved for benefits. After describing the pilot in this chapter, we discuss the results in more detail, but provide a preview here for readers. Although the effects were large in percentage terms (applications increased by 46 percentage points and participation increased by 12 percentage points), only three people enrolled in SNAP in an average pilot month who we assume would otherwise be a nonparticipant.[17] The pilot had lower expenditures than budgeted. Among people who were approved for benefits under the pilot, the case error rate was no different from the State's overall rate, but the benefits issued were higher than they would have been under the normal SNAP program. The pilot project shows promise for replication in other States that are seeking to identify and provide SNAP benefits to a targeted group of high-need clients. The average operational cost per person touched by the pilot was approximately $462; this was the cost to serve not only new SNAP participants but also those people in the target population who did not enroll in SNAP and those who chose not to apply.

A. State context and program administration

The New Mexico pilot operated in 11 of the State's 33 counties. Eight counties with similar compositions and contexts formed a comparison group for the 10 counties that we included in the evaluation.[18] Here, we provide a brief overview of the pilot and comparison counties and describe the policies and procedures that exist at county HSD offices independent of the pilot. Although the main focus is SNAP, we also discuss MSP policy. Because of MIPPA requirements, recently approved MSP cases are automatically approved for Extra Help and would then arrive at HSD again as part of the MIPPA data transfer. These would be considered under the pilot. Also, the pilot required that target population people applying for SNAP first be

[17] As we describe later in the chapter, additional people enrolled under the original standardized benefit rules, but when these rules were adjusted a year after the pilot began, some of those initial cases were denied SNAP under the new rules.

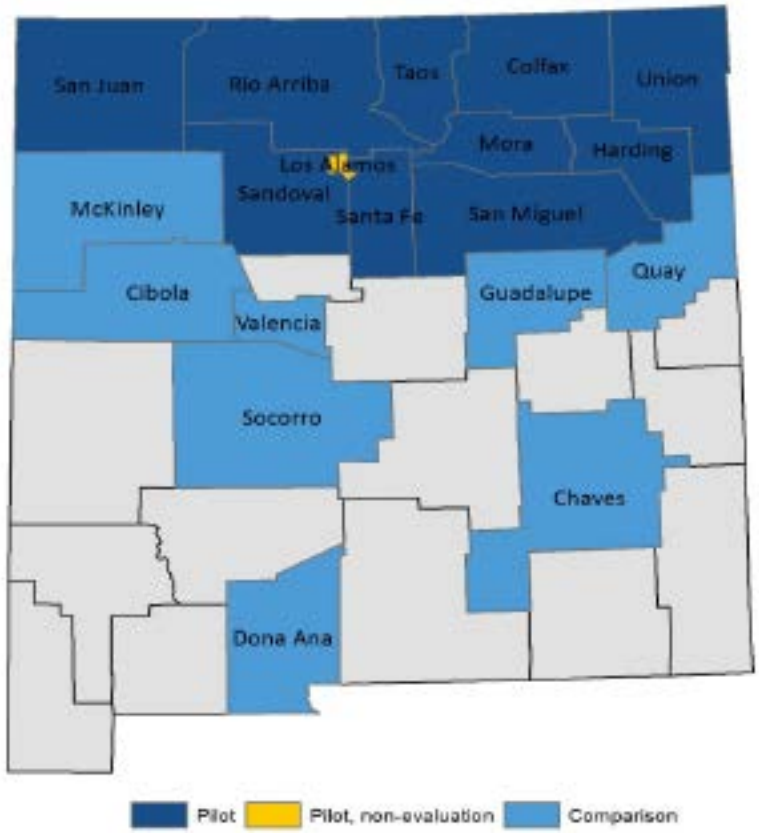
[18] Los Alamos County (a pilot county) was too dissimilar from other counties demographically for us to identify a suitable comparison site. During the entire pilot period, however, no one from Los Alamos County was in the target population.

approved for MSP. We found no suggestion that any other factor (such as outreach, policies, or demographic changes) might be motivating people in the pilot counties to have different behavior than comparison county people with respect to SNAP.

1. Pilot and comparison county characteristics

HSD selected the northern region of the State as an area of focus for the pilot (Figure III.1) because it had easier access to county offices and HSD headquarters. The pilot counties represent urban and rural areas and contain a cross-section of the population of the State (including its Native American and Spanish-speaking populations). The northern counties differ, however, from many of the southern counties in some ways: the southern counties tend to be (1) more rural, (2) more affected by transportation barriers, (3) home to fewer generational Spanish speakers, and (4) more transient. Therefore, like pilot counties, comparison counties are generally concentrated in the northern part of New Mexico.

Figure III.1. New Mexico pilot and comparison counties



HSD State and county offices conducted little SNAP outreach statewide before or during the pilot period. During our site visits, some county office directors mentioned attending local events (such as community health fairs) or networking with other providers (such as Head Start facilities), but these efforts were infrequent. HSD also did not conduct any specific outreach for MSP. New Mexico's Department of Aging and Long Term Services had an outreach unit with staff stationed around the State, and that department provided outreach related to medical programs to elderly individuals. During events they organized at senior centers, staff and

volunteers helped elderly individuals complete applications for all HSD programs (including SNAP and MSP). The staff collected applications to submit to HSD, and a single office processed all submitted applications. This effort was implemented uniformly across the State, so it did not jeopardize the validity of the evaluation design (though it may have reduced the size of the target population in both pilot and comparison counties by enrolling them in SNAP).

2. Procedures and policies

Procedures and policies for SNAP and MSP generally were uniform across the State before and during the study period. HSD county offices handled nearly all SNAP and MSP applications. (There was one exception: a centralized unit handled all applications for the State's Combined Application Project [CAP], under a waiver that allows HSD to target SSI recipients and give them a simplified SNAP application and a standardized SNAP benefit.) Clients took applications to the county offices or mailed them (New Mexico had no online application).

In 2008, HSD changed its case-processing approach from a caseworker model (in which each household had a designated caseworker), to a process model (in which all staff have responsibility for specific tasks on every case). The State offered guidelines for the process model but gave county offices some flexibility to account for local variation. The new process was phased in across the State over time, and about half of the study counties had transitioned to the process model when the pilot began. All of the offices across the State had implemented the process model by one year after the pilot started (the difference in differences design of the evaluation adjusts for changes over time that, like this, occurred in both pilot and comparison sites). Implementing the new model did not affect how pilot cases were processed because centralized pilot staff handled all of those cases.

Policies in place statewide included the following:

- **MSP policies.** States have the flexibility to define countable household members for MSP. The MSP application in New Mexico contains questions about the applicant, spouse, and any co-resident children younger than 18 years old, and questions about income for all of these people. The application also contains questions about assets held by the applicant and spouse (but not children). There is no stipulation that the spouse must live with the applicant, and unrelated adults who reside with the applicant are not counted as part of the household or its income. At some offices, staff conducted an eligibility interview, but State policy did not require an interview. MSP clients were certified as eligible for 12 months.
- **SNAP policies.** New Mexico has broad-based categorical eligibility for SNAP: anyone applying for SNAP with gross income under 165 percent of FPL receives a brochure funded by TANF and is thereby categorically eligible for SNAP.[19] HSD staff interviewed SNAP applicants in person or on the telephone, though in December 2011 (four months after the pilot began) the State received a waiver to postpone eligibility interviews for expedited cases. Also, HSD encouraged counties to offer hardship exemptions for intake interviews when appropriate, therefore many such interviews occur by telephone. The usual certification period for SNAP is 24 months for elderly and disabled clients, and these clients must file interim reports annually. HSD supplements SNAP benefits for some elderly or

[19] Failure to meet other eligibility requirements may make these households ineligible for SNAP.

disabled clients. Through a legislatively mandated appropriation, the State provided a supplement to increase the monthly benefit for households containing only elderly or disabled members to $25 if the SNAP calculation was less than $25.

B. Pilot implementation and operations

New Mexico modeled the pilot project after its CAP, which was implemented in 2007 and offered eligible SSI recipients standardized benefits and a 36-month certification period. The New Mexico pilot offered a streamlined application procedure and a standardized benefit (similar to the CAP), but it targeted recently approved Extra Help clients who were not already receiving SNAP and who met some other eligibility criteria. From August 15, 2011, through November 30, 2012, HSD contacted the clients and offered them the opportunity to apply using a combined, shortened application for MSP and SNAP. Those approved for SNAP received an EBT card loaded with a standardized benefit by mail, eliminating the need to visit an office or complete an interview. (During the pilot, HSD revised the initial standardized benefit amounts and created a new methodology for calculating those benefits.) Eventually, because the State transitioned to a new eligibility system, HSD decided not to use its limited programming and staff resources to incorporate the pilot policies into the new system. The State opted to end the program early. New Mexico stopped processing pilot program applications on December 1, 2012, and in April 2013 it began converting pilot cases to regular SNAP (that is, changing pilot program participant benefits to amounts based on the regular SNAP benefit calculation and reverting the certification period to 24 months). HSD closed all pilot cases by May 1, 2013, and converted some of these clients to regular SNAP, as we discuss in part 4 of this section.

1. Pilot policies

To support the pilot, HSD developed several SNAP policies (Table III.1), and received approval for them from FNS in July 2011. Specifically, HSD was allowed to use data from approved Extra Help applications to determine SNAP eligibility without additional verification (thereby skipping a client interview for SNAP), and to provide a 36-month certification period for benefits (versus the 24-month certification period for regular SNAP). HSD also was allowed to define a SNAP household as just one person and his or her spouse, even if other people resided there without being dependents of the client(s). This meant HSD required information only about the person or couple to determine income eligibility and the SNAP allotment, so HSD could use the MIPPA data (which included only these people and not others in the same residence) for this purpose. HSD also implemented a four-tier standardized benefit policy, described in more detail below.

HSD then altered the standardized benefit levels approximately one year after the pilot began. After examining some caseload data from the first quarter of the pilot, HSD was concerned it would not meet the pilot's cost neutrality requirement because it noticed some households were receiving much larger benefits than they would have received under regular SNAP. In consultation with Mathematica, HSD revised the benefit levels and the procedures for determining pilot benefits. HSD introduced a net income test that limited single person households to $1,055 and two-person households to $1,373 in monthly income in order to

qualify for the benefit.[20] Figure III.2 illustrates the original and revised standardized benefit amounts for the pilot. The new procedures considered the household's adjusted income (AI) instead of gross income [21] and the household's ratio of shelter expenses to adjusted income instead of shelter expenses alone. The new standardized benefit levels reduced the bottom two and the top levels (to $16 and $75 at the bottom and $240 at the top); the $180 level was unchanged. Further, although regular SNAP cases eligible for $16 received a State-funded supplement of $9, pilot SNAP cases receiving the $16 standardized benefit did not.

The standardized benefit change took several months to implement and resulted in changes to many existing cases. The new SNAP benefits became effective for all pilot SNAP cases (those already approved for SNAP and those first applying) on October 1, 2012.[22] The State's computer system generated automatic notices for each client whose benefit level changed. HSD reported that of the 92 cases on the pilot at that time, 39 were closed due to being over the income limit, 18 qualified for a higher standardized benefit, and 19 were eligible for a lower standardized benefit. About 75 percent of the individuals who received notices contacted the pilot staff. Several participants whose cases were closed filed for a hearing.

Table III.1. SNAP policy waivers for New Mexico pilot

Policy changed	Explanation
Household definition	Allowed eligibility workers to determine SNAP eligibility for one- and two-person households separately from others living in the home, as long as they had no dependents living in the household.
Standardized benefit	Provided clients with one of four standardized benefit levels instead of calculating benefits based on income, expenses, and maximum benefit levels by household size.
Application process/filing an application	Individuals who met pilot project criteria received a shortened, pre-populated (with Extra Help data) application for MSP and SNAP along with an invitation to apply. The SNAP portion of the application would not be considered until the applicant was approved for MSP. Applicants who were denied for MSP were denied for pilot SNAP (but could apply as regular SNAP applicants).
Interview and verification	HSD deemed any information on the approved Extra Help application as verified for determining SNAP eligibility under the pilot (instead of requiring documentation). Moreover, the State eliminated the eligibility interview requirement. All applicants were offered an interview before denial, however, to determine if additional information would change the determination of their SNAP case.
Certification period	The certification period increased from 24 to 36 months. However, MSP clients recertified every 12 months, and any information collected during that process was applied to the SNAP case and could change their eligibility for SNAP. By definition, all pilot SNAP clients were also MSP clients.

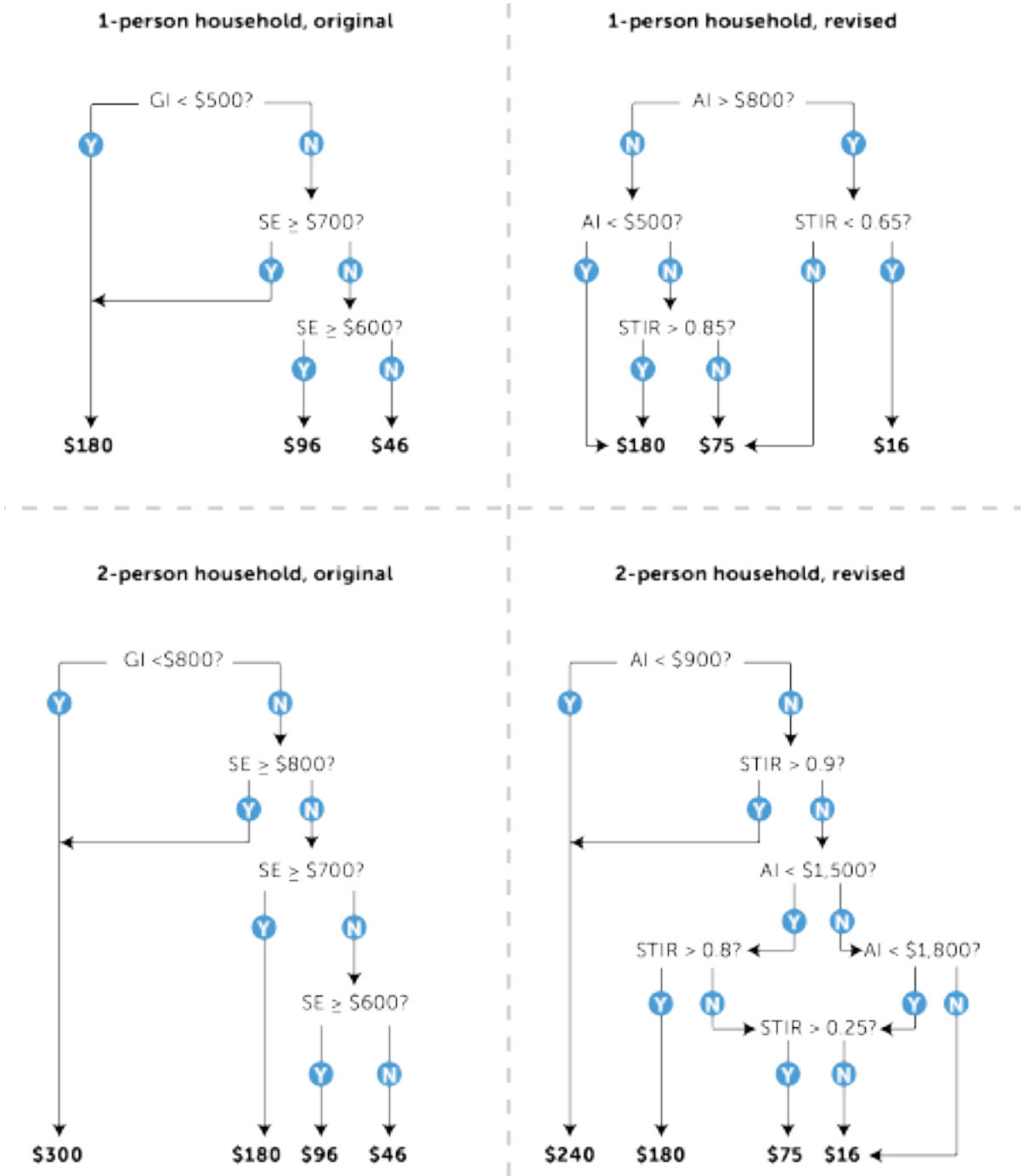
Source: Information reported to Mathematica by New Mexico HSD.

[20] The revised calculations include an initial net income test equal to "AI-(shelter plus utilities - 0.4*AI) < Eligibility Threshold," where the eligibility threshold equals the net income threshold plus deductions for the family size.

[21] AI equals gross income countable under normal program minus the medical deduction allowable under normal program rules.

[22] HSD first made the policy change effective July 1, 2012; however, the State found that the notice of the policy change contained incorrect language and reissued the policy on October 1, 2012.

Figure III.2. Original and revised standardized benefit criteria and levels for New Mexico pilot



Source: Cost-neutral benefit levels and logic developed by Mathematica and New Mexico HSD.

Notes: GI is gross income. SE is shelter expense. AI is adjusted income, which equals gross countable income minus qualified medical expenses. STIR is the ratio of shelter expenses to income, which equals shelter expenses divided by adjusted income.

The revised calculations include an initial net income test equal to "AI-(shelter plus utilities - 0.4*AI) < Eligibility Threshold," where the eligibility threshold equals the net income threshold plus deductions for the family size.

2. Pilot procedures

The pilot SNAP application and benefit determination processes consist of four main aspects:

1. Only certain clients within the pilot counties could apply for the standardized benefits under the pilot. HSD relied on its eligibility system to filter the list of recently approved Extra Help clients and identify whether they should receive a combined MSP/SNAP application for the pilot, a normal MSP-only application, or no application (Figure III.3). Only households containing individuals from the list who met the following criteria received pilot applications:

- Not an institutionalized Medicaid client
- Resided in one of the pilot counties
- One-person household or a couple (in which a spouse also receives or is eligible for MSP); no dependents[23]
- Household had no earned income
- Not receiving SNAP

2. Specialized pilot applications were shorter than regular SNAP or MSP applications, and were partially pre-populated based on the Extra Help data for verification by the client. The application was available in English and Spanish.
3. Dedicated pilot workers (a clerk and caseworker) processed all pilot applications. The outgoing pilot applications were packaged with an addressed, prepaid envelope and instructions to return the form to the dedicated workers. When a pilot application was returned, the clerk logged receipt, checked the system for current program participation, and created an electronic record in the statewide tracking system. This record signified that the individual was in the pilot and instructed any caseworker in a local HSD office who might work with the household to call a worker dedicated to the pilot before making any changes. The caseworker then reviewed the file, determined eligibility first for MSP and then for SNAP (to be eligible for the pilot, both members of the household needed to receive MSP). For SNAP-eligible applicants, the worker assigned a standardized benefit and mailed an EBT card. The dedicated workers also handled case management for pilot cases. If the application was incomplete or required clarification, the worker sent a form and called the applicant for clarification.
4. Clients ineligible for the pilot or denied for SNAP under the pilot could apply for regular SNAP. The notice HSD sent to denied clients gave a reason for denial, described how to appeal, and enclosed a non-pilot SNAP application. Before issuing a denial, staff offered pilot clients an interview to confirm or disconfirm their ineligibility for SNAP benefits under the pilot. If pilot-eligible individuals in these counties submitted normal applications for MSP or SNAP, those applications were handled by the local HSD office in the usual way, with nothing to distinguish them from other clients.

[23] Normally in New Mexico, MSP applicants are asked about the presence and income of dependents younger than age 18. On the pilot application, applicants were asked only about themselves and the spouse.

Figure III.3. Client flow through the New Mexico pilot

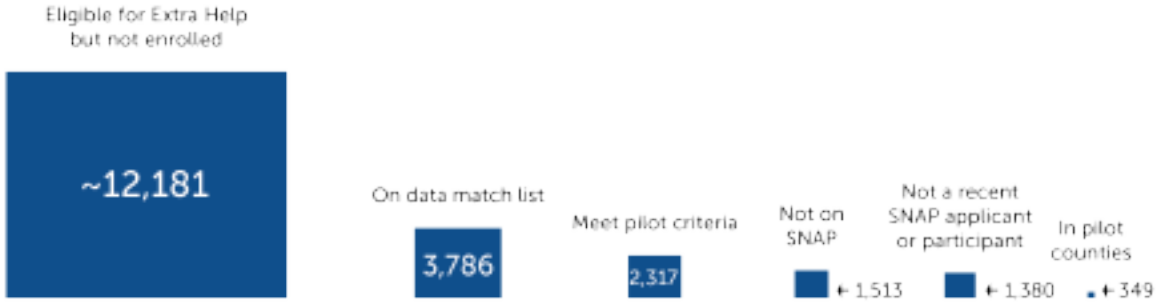
Source: Information reported to Mathematica by the New Mexico HSD.

3. Target population

The target population for New Mexico's pilot project was smaller than planned and anticipated because: (1) some groups slated for inclusion were not ultimately targeted, (2) the pilot ended early, and (3) the groups included within the pilot population turned out to be especially small. HSD did not specify how many people it thought the pilot might target, but CMS estimated that in the year the grant was awarded, 12,181 individuals in New Mexico were

eligible for Extra Help but not enrolled (Figure III.4). The pilot efforts specifically affected only a few hundred people in the pilot counties during the pilot period (Figure III.4). They had extremely low incomes and usually were elderly, which was the underlying goal of the pilot. As HSD worked to implement the pilot, decisions the staff made substantially reduced the planned size of the target population.

Figure III.4. Pilot target population in New Mexico during pilot period



Sources: The number of people eligible for Extra Help but not enrolled is the CMS estimate from December 2010, according to http://www.cms.gov/Outreach-and-Education/Outreach/Partnerships/LIS_Outreach_Toolkit_Numeric_Maps.html; Mathematica calculations using administrative data provided by New Mexico HSD for all other estimates.

HSD did not include in the pilot two groups it initially intended to serve: (1) current SNAP recipients who otherwise met the pilot criteria, and (2) existing MSP clients not already receiving SNAP. HSD had planned to "convert" current SNAP receipts meeting the pilot criteria to the standardized benefit under the pilot if the recipients felt the pilot would be advantageous to them, just as in the CAP, which permits clients to transition between CAP and regular SNAP. However, this would have complicated the evaluation analysis, so FNS asked HSD to eliminate it from the pilot design. HSD also planned to target current MSP recipients not receiving SNAP, but later eliminated this due to the programming resources associated with the change.

HSD had anticipated it would identify more eligible participants and have higher enrollment in the pilot, and that more people approved for Extra Help would meet the pilot criteria. It found, however, that more than one-third of individuals approved for Extra Help did not meet the pilot criteria, and more than one-third of those who did were already SNAP participants (Figure III.4). Moreover, HSD ended the pilot earlier than scheduled because operating it conflicted with a concurrent high-priority effort to establish a more modern computerized eligibility system.

Ultimately, we calculated that the target population was fairly small, consisting of about 20 new individuals each month across the 10 pilot counties, a total of 349 across the entire pilot period (Table III.2). Those in the population were predominantly elderly. A slight majority of them were women, and more than two-thirds were not married. Gross monthly income in the target population, as reported on their approved Extra Help applications, was approximately $1,100 per month. There was no statistically significant difference in these demographic characteristics by county type and time period, confirming our expectation that the comparison sites are well matched to the pilot sites.

Table III.2. Characteristics of New Mexico target population

	Pilot counties		Comparison counties	
	Baseline	Pilot	Baseline	Pilot
Characteristic				
Age (average years)	66.3	64.0	65.5	64.6
Percentage age 60 or older	74.5	72.8	77.5	72.3
Percentage female	53.1	55.0	54.5	52.9
Percentage married	27.6	21.2	32.6	32.3
Household monthly gross income (average dollars)	$1,121	$1,065	$1,116	$1,147
Size of target population				
Overall number of people	192	349	187	310
Monthly average number of people	24.0	20.5	23.4	18.2

Source: Mathematica calculations using administrative data provided by New Mexico HSD.

4. Converting eligible clients to regular SNAP and pilot end

Because of limited resources for that effort, the high cost of coding the pilot policies into the new eligibility system, and much lower pilot participation than anticipated, HSD chose not to include the pilot policies in the new eligibility system. HSD intended to move to its new eligibility system in July 2013, and to end the old eligibility system at that time. The pilot was originally scheduled to end in August 2013 after 24 months of operation, but could not continue without the old eligibility system that selected pilot cases and assigned the standardized SNAP benefit. Thus, HSD developed a closeout plan to transition pilot SNAP participants to regular SNAP. The pilot stopped identifying new people in the target population and mailing them applications in November 2012 and stopped accepting them the next month. Although the pilot operated from August 15, 2011 through April 2013 (20.5 months), outreach efforts ended in November 2012, meaning only about 17 months of recently approved Extra Help clients were contacted about the pilot.

Beginning in February 2013, HSD staff contacted clients enrolled in SNAP under the pilot to help convert them to regular SNAP if they wished to do so. These households were receiving a standardized benefit under the pilot and so were required to complete the regular SNAP application process (filling out the application, providing verification, and interviewing) under regular rules to continue participating in SNAP after the pilot ended; they then would have their benefits determined under regular SNAP rules. The HSD pilot staff assisted these clients by helping them fill out the application and by conducting the interview over the telephone for clients that chose to apply to regular SNAP. Pilot staff also made several attempts to contact any clients who did not complete the application that HSD mailed to them. Of the 68 households receiving benefits under the pilot, 50 eventually completed the regular SNAP application (four others initiated an application but did not complete the entire process). Among these, 44 households were transitioned from the pilot's standardized benefit to regular SNAP by May 2013, and the other 6 households were denied for exceeding the income limit.

Among the 68 households that were enrolled in pilot benefits when the pilot ended, the average (revised standardized) SNAP benefit was $72.82. However, the average pilot SNAP

benefit of the 50 households that completed a regular SNAP application at the end of the pilot was slightly higher than the overall average ($74.92). Among these 50 cases, which includes 6 that were denied for exceeding the income limit, the average benefit on regular SNAP was $52.30, a decrease of $22.62 from the average pilot level. This suggests that some households were receiving higher pilot benefits than they would have received under regular SNAP. This may be because the household circumstances or countable income changed substantially during the pilot period or were not properly reported or verified during the pilot period, or because the Extra Help data used for deemed eligibility relied on a different definition of a household and of countable income. Indeed, most (36 of 50) households that completed the regular SNAP application saw their benefits decrease by an average of $39.72, including the 6 cases that were denied. Eleven households received higher benefits under regular SNAP with an average increase of $27.18, and three households retained the same benefit amount of $16 between pilot and regular SNAP.[24]

C. Outcomes and effects

The evaluation found that the pilot increased SNAP applications and participation among the target population. Despite large effects on the percentage of households that applied, the pilot, as previously noted, actually served very few households. This was due to the small population of the State, the small target population, and the early termination of the pilot. Among people who were approved for benefits under the pilot, the case error rate was no different from the State's overall rate, but the benefits issued were slightly higher over the course of the pilot than they would have been under normal SNAP rules.

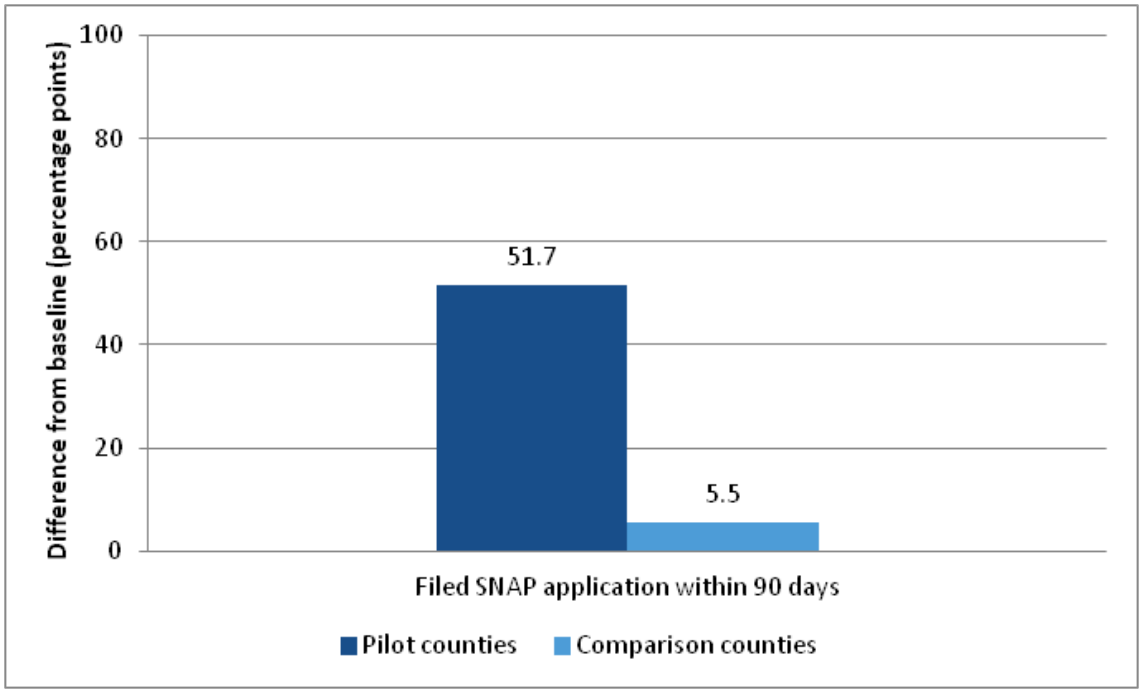
1. SNAP applications and enrollment

Our analysis that matched the target population to SNAP application data found that more target population clients in pilot counties than in comparison counties applied to SNAP within 90 days of their medical program application (Figure III.5). Despite its apparent magnitude (46 percentage points larger), this effect was small in real terms: about 10 additional people per month, across all counties in the evaluation, applied to SNAP during the pilot period. (As a sensitivity test, we also examined the effect on SNAP applications within 120 days of the medical program application and found no substantially different result, suggesting that most people who opt to apply for SNAP in New Mexico do so within three months.) This effect was statistically significant (and barely changed in magnitude) even after controlling for demographic characteristics of the pilot population.

The pilot also had positive effects on people in the target population applying for SNAP being approved. We examined approvals under both the revised and original standardized benefit rules (retroactively applying the revised rules to people in the early months of the pilot), and found effects of 12 percentage points and 30 percentage points, respectively (Figure III.6). Adjusting for the demographics of the target population reduced neither the magnitude nor the statistical significance of these effects.

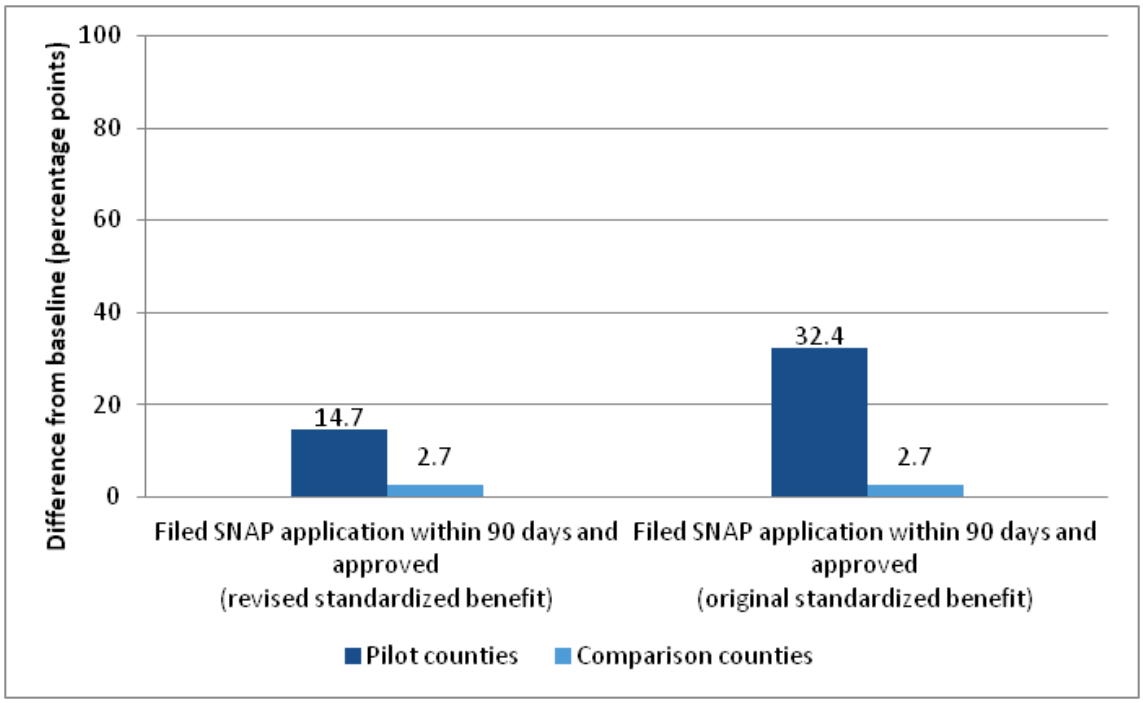
[24] Under regular SNAP, households receiving the minimum benefit of $16 receive a state supplement that increases their benefit to $25, so in real terms they received an increase, but that is not represented in these averages that focus on federal SNAP benefits.

Figure III.5. SNAP applications among New Mexico target population



Source: Mathematica calculations using administrative data provided by New Mexico HSD.
Note: Days are measured from the date of Extra Help approval. Difference, after adjusting for demographic characteristics, is statistically significant (p <0.01).

Figure III.6. SNAP applications filed and approved among New Mexico target population



Source: Mathematica calculations using administrative data provided by New Mexico HSD.
Note: Days are measured from the date of Extra Help approval. Differences, after adjusting for demographic characteristics, are statistically significant (p <0.01).

Focusing on just the pilot period in the pilot counties, we observed much higher denial rates for SNAP applications from the target population than for the general population. This was true generally and also within the elderly population of most interest to FNS for the pilot. The pilot targeted people with lower and more stable incomes than the general (non-elderly, nondisabled) population, and placed fewer verification requirements on SNAP applicants, so these were less common denial reasons within the target population (Table III.3). However, pilot rules required that a pilot SNAP application be denied if not everyone in the household qualified for MSP.

Table III.3. Disposition of SNAP applications in New Mexico pilot counties during the pilot

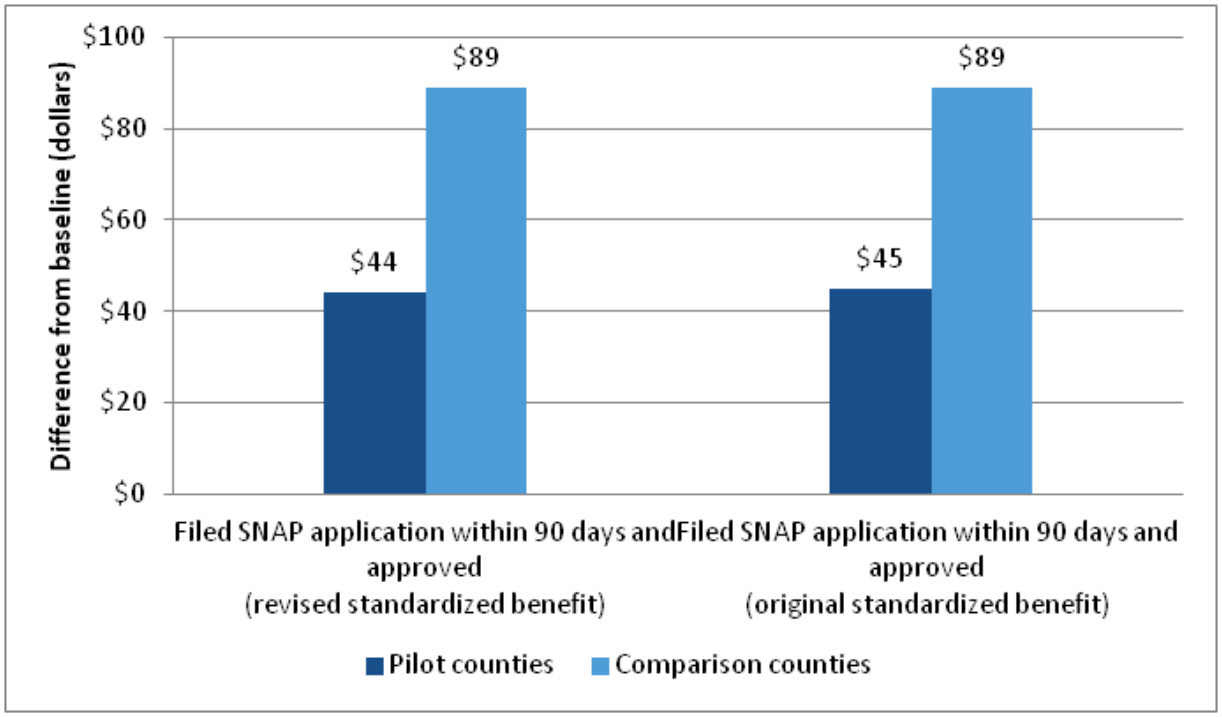
Application disposition	New applications from target population	All other SNAP applications
Number of households applying	185	45,958
Number approved	110	38,522
Approval rate (among applications processed)	59.5	83.8
Number denied	74	7,251
Denial reason (percent)		
Gross or net income test	14.9	43.1
People in the household are not approved for MSP	62.2	n.a.
Failure to provide information, verification, to keep appointment, or some other reason	22.9	56.9

Notes: People in the target population column applied to SNAP within 90 days of the MIPPA data transfer to HSD during the pilot period. Days are measured from the date of Extra Help approval. Approved applications are all approved applications, including those approved under the original standardized benefit rules that were subsequently denied. Pending applications are excluded from the denominator of the approval rate calculation. n.a. = not applicable.

2. Benefits

Among target population people whose applications were approved, the average benefit per person was about $45 lower in the pilot counties than in the comparison counties (Figure III.7). The difference remained statistically significant even after controlling for demographic characteristics. This may be due to the pilot bringing SNAP to people within the target population who have slightly higher incomes, but we could not confirm this with administrative data from HSD.

Figure III.7. Average monthly per capita SNAP benefit among approved applicants in New Mexico's target population



Source: Mathematica calculations using administrative data provided by New Mexico HSD.

Note: Days are measured from the date of Extra Help approval. Differences, after adjusting for demographic characteristics, are statistically significant (p <0.05).

Importantly, this is not a comparison of pilot to normal SNAP benefits for an individual case served by the pilot. (The cost neutrality analysis below, however, addresses this question.)

More than three-quarters of people in the target population who applied for SNAP during the pilot and were ever approved used their EBT card within 90 days of SNAP approval (see Table C.1.5 – this includes people who were approved for benefits under the initial standardized benefit rules). This indicates that people will use their SNAP benefits if they receive them. It could also suggest that if States can eliminate the initial application barriers for elderly households (for example, stigma or misunderstanding the policies), individuals will use SNAP benefits.

3. Error rates and cost neutrality

Using data on sample cases provided by HSD, Mathematica assessed the case error rate and cost neutrality of the pilot case. As described in Chapter II, Mathematica used the information State staff collected to determine the SNAP benefit using pilot rules for the QC-like reviews that determined case error rates for the pilot, and normal State program rules for the cost neutrality reviews.

For the analysis of the case error rate, our goal was to determine whether pilot activities decreased the accuracy of the benefit calculation. Because the New Mexico pilot allowed

deeming of income from the Extra Help application, this information was considered to be true and did not have to be verified as part of the QC-like review. All other information required for the eligibility and benefit determination, such as shelter and medical expenses and the number of household members, had to be verified by the State's QC reviewer. During the first year of the pilot in New Mexico, the sample of cases provided by HSD had a case error rate of 3.3 percent (Table III.4). The confidence interval for this estimate includes the State's SNAP error rate for federal fiscal year (FFY) 2012, which best overlaps with that first pilot year, indicating that the errors under the pilot are not significantly different from what would normally be observed. There were no case errors in the sample the State provided from the second pilot period.

Table III.4. SNAP case error analysis for the New Mexico pilot

Sample period	Pilot cases on SNAP	Sample size	Number of errors[a]	Error rate for pilot	95 percent confidence interval (percentage points)	State case error rate (FFY)
August 2011–October 2012	50	30	1	3.3%	±4.1	7.1% (2012)
November–December 2012	65	11	0	0.0%	0.0 – 0.3	7.1% (2013)

Source: Mathematica analysis of data from sample of pilot county cases provided by New Mexico HSD.

Note: The New Mexico pilot ran from August 2011 through November 2012, so FFY 2012 (which ran from October 2011 through September 2012) is the best point of comparison for both years of analysis.

[a]As in the normal QC review process in place in FFY 2012–2013, we did not count a discrepancy as an error if it resulted in a benefit difference of $50 or less, unless the review found the person was ineligible.

The analysis of the cost neutrality reviews examined whether the total benefits offered through the pilot are what they would have been if people had been enrolled through regular SNAP policies (or, a ratio exactly equal to 1). For these reviews, no information from the Extra Help application was assumed to be true—all income and expenses were to be verified by State staff. In New Mexico, the reviews tested the cost neutrality of the standardized benefit levels and the quality of the deeming. New Mexico adjusted its standardized benefit levels when the pilot was already underway because they noticed large increases in benefits for some households that could adversely affect cost neutrality. The cost neutrality reviews in this report are based on the revised, not the initial, standardized benefit levels. Analysis of the cases selected for review found a ratio of 1.06 for the full pilot period; that is, the pilot paid out 6 percent more than those households would have received under the typical benefit calculation (Table III.5). Our review of the data indicated that it was the misreporting of expenses that led to the higher benefit values. If the reported expenses had been verified and corrected, the benefits paid out through the pilot would have been lower than what would have been issued to these households under the regular program. This implies that the standardized benefit may have been lower than the regular SNAP benefit the household would have received if there were good quality expense information (the expense information deemed as accurate from the Extra Help application was slightly older and was in response to questions worded slightly differently than the SNAP application questions). When interpreting this result, it is vital to remember that much variation would be expected because the pilot population is very small.

Table III.5. Cost neutrality of New Mexico pilot

Sample period	Pilot cases on SNAP	Sample size	Total pilot benefits	Total regular SNAP benefits	Average cost difference per case	Ratio of pilot benefits to regular SNAP benefits
August 2011–October 2012	50	30	$2,239	$2,465	-$7.53	0.91
November to December 2012	65	11	$694	$502	$17.45	1.38
Total	**65**	**41**	**$2,933**	**$2,768**	**$4.02**	**1.06**

Source: Mathematica analysis of data from sample of pilot county cases provided by New Mexico HSD.

Note: Cases approved for SNAP in the first sample year remained on SNAP the second sample year because of a 36-month certification period for the pilot.

In New Mexico, the factors that could affect the cost neutrality of the benefit included:

- **Quality of the deemed income data**. If the household income deemed from the Extra Help application is higher or lower than the household's income according to the SNAP definition, the issued standardized benefit would be lower or higher than the household would receive under the pilot if HSD had correct information about the SNAP household's income. This would not be captured in a QC-like review because the deemed income was assumed to be true under the pilot rules.
- **Quality of the reported expenses.** If the household's actual expenses differed from the expenses reported on the simplified application, the issued standardized benefit would also be different than what would have been issued had the information been correct. Again, this would not be captured in a QC-like review because the State was not required to verify this information under the pilot rules.
- **How carefully the standardized benefit was set.** The four standardized benefit levels were intended to approximate regular benefit levels, on average.

D. Pilot costs

New Mexico's pilot grant was just over $1 million; however, the actual non-evaluation costs for the pilot were just under $380,000 across the grant period (Table III.7).[25] The pilot costs likely were lower than budgeted because HSD had expected to serve more households than were ultimately reached, and the State ended the pilot about nine months earlier than planned. Indeed, HSD had anticipated hiring three full-time staff to manage the pilot cases and expected to need a considerable portion of the pilot manager's time. HSD hired only two full-time staff, and the pilot manager did not dedicate as much time to the project as budgeted.

[25] HSD incurred total costs of $406,407, but we ignored some costs associated with staff activities that specifically supported the evaluation (such as developing an agreement to receive administrative data). Mathematica provided intensive technical assistance in developing the standardized benefits and had other general conversations with the State about the evaluation. We could not isolate and add the cost of Mathematica time devoted to the standardized benefit specifically, nor could we isolate and subtract the HSD and contractor staff time devoted to general conversations with Mathematica about the evaluation. Therefore, the labor cost estimates are imprecise.

The two largest expenses were developing and testing the computerized systems to operate the pilot (34 percent of the total costs) and staff time to operate the pilot and process cases (39 percent of the total costs). Initial pilot planning and staffing efforts explained an additional 20 percent of costs. The remaining tasks each represented only about 1 to 3 percent of the overall costs (Table III.6).

Table III.6. New Mexico pilot costs by pilot component

	Implementation costs		Operational costs		Total costs	
Pilot component	Dollars	Percent	Dollars	Percent	Dollars	Percent
Planning, policy development, and staffing	$72,501	37.2%	$4,909	2.7%	$77,410	20.4%
IT system development and testing	$109,570	56.3%	$20,063	10.8%	$129,633	34.1%
Determining standardized benefits	$3,322	1.7%	$3,131	1.7%	$6,453	1.7%
Staff training	$3,889	2.0%	0	0.0%	$3,889	1.0%
Pilot awareness training (outside HSD)	$2,597	1.3%	0	0.0%	$2,597	0.7%
Pilot operation and case processing	n.a.	n.a.	$147,458	79.6%	$147,457	38.8%
Monitoring and reporting	$2,763	1.4%	$9,693	5.2%	$12,456	3.3%
Total pilot costs	**$194,642**	**100.0%**	**$185,253**	**100.0%**	**$379,895**	**100.0%**

Source: Mathematica analysis of information provided by New Mexico HSD.
Note: n.a. = not applicable

The costs were about evenly split between the implementation ($194,642) and operational costs ($185,253). Most implementation costs (more than 56 percent) were for the system programming and testing used to identify the target population and assign the standardized benefits to the correct cases. An additional 37 percent of the implementation cost was dedicated to planning the pilot, developing policy, hiring staff, and setting up office procedures. Determining the initial levels of standardized benefits and disseminating the policies relating to them was a shifting and complex task, but represented only about 2 percent of the implementation expenses.[26] Similarly, HSD spent 1 to 2 percent of its implementation costs on each of the following: staff training, pilot-awareness training for organizations serving the target population, and monitoring and reporting during the implementation phase. This low level of expenditures was consistent with the centralized nature of the eligibility work for the pilot, the limited involvement of staff in local offices, and the low emphasis on SNAP outreach within HSD.

[26] Although the costs to HSD for calculating the standardized benefits were relatively low, Mathematica provided intensive technical assistance in developing the standardized benefits, which would add costs if another state that conducted that the work on its own.

HSD incurred about half of its total expenses to operate the pilot. When revising the standardized benefits, HSD spent an additional $20,000 (about 11 percent of the operational costs) on systems changes and testing. However, the vast majority of the operational costs were primarily staff time to operate the pilot and process cases (80 percent). The remainder of the operational costs supported developing revised standardized benefit levels and policies to account for the changes, and monitoring and reporting on the pilot.

The target population was small, so the pilot cost per person served was relatively high. Pilot implementation costs would be incurred no matter how many clients were served. The pilot operational cost ($185,253) per client (401 people) was $462.[27]

E. Lessons learned

Although New Mexico ended its pilot earlier than planned, HSD reported having learned several useful lessons. These included the importance of correctly anticipating and targeting the pilot population, assessing the quality and appropriate use of the Extra Help data, and implementing standard benefits.

Limited target population and resulting low enrollment was not expected. Over the course of the pilot, HSD learned that the size of the target population was smaller than anticipated. HSD stated that, in retrospect, it would have more closely reviewed the demographics and benefit program participation of the proposed target population to devise more accurate expectations relating to pilot participation. HSD suggested that if other states want to use Extra Help data they should perform additional checks and develop an accurate estimate of the size of the target population before implementing a program.

MIPPA data did not always align to SNAP application questions. HSD found that the data from SSA did not always meet HSD's needs for determining eligibility for SNAP. Reportedly, the MIPPA data did not consistently list spouses on the same application, or the list recorded both people's income on just one of the applications. In practice, this meant it appeared to caseworkers that the data files often did not include all the sources of income or gave incomplete income for an entire household compared to the income clients provided on the shortened SNAP application. (Both the Extra Help and the shortened MSP/SNAP applications contained questions about income from the same sources.) The list included many people who were above the SNAP income limit. Indeed, when the standardized benefit was revised to include an adjusted income test, some people previously approved for SNAP under the pilot with deemed Extra Help income data were no longer eligible for SNAP.

Implementing and revising a standardized benefit was complicated. Pilot staff found calculating the revised standardized benefit was more complicated and difficult than the original

[27] HSD reported sending 401 combined MSP/SNAP applications. This differs slightly from the size of the target population we calculated from administrative data. We filtered out people who had applied to or participated in SNAP in the three months before their Extra Help application; HSD served these people and included them in its count. Furthermore, although HSD provided MIPPA to Mathematica in daily files during the pilot period, three daily files were unavailable and may contain some cases that HSD counted. This included Los Alamos County, which was served with these costs but was excluded from the effects calculations. However, no one there met the definition for the target population during the pilot period.

benefits due to the complexity of the calculations relating to income and shelter expenses. After revising the standardized benefit levels to address cost neutrality concerns, many clients received lower benefits or became ineligible for the pilot. Pilot workers noted that most clients affected by the benefit changes expressed confusion and requested explanations for the change.

The target population typically required more individual attention than traditional SNAP clients; the dedicated worker model of the pilot addressed this. HSD reported that people in the target population often required help to fill out the applications, despite the simplified application. Dedicated pilot workers helped them but suggested that staff in county offices would not have time to provide this level of support. The eligibility worker who processed pilot cases typically called applicants to clear up questions and collect required information. The ability to help clients individually was reportedly essential. When the pilot ended, most clients approved for SNAP while it was operating decided to convert to the regular SNAP program with assistance from these workers, suggesting that the clients decided that receiving the benefits was worth the effort to apply.

The pilot would be more easily replicable with a modernized eligibility system. HSD suggested that the pilot could be replicated and could serve a larger population if disseminated through a modern eligibility system. HSD said the pilot would be more easily implemented and operated across more counties or an entire State if such an eligibility system were available. A statewide pilot program would have required fewer programming resources to isolate the specific counties targeted. Modern eligibility systems may be more easily adaptable to the requirements of the pilot so States could adjust rules without the expense of reprogramming a legacy system.

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IV. PENNSYLVANIA: OUTREACH AND ASSISTANCE WITH SIMPLIFIED APPLICATION, AND USING DEEMED INFORMATION

More than one-quarter of Pennsylvania's residents live in rural counties, and a growing number of them are elderly people who may have trouble accessing public services, according to the State's[28] grant application. The Department of Public Welfare (DPW) and a community partner, Benefits Data Trust (BDT), initiated this pilot to increase access—through outreach, application assistance, and reduced reporting requirements during the application process—to SNAP benefits for elderly individuals in rural areas. DPW hoped the pilot might build on other program access efforts, such as BenePhilly (a project focused on helping low-income elderly individuals in Philadelphia apply for SNAP)[29] and the State's SSI CAP. BDT was especially interested to test how data-sharing initiatives, such as the MIPPA transfer, could help streamline SNAP access. BDT's earlier work with DPW on BenePhilly had given the organization experience contacting a similar population, and BDT was equipped to operate the SNAP/MIPPA pilot. Moreover, BDT helps tens of thousands of elderly people apply for Extra Help each year.

Two aspects comprise Pennsylvania's pilot. First, DPW provided a limited set of MIPPA data to BDT, then BDT contacted individuals on this file to tell them of their potential eligibility for SNAP and offered to help them apply. Second, some households with members in the target population were eligible for a deemed-eligibility model that involved a shortened application for SNAP and fewer verification requirements because the MIPPA data could provide some information necessary to determine SNAP eligibility. Once SNAP applications were submitted, DPW staff interviewed clients and determined the appropriate SNAP benefit amount.

This chapter describes the pilot context and approach in more detail before discussing all of the effects we measured, but we provide a preview of the findings here. This pilot approach of using deemed eligibility and a targeted outreach list appears to be an effective way to improve access to SNAP for elderly individuals. It must be noted, however, that deemed eligibility can be complicated if the Extra Help application data that serves as the basis for deemed eligibility uses answers to questions that differ slightly from SNAP application questions. Pennsylvania's pilot had positive effects on the percentage of target clients who applied for SNAP, and on the percentage of clients who applied and were approved. The pilot was cost neutral from the perspective of SNAP benefits, but pilot cases may have been more likely to have errors than other SNAP cases in the State during the pilot period. Overall, most of the pilot expenses covered outreach and application assistance to the target population. The average operational cost per person touched by the pilot was approximately $33, and this includes serving people who did not decide to apply for SNAP, or who applied and were not approved.

A. State context and program administration

Pennsylvania's pilot operated in 41 counties, but the evaluation included only the 10 for which we could identify suitable comparison sites. The 10 pilot counties and their selected

[28] We refer to the Commonwealth of Pennsylvania as the State for ease of reference throughout this chapter.

[29] This project was one of the SNAP elderly/working poor demonstrations funded from 2009 through 2012. See Kauff et al. (2014) for details.

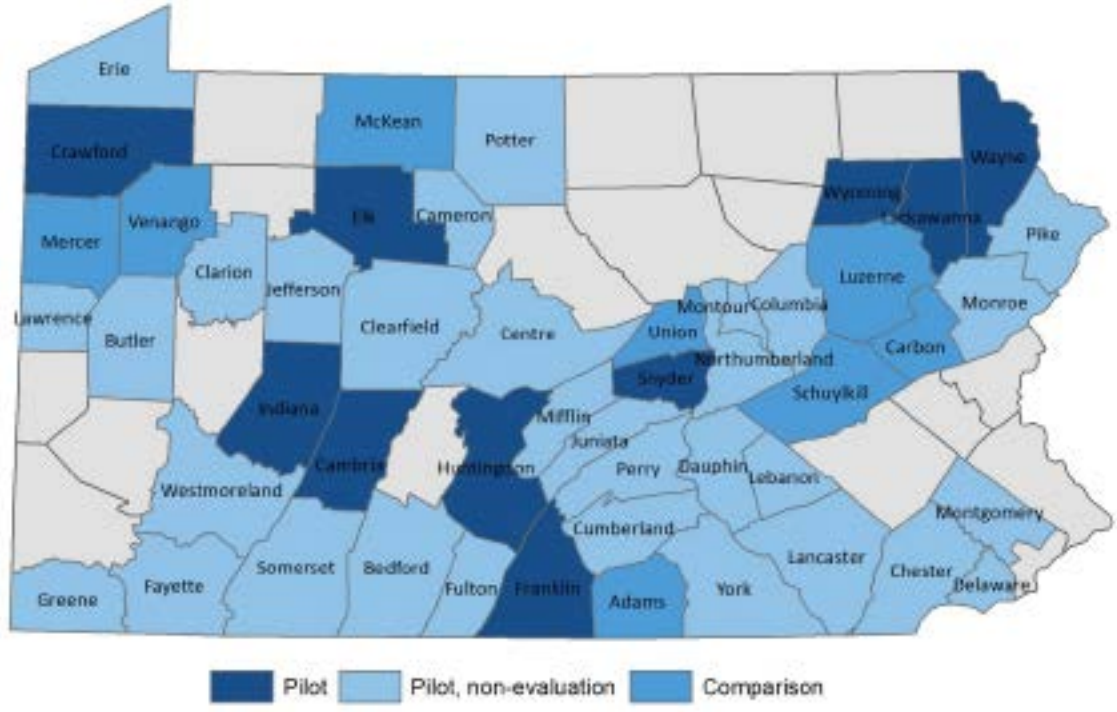
comparison counties were fairly comparable in demographic and economic characteristics, services available to elderly individuals, and approach to program administration.

In Pennsylvania, SNAP is administered by the State, and there is little county-by-county variation in policy and program administration. DPW handles SNAP and medical assistance programs (including MSP), as well as other public assistance programs through its County Assistance Offices (CAOs). Three SNAP policy changes occurred during the pilot period and were adopted uniformly across the State, as will be described in the next section.

1. Pilot and comparison county characteristics

Mathematica helped DPW identify the pilot and comparison counties out of all rural counties in the State that did not have other SNAP outreach operations.[30] Only the 10 pilot counties for which a satisfactory comparison could be found were included in the evaluation (resulting in 8 comparison counties because 2 comparison counties were each equally comparable to 2 pilot counties). An additional 31 rural counties received the pilot even though they were not part of the evaluation. Figure IV.1 shows the names and locations of the 10 pilot and 8 comparison counties for the evaluation as well as pilot counties that we did not include in the evaluation.

Figure IV.1. Pennsylvania pilot and comparison counties



[30] Pennsylvania has 67 counties, and 16 of them were already involved in pilot efforts related to SNAP participation and were excluded from this project. Of the 51 remaining counties, BDT and DPW determined that they could serve 41 with the pilot funds, and allowed Mathematica to select the best matches of 10 pairs of pilot and comparison sites before determining which counties would receive pilot services.

No notable differences existed between outreach activities in the pilot and comparison sites, aside from the activities that BDT performed as part of the pilot. Across all counties in the evaluation, little to no non-pilot outreach occurred during the pilot period. DPW rarely spearheads outreach efforts, and the few activities its CAOs conducted did not focus on the population targeted for the pilot. CAO staff sometimes attended local community meetings or informational events but did not directly act to encourage clients to enroll in SNAP. Community partners sometimes worked with individuals to provide SNAP application assistance (through formal arrangements with DPW or less formally); some submitted applications on behalf of clients. Most counties also had one or more active senior centers and a State-supported health insurance counselor (counselors helped elderly individuals navigate the landscape of medical assistance and could help them apply for MSP benefits).

2. Procedures and policies

DPW handles applications for SNAP, medical assistance (including MSP), and other public assistance programs. Clients apply directly to DPW using either a paper application or the online benefits application. Each application is routed to a CAO according to the applicant's county of residence. Pilot and comparison counties process applications similarly.

When the pilot started, several policies were already in place to streamline the SNAP application and recertification processes. Because Pennsylvania has a policy that waives the requirement for a face-to-face interview to determine SNAP eligibility, telephone interviews are typical. Pennsylvania has broad-based categorical eligibility for households with gross incomes below 200 percent of FPL. [31] Also, households may report changes to income or household composition for multiple programs (such as SNAP and Medicaid) in a single semiannual reporting form.

Three statewide policy changes occurred during the pilot period. In May 2012, DPW reinstated a resource test for SNAP: households with elderly or disabled members could have countable assets up to $9,000, and those with higher assets would not be eligible for SNAP. In November 2012, DPW got permission from FNS to waive the interview requirement for expedited SNAP cases. Additionally, in summer 2013 (just before the end of the pilot), DPW changed SNAP policy so that shelter and utility expenses did not have to be verified.

B. Pilot implementation and operations

Pennsylvania's pilot ran from October 2011 until September 2013. The pilot combined two elements: (1) contacting a targeted list of potential SNAP clients, and (2) assisting clients with a simplified SNAP application procedure that included deemed information from the target clients' Extra Help application, or with a regular SNAP application, according to their household situation. BDT, the partner agency, contacted households on the targeted list using a set of procedures for initial and follow-up contact. BDT staff assessed whether households were indeed eligible for the second element of the pilot and helped interested clients apply for SNAP. Clients who were contacted and who expressed interest in SNAP but were not eligible for the simplified application process received help from BDT with the regular SNAP application. After obtaining answers to the application questions by telephone, BDT submitted completed applications on the

[31] Failure to meet other eligibility requirements may make these households ineligible for SNAP.

clients' behalf, told each client the expected SNAP benefit level (noting that the CAO would determine the exact level), and reminded each one to submit necessary verifications. The pilot also offered clients the option of submitting verifications to BDT and having BDT submit the verifications to DPW along with the client's application. In this section, we describe some policy changes, including waivers, that were necessary to support pilot activities. We then provide a detailed description of how the pilot operated.

1. Pilot policies

Two modifications from FNS of SNAP policy rules were required so the pilot could operate.[32] The first considered the Extra Help application information BDT received on the MIPPA file verified for the purposes of determining SNAP eligibility for 12 months after the person's Extra Help eligibility determination date. This waiver was meant to streamline the application process. Other data required to determine SNAP eligibility were collected by BDT on a simplified application form developed in consultation with DPW and BDT (a process that we discuss below).[33] The second, a state option that DPW exercised, allowed BDT to use clients' telephonic "signatures" (verbal and recorded assent that the information provided is correct) for the SNAP application. DPW does not allow telephonic signatures for SNAP applications outside the pilot.

When Pennsylvania's asset limit for SNAP was reinstated in May 2012, the limit ($9,000 for the household) was between the asset limits for one- and two- person Extra Help households ($6,940 for a single applicant, but $10,410 for a couple). Assets that count towards the SNAP limit included the same types reported on the Extra Help application and therefore in the MIPPA data: bank account totals; stocks, bonds or other investments; cash; and real estate other than the person's primary home. (The SNAP asset limit disregards one vehicle, but counts the value of any additional vehicles in a household if they exceed $4,650; vehicles do not count toward the Extra Help asset limit). This policy change mandated asset verifications across the State, meaning asset data from the Extra Help applications of pilot cases would no longer be considered verified. However, DPW ultimately agreed to allow assets in pilot cases to continue to be considered verified.

2. Pilot procedures

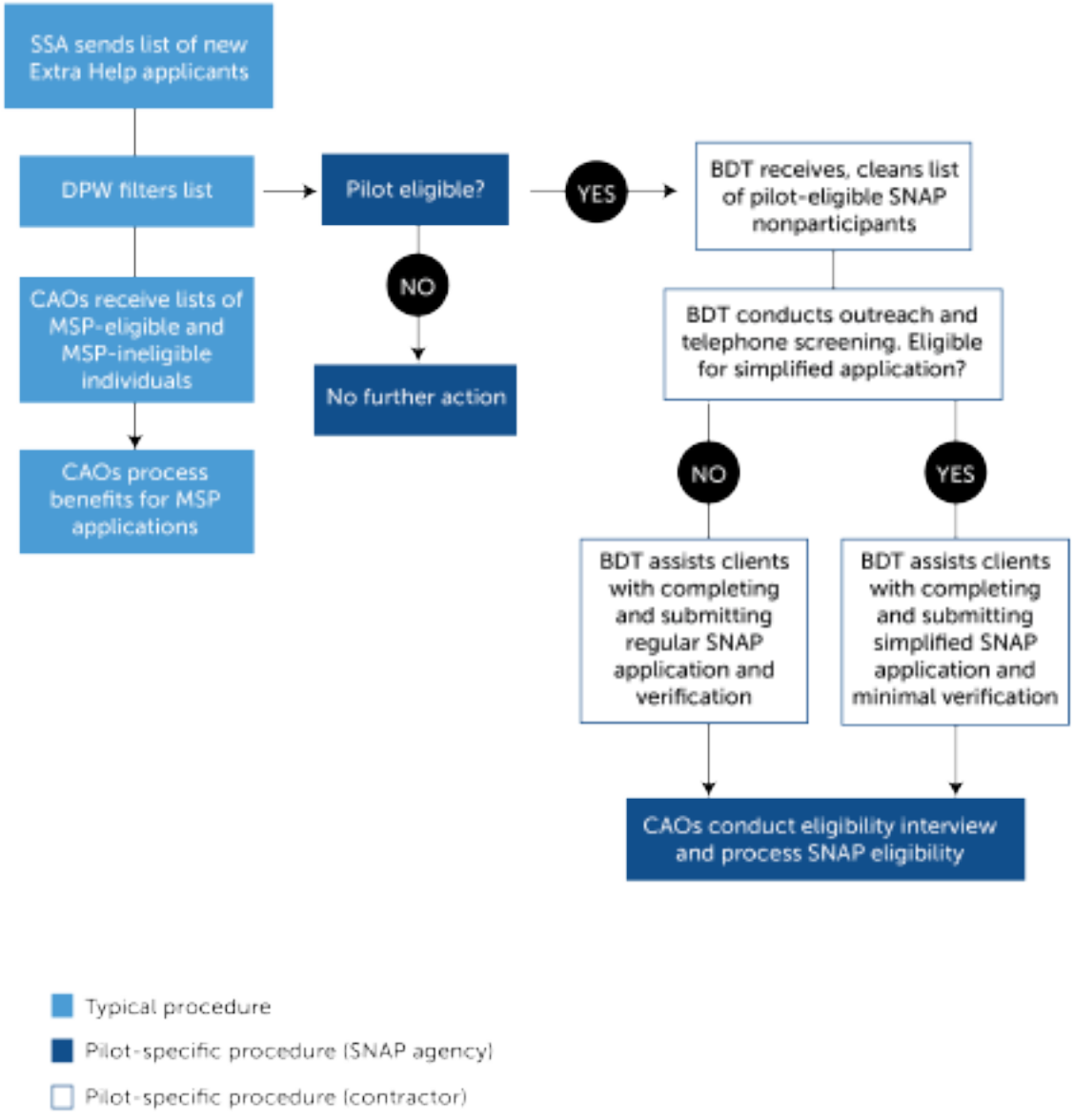
The Pennsylvania pilot began by refining the MIPPA data about recent Extra Help applicants to identify individuals who were not receiving SNAP benefits but who fit the criteria for the pilot (the household contained only applicant and spouse and no one younger than age 60). The target population criteria did not require eligibility or participation in MSP. DPW created this list and gave it to BDT, which then contacted clients (after screening out duplicate records) and helped interested clients apply for SNAP using either a shorter application with

[32] DPW requested and received two additional SNAP policy waivers specifically for this pilot. It also planned a policy change that did not require a waiver. None of the three changes was implemented. DPW decided not to implement a waiver of the requirement to collect verification of medical expenses or a waiver of the requirement that a state merit employee conduct the SNAP interview. DPW originally had planned to allow self-declaration of shelter expenses, with verification required only when specifically requested by the eligibility worker. The agency, however, opted to continue to request verification, as with typical applications.

[33] The resulting shortened application resides on BDT's computer system. It was transmitted directly to DPW.

their deemed eligibility information or a regular SNAP application, if BDT learned during the conversation with the client that the deemed information was inaccurate. People eligible to participate in the pilot were not currently enrolled in SNAP, listed no dependents on their Extra Help application, were age 60 or older, had household gross income under 200 percent of FPL, and resided in a pilot county. The income threshold aligns with Pennsylvania's broad-based categorical eligibility income limit for households containing elderly people. Figure IV.2 illustrates the steps that governed the flow of cases from SSA through DPW to BDT.

Figure IV.2. Client flow through Pennsylvania pilot



Sources: Information provided by the Pennsylvania DPW and BDT to Mathematica.

Note: Caseworkers at CAOs handle pilot applications as they arrive but also process independently and simultaneously a larger batch of MIPPA cases for MSP eligibility. An individual already may have had his or her MSP case determined (as either eligible or ineligible) before the SNAP application arrives at the CAO or may be considered for MSP after the SNAP application arrives.

BDT mailed materials to the households of individuals whose names appeared on weekly targeted contact lists from DPW. First, BDT sent a notice on DPW letterhead informing the individual that he or she might be eligible to receive help paying for food and providing a toll-free number for the Pennsylvania Benefits Center.[34] BDT sent a second mailing to households that did not respond after six weeks, and placed calls to clients in the final 2 months of their 12-month period of deemed eligibility.

BDT received calls in response to the mailing and screened each caller to determine if he or she qualified for the deemed eligibility portion of the pilot. More than two-thirds of the clients on the targeted contact list did not qualify for the shortened application and deemed eligibility (of which BDT estimated that about 5 percent had inaccurate information in the MIPPA file). For these clients, BDT learned during its outreach work that at least one of the following circumstances applied:

- There was an error in the information in the MIPPA file (such as incorrect date of birth, social security number, marital status, or income information that was 10 percent or more different from actual income).
- The household contained additional members (besides the spouse) not included on the MIPPA file.
- The household contained members younger than age 60.[35]
- The household reported a change in income during the previous 12 months.
- The household had self-employment income or members who were working for multiple employers.

BDT offered to help clients in this situation with a full SNAP application and passed along to DPW additional, updated, or corrected information about the client's case. Just as with the pilot cases, a client could request that BDT submit the case to DPW immediately without waiting for verification documents.

For those who qualified for the deemed eligibility and shortened application, DPW deemed as verified the identity, citizenship, residency, income, resources, and employment information from the MIPPA transfer. After the screening questions, BDT focused the call on topics not deemed as verified to streamline the process for the client or proceeded to assist with the full application.

BDT also helped clients compile documents to verify data not already deemed from the Extra Help application. BDT's computer system automatically generated a list of the verification documents DPW still required for each case (shelter, utilities, and medical expenses, in most cases) and BDT sent the client this list with a postage-paid envelope for returning the documents to BDT. Upon receiving the documents, BDT submitted the application on clients' behalf to DPW. At the client's request, or if the client appeared potentially eligible for expedited services,

[34] BDT adopted this name solely for communicating with clients.

[35] Unless those household members did not share meals with the respondent.

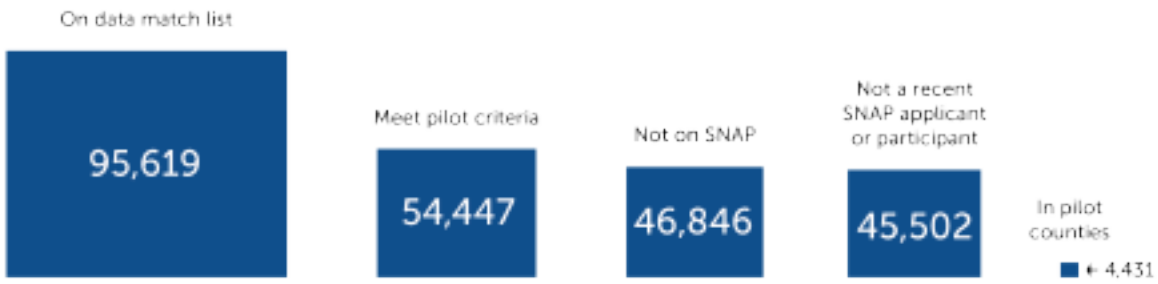
BDT submitted the application immediately without waiting for verification documents.[36] If BDT did not receive all of the expected documents from a client within about eight weeks after first contacting him or her, its staff submitted the application and documents that had been turned in so caseworkers in the CAOs would follow up with those clients.

CAOs processed pilot SNAP applications and determined benefits. Through the online application system, CAO staff identified pilot cases by a code BDT entered to signal that a client qualified for deemed eligibility. CAOs had discretion in assigning pilot applications to caseworkers, but processes across offices were fairly similar. Although some CAOs began the pilot period with designated staff in the office handling all pilot applications, all but one had switched to assigning pilot applications in rotating order just as occurs with regular SNAP applications. That approach was reportedly popular because most offices already assigned other work this way, and because the volume of pilot cases was not as high as anticipated. For cases approved for SNAP, ongoing case maintenance proceeded as it would in the absence of the pilot.

3. Target population

The target population for this pilot came from DPW's MIPPA list, which included all Extra Help applicants—approved and denied – who had a recent Extra Help application determination date. Slightly more than one-half of the individuals on the list met the demographic and household-composition criteria to be included in the pilot, and most of those who met the criteria were not yet enrolled in SNAP (Figure IV.3). About 5 percent of people with recent Extra Help determination dates during the pilot period met all the criteria for the pilot and lived in one of the 10 pilot counties included in the evaluation (about half of them were in some pilot county, however, because not all pilot counties were in the evaluation).

Figure IV.3. Pilot target population in Pennsylvania during pilot period



Source: Mathematica calculations using administrative data provided by Pennsylvania DPW.

Notes: Figure illustrates pilot period only: October 1, 2010, to September 13, 2013 in Pennsylvania. The box on the far right includes only the 10 pilot counties in the evaluation, but if all 41 pilot counties were included this number would be approximately 23,000 people.

The Pennsylvania pilot operated for two years, but it reached nearly three years of target population members by including 12 months of retrospective data during the first month of

[36] Applying immediately establishes an earlier SNAP filing date. This may mean that eligible clients who submit complete applications get benefits sooner. However, immediate filing begins the 30-day SNAP processing clock at the CAO; clients unable to submit the documents quickly may not receive as much follow-up attention and, according to BDT, are more likely to have their application be denied.

operation. (The first list BDT received from DPW included people who had their Extra Help applications determined in the past year, and subsequent files had people with Extra Help application determinations in the past week.) Over the three years of Extra Help applicants contacted in the pilot period, in a typical month, approximately 125 new people were added to the target population list in the 10 pilot counties (Table IV.1). All target-population members were elderly, with an average age of about 73. Two-thirds of people in the target population were women, and slightly more than one-third of them were married. Gross monthly income in the target population, as reported on Extra Help applications, was approximately $1,450. The composition of the target population was not statistically significantly different over time across sites, confirming that the comparison sites were well matched to the pilot sites.

Table IV.1. Characteristics of Pennsylvania target population

	Pilot counties		Comparison counties	
	Baseline	Pilot	Baseline	Pilot
Characteristic				
Age (average years)	73.8	72.4	73.6	72.6
Percentage age 60 or older	100.0	100.0	100.0	100.0
Percentage female	66.5	64.6	66.4	65.3
Percentage married	38.5	35.5	36.8	34.4
Household monthly gross income	$1,468	$1,442	$1,446	$1,418
Size of target population				
Overall	841	4,431	878	4,547
Monthly average	140.2	124.8	146.3	128.1

Source: Mathematica calculations using administrative data provided by Pennsylvania DPW.

Note: In total, including pilot counties not included in the evaluation, BDT reported serving 25,256 unique households across all pilot counties (it contacted a household only once if both spouses appeared simultaneously on the list of recently decided Extra Help applications).

4. Client experiences

We used the client survey to better understand the target population. Specifically, we examined how respondents from the pilot counties compared to those in the comparison counties, and how the impressions of SNAP nonparticipants in the target group compared to target group SNAP participants. As described in Chapter II, the survey population included everyone who met the pilot criteria during certain months, including people already enrolled in SNAP and who therefore would not have been contacted by the pilot staff. The aim of the survey was to identify barriers to SNAP participation. In the sections below, we present key survey findings.

a. Demographics and food security

Respondents to the survey in Pennsylvania closely resembled the target population overall (Table IV.1, above). For instance, all 679 survey respondents from Pennsylvania were elderly, 65.2 percent were female, and just over one-third were married.

The survey questions helped us learn more about the characteristics of the target population. Just over 50 percent had obtained a GED or high school diploma, about 25 percent did not finish high school, and about 25 percent went on to attend some college. Educational attainment was

more frequently low among respondents from the pilot counties. Most of the sample (more than 90 percent) was non-Hispanic white and spoke English at home. Most respondents reported they had applied for SNAP before, but only 22.2 percent were receiving SNAP at the time of the survey. Pennsylvania has an online SNAP application, so computer access among the target population is of special interest. Although 56.4 percent of the respondents had access to a computer, fewer than one-third of them used it daily. Appendix Table D.1.1 provides additional details on the demographics of the survey respondents; Tables in Appendix D.1 provide additional detail on the survey results not summarized in this chapter.

Importantly, we identified few significant[37] differences in demographic characteristics when we compared respondents from pilot counties to those in comparison counties. We also found no differences in food security between the two groups. These survey results further confirm the validity of our purposively selected comparison counties.

There was no difference in demographic characteristics by SNAP participation status, but we found that SNAP nonparticipants were generally more food secure in the last 30 days than participants (Figure IV.4).[38] Nonparticipants were half as likely (10.4 percent) as participants (21.9 percent) to report that purchased food often did not last and that they did not have money to buy more. They were also half as likely (10 percent) as participants (21.3 percent) to report they were often unable to afford to eat balanced meals. Nonparticipants were also less likely to have reported that the adults in the household cut the size of meals or skipped meals, that they ever ate less than they felt they should because there was not enough money to buy food, and that they were ever hungry but did not eat because they could not afford enough food.

b. Experiences with SNAP among program participants and nonparticipants

We observed some differences across SNAP participation status[39] in how respondents described their SNAP experience, but the origin is not clear. That is, some existing factor about SNAP nonparticipants may have shaped their SNAP experience, or their SNAP experience may have shaped their participation behavior. The experiences of nonparticipants, however, can help us learn what barriers to SNAP remain among people in this target population. And the way that SNAP participants describe their most recent experiences with the program can help us understand whether those same barriers apply to them.

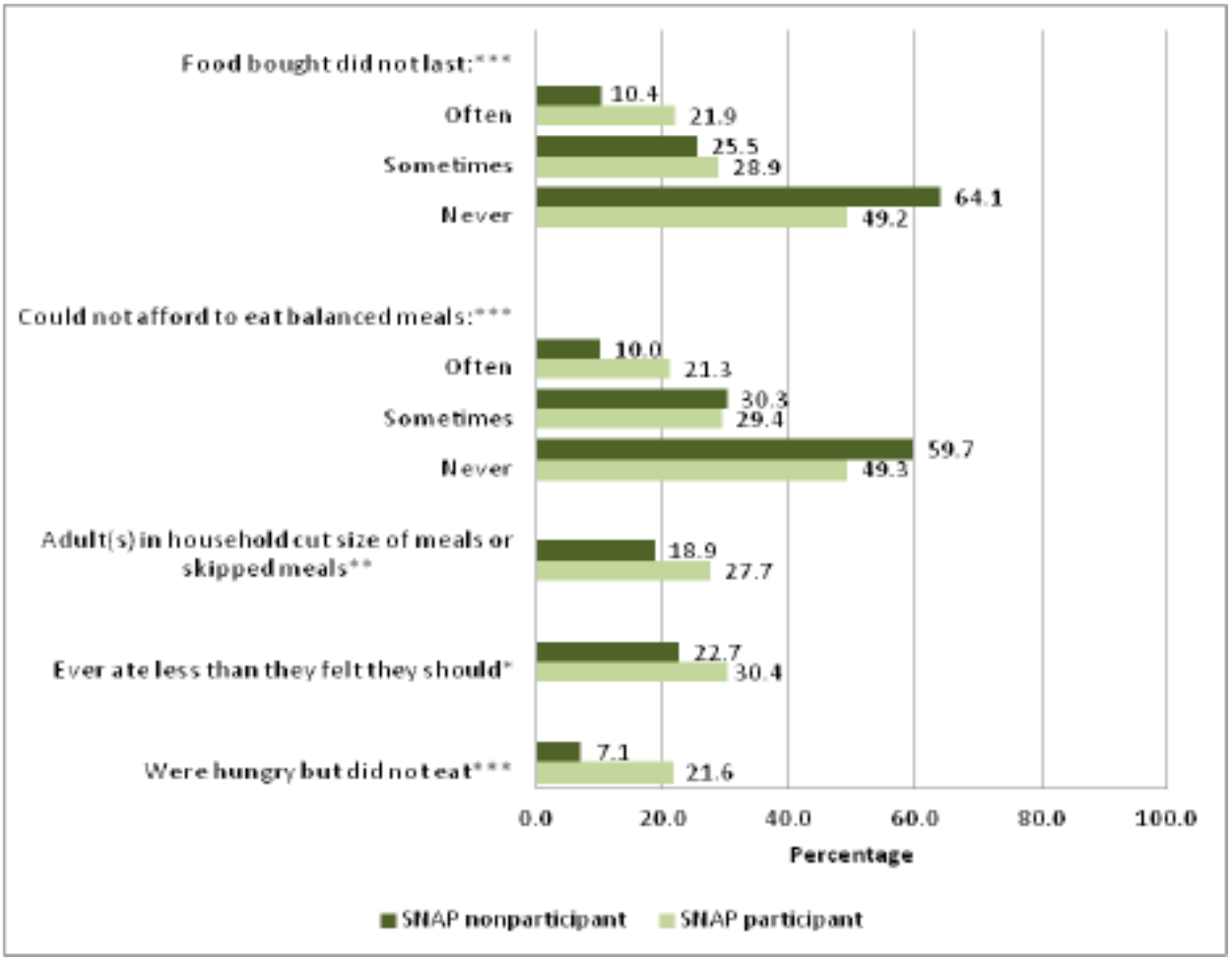
[37] In describing the survey results, we define statistically significant as differences with p-values <0.05, unless otherwise noted.

[38] We also looked at the food security of SNAP participants versus nonparticipants in the pilot counties only and in the comparison counties only, and the same patterns held true.

[39] It would be interesting to explore whether the same patterns hold true when examining nonparticipants and participants in the pilot counties only. However, the small numbers of respondents in the group and the need to keep respondents' information confidential prevent this.

Nonparticipants who had recently applied for SNAP[40] (36.9 percent) were significantly less likely than participants (59.8 percent) to report having had a call or meeting to explore whether they might qualify for benefits and how much they could receive. Respondents may have recalled some outreach activity before their SNAP applications or their SNAP eligibility interview when answering this question; importantly, nonparticipants may not have (yet) had a SNAP eligibility interview. If, in fact, nonparticipants were less likely to have had a discussion about potential eligibility before they applied, they may not have used certain application-assistance opportunities that SNAP participants may have accessed. The survey does not let us confidently draw conclusions about the direction of the relationship between SNAP participation status and these types of calls or meetings about SNAP.

Figure IV.4. Food security in the last 30 days in Pennsylvania pilot target population, by SNAP participation status



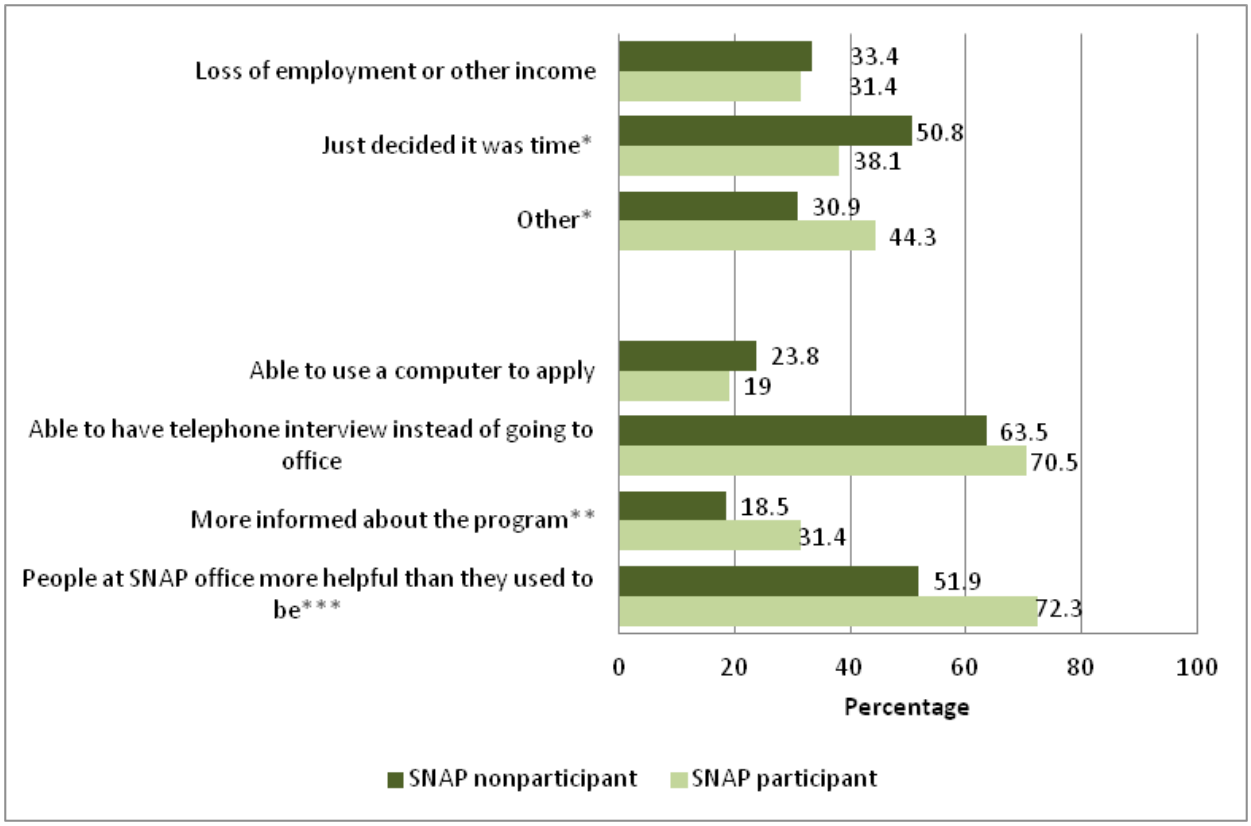
Source: Mathematica analysis of Pennsylvania pilot target population survey data.

*, **, *** SNAP nonparticipant and participant responses were significantly different at the 0.10, 0.05, and 0.01 levels, respectively, two-tailed test.

[40] Recent applicants are people who reported they applied for, or completed paperwork to recertify for, SNAP in the three years preceding their survey response.

Most survey respondents reported that the helpfulness of SNAP office staff or becoming more informed about the program helped them decide to apply for SNAP, but these factors were less commonly reported among nonparticipants who had applied to SNAP than among participants (Figure IV.5). SNAP nonparticipants (51.9 percent) were significantly less likely than participants (72.3 percent) to report that the helpfulness of people in the SNAP office was a factor in their decision to apply. Nonparticipants were also significantly less likely (18.5 percent) than participants (31.4 percent) to report that being more informed about the program was a factor in applying.

Figure IV.5. Reasons for applying for SNAP in Pennsylvania, by SNAP participation status



Source: Mathematica analysis of Pennsylvania pilot target population survey data.

*, **, *** SNAP nonparticipant and participant responses were significantly different at the 0.10, 0.05, and 0.01 levels, respectively, two-tailed test.

The experiences of SNAP nonparticipants compared to the responses of SNAP participants suggest that discomfort about receiving SNAP benefits and lack of information about the program may still be barriers to SNAP participation. This holds true even among the people in the target population for the pilot who are, by definition, likely to be eligible for the program. In the remainder of this section, we describe how the survey responses support this conclusion.

Nonparticipants who had never applied to SNAP were less informed about and more uncomfortable with the program, but they provided feedback on what might make them decide to apply (Table IV.2). Although most people in this group had heard of SNAP before, only about

half knew where to go or whom to contact to apply. Almost one-third of respondents in this group said that if they ever did receive SNAP benefits, they might hide that fact, and more than one-half said they would avoid telling people that they receive them. This group's most commonly reported reasons for not applying were they did not think they would be eligible, they could get by on their own, and that others need benefits more than they do.

More than half of nonparticipants thought that a simpler application process would encourage them to apply, and nearly two-thirds reported that if they might have been inclined to apply if they had more information about their eligibility. This feedback from nonparticipants (which did not differ between pilot and comparison sites) supports the conclusions of prior research on barriers to SNAP participation. It also suggests that activities that increase the visibility of SNAP in the community debunk misconceptions about SNAP and provide information about potential eligibility. Moreover, helping this group apply may help reduce the barriers to SNAP participation.

Table IV.2. Thoughts on SNAP from nonparticipants in Pennsylvania who had never applied before

	Percentage
Respondents who had heard of SNAP before	90.7
Respondents who think they may be eligible for SNAP benefits	49.4
Of those, percentage who thought so before they participated in the survey interview	76.8
Respondents who are somewhat or very certain about where to go or whom to contact to apply for SNAP	53.2
Respondents who would hide that they receive SNAP	32.7
Respondents who would avoid telling anyone they receive SNAP	52.3
Respondents reporting the following as most important reason for not applying	
Would not be eligible	19.2
Can get by on own without benefits	19.7
Others need benefits more	10.7
Other	50.4
Factors that would make nonparticipants more likely to apply	
Simpler application process	54.0
Better treatment from staff at the SNAP office	34.0
More information about eligibility	66.4
Some other change	17.6
Sample size[a]	**196–283**

Source: Mathematica analysis of target population survey data in Pennsylvania.

[a] Sample sizes vary due to item nonresponse.

Current SNAP participants reported feeling satisfied with their participation experience, well served by the SNAP staff, and comfortable with receiving SNAP (Appendix Table D.1.8). More than 70 percent of respondents in this group were very or somewhat satisfied with the SNAP program overall, the process for applying for benefits, using the benefit card, and with getting information or explanations in their preferred language. More than 80 percent of respondents in this group strongly or somewhat agreed that the services they received were suitable for their

needs, and that the SNAP staff kept them informed, worked to solve their problems, were knowledgeable, treated them respectfully, and were available to help them when needed. Few participants (about 12 percent) had ever done anything to hide that they received benefits (Appendix Table D.1.5). About 20 percent had ever avoided telling people they received SNAP benefits.

c. Experiences with SNAP and the pilot among survey respondents in pilot counties

We also identified some differences in how respondents in pilot versus comparison counties reported their SNAP experiences. The design of the evaluation allowed us to develop an understanding of program operations and general outreach in pilot and comparison counties before the pilot began, so we can be more certain that the differences we observe here can be attributed to the pilot.

Respondents in the pilot counties learned about SNAP in different ways from those in the comparison counties, perhaps because SNAP information was more readily available in pilot counties due to informational activities. For instance:

- Those in the pilot counties (28.1 percent) were significantly less likely than those in the comparison counties (43.3 percent) to say they learned about SNAP from friends or family members. Those in pilot counties were significantly more likely to learn about SNAP from some other source[41] (40.1 percent compared to 23.1 percent).
- Respondents in the pilot counties (22.3 percent) were significantly less likely than those in the comparison counties (35.7 percent) to report having called the SNAP office or a hotline to learn more about SNAP. The information the pilot provided about SNAP eligibility rules may have led to greater comfort with SNAP in the pilot counties, but that did not necessarily motivate people to apply.

There were no differences in pilot versus comparison counties in the reasons respondents reported for applying for SNAP.

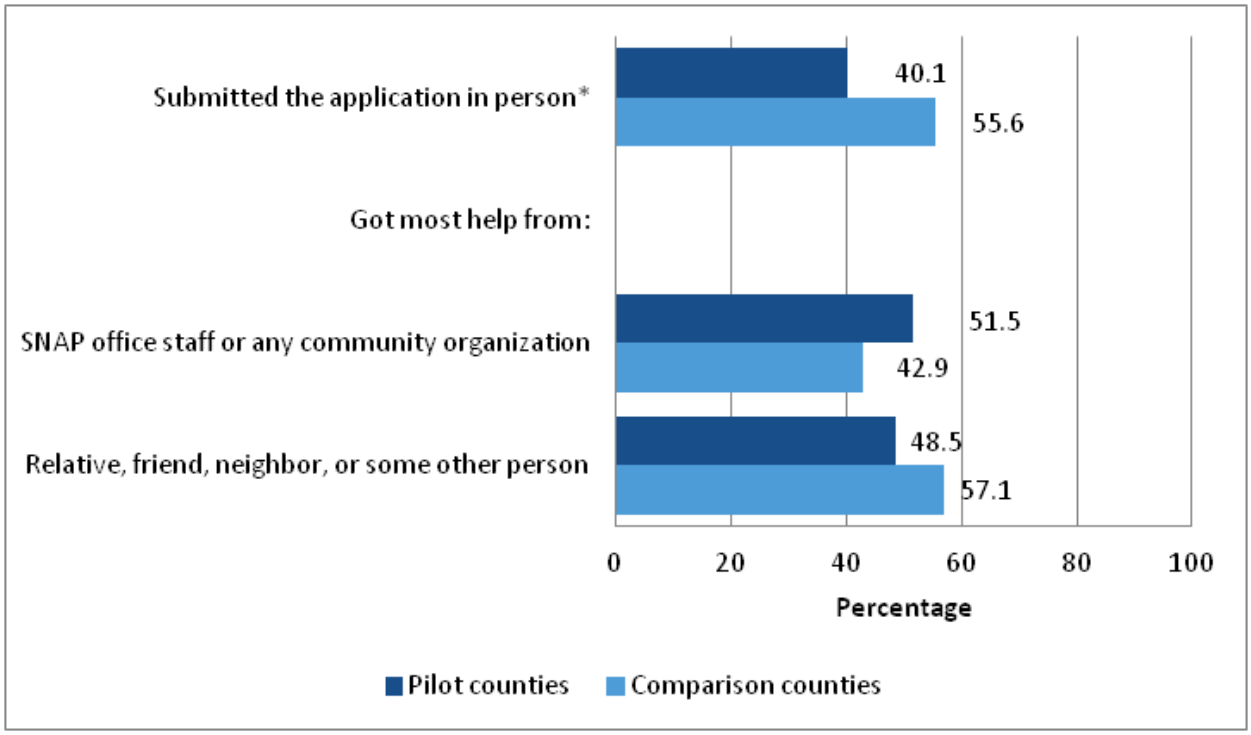
Typical barriers to SNAP participation reported in prior research, such as stigma and lack of information, were less prevalent among responses from pilot counties than from comparison counties. Nonparticipants in the pilot counties who had never applied to SNAP before (27.0 percent) were less likely than people like them in the comparison counties (32.7 percent) to say they might do something to hide that they receive benefits. And respondents from pilot counties who had applied for SNAP before (21.8 percent) were less likely than those in the comparison counties (31.9 percent) to report that being more informed about SNAP was a factor in applying. These differences were only marginally significant ($p<0.10$).

Respondents from pilot counties were less likely (40.1 percent) than those in the comparison counties (55.6 percent) to say they had applied in person—perhaps because they were more

[41] Respondents were included in the other category if they learned about SNAP by getting information in the mail. Although this category is aggregated with the other category because it contains a small number of respondents, it could help explain this difference in the pilot counties (given that a letter about SNAP was sent to the target population as part of the pilot).

aware of other acceptable methods of submission due to the pilot, or possibly because BDT helped them with an application by telephone. Some respondents reported that they submitted their own application; others received help from someone (Figure IV.6). Of those who submitted their own application, about one-half submitted it in person. Of those who received help with their application, respondents (regardless of county type or participation status) were just as likely to get it from the SNAP office or a community organization or outreach worker as they were from relatives, friends, neighbors, or other people.

Figure IV.6. SNAP application process in Pennsylvania, by pilot or comparison county type



Source: Mathematica analysis of Pennsylvania target population survey data.

*, **, *** Pilot and comparison county responses were significantly different at the 0.10, 0.05, and 0.01 levels, respectively, two-tailed test.

The survey results suggested that some respondents from pilot counties recalled BDT's mailings and phone calls and were very satisfied with the services. Almost 60 percent of respondents (participants and nonparticipants alike) in the pilot counties reported receiving information or an application for SNAP by mail after applying for Extra Help; almost 40 percent reported receiving a call inviting them to apply for SNAP (Table IV.3). Of the respondents who recalled being contacted about SNAP after applying for Extra Help and who had recently applied for SNAP, about 70 percent said they made the decision to apply because they received information or someone contacted them. Nonparticipants, however, (54.2 percent) were less likely than participants (79.7 percent) to have applied because of outreach. This is consistent with this group's answers to another survey question about factors that were important in the decision to apply: they were less likely than participants to report that being more informed

about SNAP was an important factor. Of the respondents who reported being contacted about SNAP after applying for Extra Help, nearly all were satisfied with the information received.

Table IV.3. Pennsylvania survey respondents in pilot counties who reported experiencing pilot activities

	Overall	SNAP participants	Nonparticipants	Sig.
After applying for Extra Help, percentage who				
Recalled receiving information or an application for SNAP in mail	58.4	58.8	58.2	
Recalled receiving a call inviting them to apply for SNAP	39.7	39.8	39.7	
Recalled being contacted in some other way about applying for SNAP	23.0	29.3	21.2	
Sample size[a]	**248–250**	**47–52**	**198–201**	
Number of respondents who recalled being contacted in any way after applying for Extra Help and applied recently	58	39	19	
Percentage who applied for SNAP because they received information or someone contacted them	70.3	79.7	54.2	*

Source: Mathematica analysis of survey data from Pennsylvania's pilot target population.

[a] Sample sizes vary due to item nonresponse.

*, **, *** SNAP nonparticipant and participant responses were significantly different at the 0.10, 0.05, and 0.01 levels, respectively, two-tailed test.

C. Outcomes and effects

With SNAP administrative data provided by DPW, Mathematica was able to identify SNAP applications from target population members that were submitted after their Extra Help application. We report in this section the effects we calculated for the pilot activities. We discuss effects in both percentage point and real (number of people) terms, because the pilot population was relatively small. Because baseline and pilot periods are different lengths and this can complicate interpretation, we present the real differences as the average number of people per month that were affected; in comparison, readers can consider that about 125 people were in the target population during an average pilot period month (see Table IV.1) . We focus on the 90 days after the person's Extra Help application determination date, but also examine longer time windows to check whether our results are sensitive to this definition.[42]

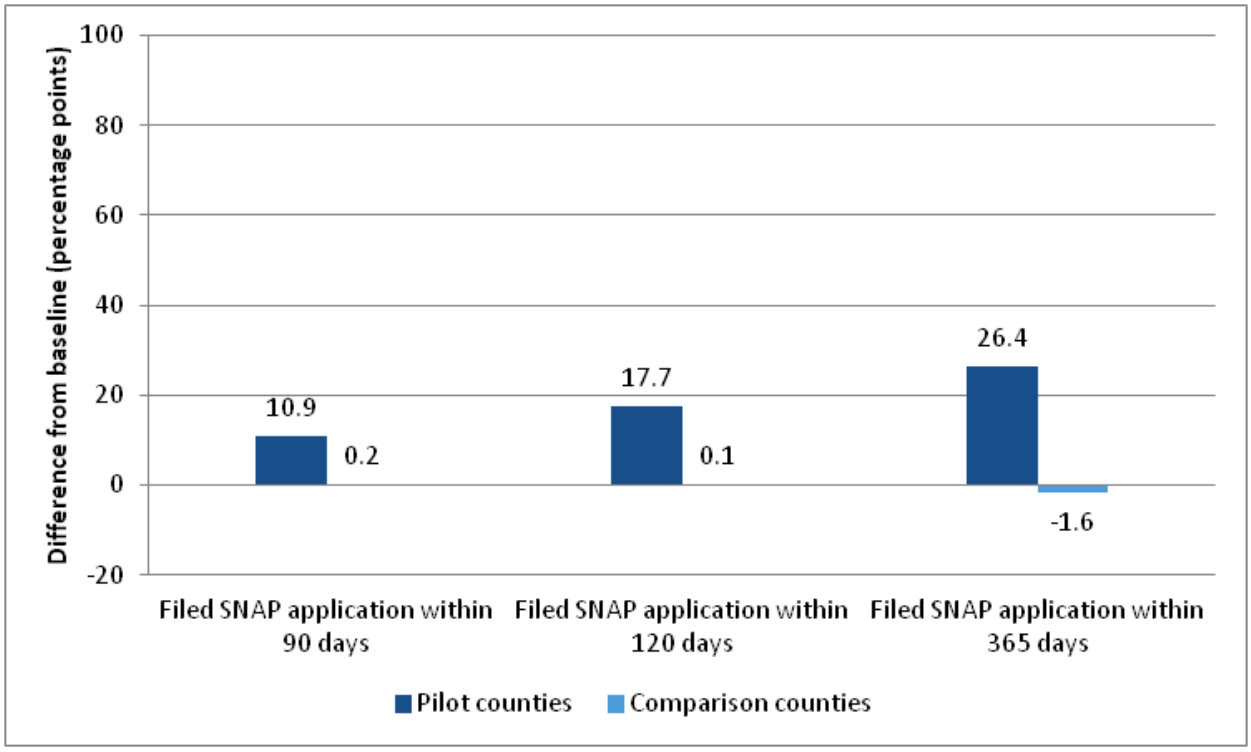
1. SNAP applications and enrollment

We found that during the pilot period a much higher percentage of people in the Pennsylvania target population applied to SNAP in the pilot counties than in the comparison counties after their Extra Help determination date. That was true even after adjusting for the baseline application rates in the counties and other demographic characteristics (Figure IV.7). The adjusted effect was nearly 11 percentage points when examining a 90 day window after

[42] For the group of people whose Extra Help application was determined in the year before the pilot began, but who could have been contacted by the pilot, we set the beginning of this 90 day window to be the start of the pilot rather than the Extra Help application determination date.

Extra Help application determination. This translates to approximately 13 SNAP applications per month from the target population across all 10 pilot counties during the pilot period that can be attributed to the pilot. When examining a 120 day window, the difference in applications attributable to the pilot was nearly 18 percentage points (22 people per month). The pilot deemed Extra Help application data as verified for SNAP for only one year after the Extra Help determination date, so BDT conducted additional outreach near the end of this one-year period. If we looked at SNAP applications in the year after the Extra Help determination date (for people who had sufficient data), the adjusted effect of the pilot on SNAP applications was 28 percentage points (40 people per month).

Figure IV.7. SNAP applications among Pennsylvania target population



Source: Mathematica calculations using administrative data provided by Pennsylvania DPW.

Note: Days are usually measured from the Extra Help disposition date, except for a group of older cases that also received pilot services in the first month the pilot began. Differences, after adjusting for demographic characteristics, are statistically significant (p <0.01).

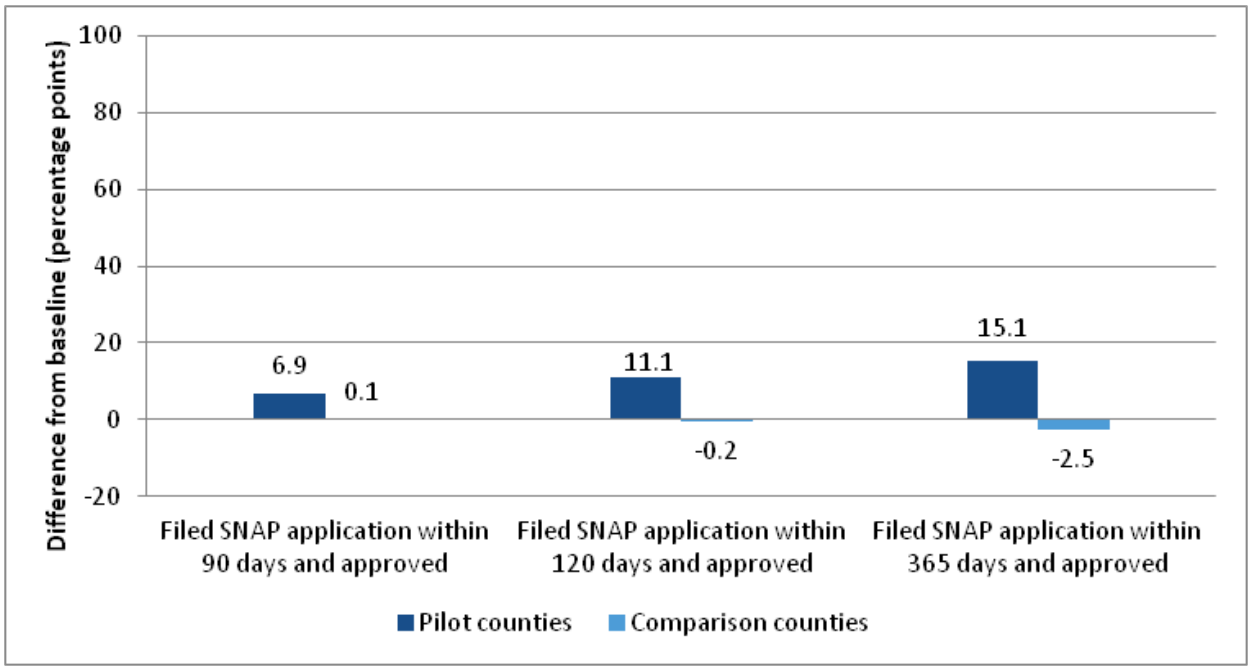
The pilot's effect on applications, then, was almost two thirds larger 120 days after someone's Extra Help application was decided than it was after 90 days. It may have taken longer for SNAP applications to occur in Pennsylvania because of the time it took for DPW to receive MIPPA data after an Extra Help case was decided,[43] for DPW to then transfer that data to BDT, and for BDT to initiate contact and help the clients they reached to complete an

[43] Although the target population included all Extra Help applicants, their Extra Help eligibility was determined before the MIPPA transfer, which then enabled the pilot to deem the Extra Help application as verified when assessing SNAP eligibility.

application. BDT contacted people in the target population several times by mail and telephone, and often coached applicants through the process of assembling verification documents. If clients agreed to have BDT wait until the documents were complete to submit a SNAP application, this could result in a SNAP filing date several months after the client's Extra Help application was decided. A delayed SNAP filing date would postpone the household's receipt of SNAP benefits.

We also found that more people among the target population in pilot counties filed approved SNAP applications than in comparison counties (Figure IV.8). As with the application effects, these effects on approval rates were statistically significant (and unchanged in magnitude) after adjusting for demographic characteristics. That is, not only did the pilot change SNAP application behavior among people in the target population, but people who applied for SNAP in the pilot sites were approved for benefits at greater rates than those in the comparison sites. The size of this adjusted effect was 7 percentage points within 90 days of someone's Extra Help determination date. This translates to an average of 9 people per month being approved for SNAP as a result of the pilot. When we examined longer time horizons to see whether members of the target population applied to SNAP after their Extra Help application was decided, we observed adjusted effects of 11 percentage points within 120 days (an average of 14 people per month approved) and 18 percentage points within one year (an average of 25 people per month approved).

Figure IV.8. SNAP applications filed and approved among Pennsylvania target population



Source: Mathematica calculations using administrative data provided by Pennsylvania DPW.

Note: Days are usually measured from the Extra Help disposition date, except for a group of older cases that also received pilot services in the first month the pilot began. Differences, after adjusting for demographic characteristics, are statistically significant (p <0.01).

Among SNAP applications that already had a final disposition at the time of this report, more than two-thirds were approved (Table IV.4), nearly the same rate as all other SNAP applications. Among people from the target population who applied to SNAP and were denied, we examined the most common reasons. These were voluntary withdrawal (nearly one-third of denials, which was three times the rate among non-target applicants in the pilot counties), and failure to provide information or verification (more than one-quarter of denials, compared to 40 percent among all other non-target applicants in the same counties). BDT and CAO staff commented during interviews that they observed that clients in pilot counties frequently withdrew their applications. The reasons for withdrawal is unknown and require further research, but BDT suggested that they may include: (1) clients were approved for a low benefit amount they did not regard worth program participation, (2) clients who received additional documentation requests from CAOs felt that the burden was too great, and (3) clients in small rural communities associate a stigma with the SNAP interview process. The target population may have been denied less often than others for failure to provide information or verification than the non-target population because of the deemed eligibility model and because BDT helped them compile other necessary documentation.

Table IV.4. Disposition of SNAP applications in Pennsylvania pilot counties during the pilot

	Target population	All other SNAP applications
Number of households applying	597	68,629
Number approved	410	48,273
Approval rate (among applications processed)	68.7	70.3
Number denied	176	17,513
Denial reason (percent)		
Net income test	9.7	4.4
Gross income test	4.0	8.4
Failure to provide information/verification	27.8	38.5
Failure to keep appointment	15.9	12.6
Voluntary withdrawal	31.3	9.7
Other or missing	11.4	26.4

Source: Mathematica calculations using administrative data provided by Pennsylvania DPW.

Notes: Table includes households containing someone in the target population who applied to SNAP within 90 days during the pilot period. Days are usually measured from the Extra Help disposition date, except for a group of older cases that also received pilot services in the first month the pilot began. Pending applications are excluded from the denominator of the calculation of the approval rate.

2. Benefits

People from the target population who applied to SNAP and were approved had lower SNAP benefits (per person in the household) under the pilot. This difference was usually not more than we would expect due to chance after controlling for baseline levels and person-level demographics (see Appendix C.2.1). Although the difference is not significant, we considered why we observe any difference at all. This may be because people who apply due to the pilot and are approved, though they qualify for benefits, have higher incomes than target population SNAP

clients from the comparison counties. (That is, the most disadvantaged people might apply for SNAP and be approved regardless of the pilot, but eligible people with slightly higher incomes may be the ones whose behavior the pilot changed.) We explored this (not shown) and found that, during the pilot period, people in the target population in the pilot counties who applied for SNAP had an average gross household income of $1,423 and a net income of $905, compared to $1,268 and $756, respectively, in the comparison counties. A higher income means a household qualifies for lower SNAP benefits.

Three-quarters of the people in the Pennsylvania target population who applied for SNAP during the pilot and were approved used their EBT card within 90 days of SNAP approval, indicating that once they receive their benefits they are likely to use them promptly. There was no significant difference in the rate of EBT usage between the pilot and comparison site clients, even after adjusting for time period (Appendix Table C.2.3).

3. Error rates and cost neutrality

We found a case error rate of 5.0 percent in the first year of the Pennsylvania pilot, with a confidence interval that included the State rate for that year. Similarly, in the second year, we found a case error rate of 13.3 percent, with a confidence interval that included the State error rate for FFY2013. With the information available, it appears that SNAP cases in Pennsylvania were not more likely to be approved in error if they were part of the pilot than if they were part of the general caseload (Table IV.5), as indicated by the 95 percent confidence interval.

Table IV.5. SNAP case error analysis for the Pennsylvania pilot

Sample period	Pilot cases on SNAP[a]	Sample size	Number of errors[b]	Error rate for pilot	95 percent confidence interval (percentage points)	State case error rate (FFY)
October 2011–June 2012	2,262	60	3	5.0%	±5.4	5.0% (2012)
June 2012–August 2013	3,895	60	8	13.3%	±8.5	5.5% (2013)

Source: Mathematica analysis of data from sample of pilot county cases provided by Pennsylvania DPW.

[a] Pilot cases include those approved in the 10 evaluation counties and in the 31 other pilot counties.

[b] As in the normal QC review process in place in FFY 2012–2013, we did not count a discrepancy as an error if it resulted in a benefit difference of $50 or less unless the review found the person was ineligible.

Cost neutrality reviews in Pennsylvania primarily tested the quality of the deemed data because the benefit calculation did not change under the pilot. We found that benefits issued through the pilot were slightly higher the first year of the pilot than they would have been under regular program rules. Using the sample from the first year of the pilot, we found a cost neutrality ratio of 1.21 to 1 (that is, after the first year of the pilot, benefits awarded were 21 percent higher than the pilot cases would have received under regular SNAP rules) (Table IV.6). In the second year of the pilot, the ratio was 0.86 to 1, showing that pilot households were issued lower benefits than they would have received in the normal program, on average. Importantly, only one of the sampled households in the second year failed the asset test and would have been found to be

ineligible if assets had been verified.[44] CAO staff described challenges relating to using MIPPA data when determining MSP eligibility: foremost was that information from the MIPPA file may indicate that someone should be approved for MSP, but when staff verify asset data at recertification they discover the person should not have qualified for MSP. The SNAP asset limits, under Pennsylvania's broad-based categorical eligibility policy, are much higher than Extra Help asset limits, though, and do not appear to lead to many asset-ineligible individuals being identified as eligible for the pilot.

Table IV.6. Cost neutrality of Pennsylvania pilot

Sample period	Pilot cases on SNAP	Sample size	Total pilot benefits	Total regular SNAP benefits	Average cost difference per case	Ratio of pilot benefits to regular SNAP benefits
October 2011–June 2012	2,262	60	$3,158	$2,619	$8.98	1.21
June 2012–August 2013	3,895	60	$3,488	$4,047	-$9.32	0.86
Total	**3,895**	**120**	**$6,646**	**$6,666**	**$0.16**	**1.00**

Source: Mathematica analysis of data from sample of pilot county cases provided by Pennsylvania DPW.

D. Pilot costs

Pennsylvania's total cost for designing and running the pilot was $971,830 (Table IV.7), exclusive of costs incurred to report information for this evaluation. The approved pilot grant was $949,982, all of which was budgeted for BDT to run the pilot program. DPW's work on the pilot fell under the umbrella of its daily activities to provide these services to Pennsylvania residents. However, we calculated the cost associated with DPW's effort in order to inform any replication efforts.

Pilot implementation cost was $138,884. That included grant planning and design, acquiring new equipment and staff, computer programming, and training staff. Implementation activities lasted one year before the pilot began and accounted for less than 15 percent of the total pilot costs incurred. Nearly half of these costs were for pilot planning and design. BDT spent $131,508 on implementation; DPW spent $7,376.

Operational costs amounted to $832,945. Of this, BDT spent $820,110 on outreach to and application assistance for the target population (including sending mailings and placing telephone calls), providing application assistance, general pilot administration and management, and other facilities. Most of DPW's total operational costs ($12,835) went to pilot administration and management, including weekly meetings with BDT about progress and troubleshooting challenges.

[44] We did not examine assets in the first year calculations of cost neutrality because the asset test was reinstated in May 2012.

Table IV.7. Pennsylvania pilot costs, by partner and component

Pilot component	Implementation costs				Operational costs				Total costs	
	BDT (dollars)	DPW (dollars)	Total (dollars)	Percent	BDT (dollars)	DPW (dollars)	Total (dollars)	Percent	Total (dollars)	Percent
Grant planning and design	$60,113	$4,713	$64,826	46.7%	$0	$0	$0	0.0%	$64,826	6.7%
Acquiring new equipment or staff	$31,552	$0	$31,552	22.7%	$0	$0	$0	0.0%	$31,552	3.2%
Computer programming	$0	$1,218	$1,218	0.9%	$54,725	$2,421	$57,146	6.9%	$58,363	6.0%
Training staff	$39,843	$1,445	$41,288	29.7%	$0	$0	$0	0.0%	$41,288	4.2%
Outreach and application assistance	$0	$0	$0	0.0%	$645,436	$0	$645,436	77.5%	$645,436	66.4%
Pilot administration and management	$0	$0	$0	0.0%	$46,688	$10,414	$57,102	6.9%	$57,102	5.9%
Facilities and other costs	$0	$0	$0	0.0%	$73,261	$0	$73,261	8.8%	$73,261	7.5%
Total pilot costs	**$131,508**	**$7,376**	**$138,884**	**100%**	**$820,110**	**$12,835**	**$832,945**	**100%**	**$971,829**	**100%**

Sources: Mathematica calculations based on data from BDT and DPW and interviews with DPW and CAO staff.

Overall, the average operational cost ($832,945) per person touched by the pilot (25,256 people) was approximately $33.[45] As the costs to implement the pilot would generally be required no matter how many clients were served, we use the operational costs per application to better understand the administrative costs of serving each client. CAOs reported no marginal costs associated with running the pilot, and some CAO staff anecdotally reported that the pilot cases may have been even faster to process than regular SNAP applications because they were more complete.

E. Lessons learned

Pennsylvania's pilot increased access to SNAP benefits among elderly people in rural communities without straining the resources of CAOs. Our analysis found that more elderly individuals applied for—and applied for and were approved for—SNAP than would have occurred otherwise. Even though it generated more applications, the pilot did not overwhelm CAO resources. Half of all CAOs in pilot counties reported that processing the pilot cases was the same as or faster than processing regular SNAP applications, partly because of the low volume of cases in each county, and partly because the applications did not require more work.

Despite the streamlined application and application assistance, people in the target population were likely to voluntarily withdraw their applications, according to our analyses of administrative data from DPW. CAO staff corroborated this finding, reporting that when people heard they were eligible for only the minimum benefit amount, they often elected to withdraw their application, leaving the money for "someone who needed it more." (BDT suggested alternate explanations, including the burden associated with additional verification documents that some CAOs chose to request and the perceived stigma of the interview process.) This suggests that, despite getting the application assistance to access benefits, some elderly individuals still did not want to use or receive SNAP benefits, and they may have thought the minimum benefit amount was not enough to actually help them.

Ultimately, both DPW and BDT viewed the pilot as successful, and planned to expand some of the pilot activities to the rest of Pennsylvania. In September 2013, DPW sought FNS approval to continue this effort as part of its State outreach plan. This requires no funding from DPW, and the programming staff will be able to give the targeted contact lists to BDT. BDT obtained a grant from AARP (formerly the American Association of Retired Persons) to sustain the work, and will continue its outreach, using a letter from DPW to add credibility to the effort.

Two main obstacles emerged during the course of this pilot: getting SSA approval to share data took longer than expected, and the MIPPA data did not fully capture the circumstances of a SNAP household in a way that was most helpful for BDT and CAO staff. We describe these lessons, and another about reaching the target population, below.

Planning ahead to get approval for third-party use of SSA data may be helpful; the process was difficult and time-consuming. DPW and BDT reported that obtaining approval from SSA to share the MIPPA data with BDT—a third-party, nongovernmental organization—

[45] This number includes operational costs to serve the 25,256 households that BDT reported serving through the pilot in all 41 counties (those included in the evaluation and the non-evaluation pilot counties).

was the biggest implementation challenge. The pilot start date was delayed several times while DPW awaited approval from SSA to transfer data to BDT. BDT staff had to be trained—about SNAP in general and about how to collect information for and complete the SNAP application—for both the simplified pilot and full SNAP applications. BDT had staff trained and ready for one of the early implementation dates but then had to retrain those individuals because of the delays. BDT was able to assign the workers temporarily to other projects.

More than half of cases have a SNAP household situation that is not accurately captured by MIPPA data; creating a plan for handling these cases may help provide application assistance to those who do not qualify for the deemed eligibility model. DPW deemed the Extra Help application data on the MIPPA file as complete and accurate. However, BDT reported that MIPPA data for approximately 5 percent of cases contained incorrect or omitted information. CAO staff found similar problems as they used MIPPA data to determine MSP eligibility in a process that was simultaneous with or after pilot activities. These problems were mostly related to reporting of income. Staff pointed out that MIPPA data reports household income under just one household member, often assigning it to the wrong person. Sometimes, income (such as a pension or interest from a bank account) was missing. These discrepancies appear to be a function of different phrasing of requests for income data between the Extra Help application and the MSP applications that CAOs usually process, and would also affect the SNAP cases under the pilot. When BDT identified these discrepancies, it reported corrected information and completed a full SNAP application instead of using the deemed eligibility and shorter application. Moreover, MIPPA data did not include information on whether someone under 60 lived in the household, or there was a change in income over the past 12 months. This data was necessary to complete a SNAP application, but was not collected on the Extra Help application. These cases were not eligible for the deemed eligibility and shorter application either, and BDT estimated that these cases accounted for roughly 60 percent of the cases on the MIPPA file.

Streamlined application processes and more information about the program may motivate SNAP applications, but some people still will not want to participate. Survey respondents not participating in SNAP and with no SNAP application experience lacked information about the application process, but they said they might apply if the application were simpler or if they had more information about their eligibility. However, many clients applied and then chose to withdraw their application. Therefore, it appears that some elderly clients—even those with apparent need and clear eligibility—will still decline to participate. Furthermore, survey respondents not participating in SNAP reported significantly better levels of food security, suggesting that they perceive themselves to have less need for help with food, even though they met the pilot criteria. Access efforts, no matter how successful, are unlikely to change SNAP behaviors for these clients.

V. WASHINGTON: TARGETED OUTREACH, SIMPLIFIED APPLICATION, AND SNAP AWARENESS CAMPAIGN

In Washington, elderly people have had consistently low rates of SNAP participation. The grant application from the State noted that 67 percent of all people eligible for SNAP received benefits, compared to only 34 percent of eligible elderly people. Furthermore, 45 percent of adults age 60 or older who participated in MSP were not receiving SNAP assistance in May 2010. Concerned about this group, Washington's Department of Social and Health Services (DSHS) hoped to increase its elderly SNAP participation rate through this pilot. DSHS selected an approach that focused on general advertising and contacting a targeted list of people to offer them a shortened application for SNAP. The State's hope was that this approach would not tax its eligibility system as much as changing eligibility rules would.

DSHS planned to focus its pilot activities on elderly MSP clients who were not already participating in SNAP. The main pilot activities were: distribution of a simplified application to a targeted contact list by two community-based partners (South Sound Outreach Services [SSOS] and People for People), SNAP application assistance, an advertising campaign,[46] and outreach at community events. DSHS sent the targeted mailing to all recently approved MSP clients (elderly and disabled), but focused the general advertising activities on the elderly population. Notably, although the other pilots relied on MIPPA data from Extra Help applications, Washington directed its pilot activities toward people recently approved for MSP, including those approved using MIPPA data and those who applied directly to MSP and were approved.

Although we discuss effects in more detail later in this chapter, we provide an initial preview that the Washington pilot project had positive effects on SNAP applications within the target population and on the percentage of people in the target population who applied to SNAP and were approved. Pilot cases were somewhat more likely to have errors, however. The average cost of the pilot per person on the contact list was $73.

A. State context and program administration

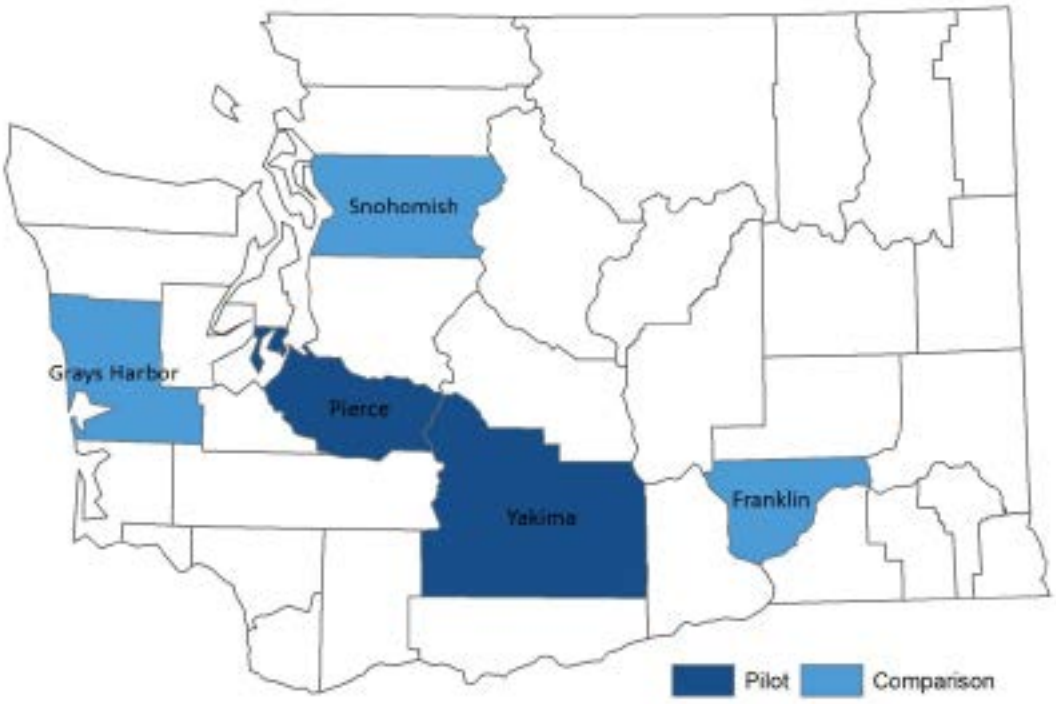
SNAP and MSP are both administered by DSHS (as are other food, cash, and medical assistance programs), and policies and procedures for both programs were fairly uniform across the State during the pilot period. Just before the pilot began, DSHS completed a multiyear effort to redesign its approach to client service delivery. Therefore, the procedures for processing applications and recertifications across the State are now standardized, and they changed little over the course of the pilot.

1. Pilot and comparison county characteristics

DSHS selected two pilot counties—Pierce and Yakima—because of existing, established, well-functioning partnerships with SNAP outreach contractors in each of them. Figure V.1 shows the pilot counties and the comparison counties.

[46] Many activities – including radio, TV, and billboard advertisements – that were part of this pilot are no longer allowable with Federal funds under the Agricultural Act of 2014.

Figure V.1. Washington pilot and comparison counties



We chose Snohomish as a near match to Pierce County, but identifying a comparison for Yakima County was more complicated. Snohomish and Pierce counties adjoin Seattle (but not one another), and staff and partners in both counties agreed that the counties were culturally and contextually similar. Yakima County is unique in its demographic composition because a large geographic share of it adjoins the Yakama Nation reservation. On the similarity index we used to inform comparison site selection, Grant County was most closely matched, but it is adjacent to Yakima County, and that presented the risk of spillover effects from the advertising the pilot project was undertaking. Franklin County and Grays Harbor County were the second and third best matches. DSHS and contractor staff confirmed that the SNAP policies and procedures are comparable between Grays Harbor and Yakima counties, but cautioned that they are geographically and culturally different. Specifically, Franklin County did not match the demographics of Yakima County with respect to Native American tribal members. Moreover, the Cascade Mountains divide Washington, and Grays Harbor is on the west side and has a large coastal area but Franklin and Yakima are on the east side and are landlocked. There are, therefore, qualitative differences in local industries and other aspects between Grays Harbor and the other two counties, although Grays Harbor does have a share of residents who are Native American tribal members just as Yakima does. No better comparisons were available, so we paired Grays Harbor County with Franklin County to ensure some cultural similarities of the paired comparison sites to Yakima County.

SNAP and MSP awareness and access efforts were fairly uniform across the evaluation counties during the baseline months, and they changed little during the pilot period. DSHS staff rarely engaged in SNAP outreach, though Community Services Offices (CSOs) occasionally provided outreach and information about their services (including SNAP and MSP) by appearing

at resource fairs or community meetings, providing staff support when the mobile CSO unit visited counties, or stationing staff at local clinics. SSOS and People for People also offered application assistance and were present at community events in each evaluation county as part of the State SNAP outreach plan. The efforts of the two contractors under the State SNAP outreach plan were not targeted to any specific group, continued concurrently with the pilot, and served several counties. Other activities to link clients to benefits in pilot and comparison counties during the pilot included:

- Aging and Disabilities Resource Centers offered information about and referrals to Extra Help, MSP, or SNAP.
- Statewide Health Insurance Benefit Advisors (SHIBAs) provided MSP application assistance to clients who needed it and went to their homes or to a community organization when requested.
- At local annual resource fairs, Homeless Connect in Pierce County and Senior Citizens' Awareness Day in Yakima County, vulnerable populations could connect with services.

During the pilot, SSOS became a SHIBA site, so the worker involved in the pilot in Pierce County also helped clients with MSP applications. This effort may have allowed the contractor to reach more people with a general interest in SNAP and help them with SNAP applications, but those people would not have been part of the targeted contact list for the pilot if they applied simultaneously for MSP and SNAP.

2. Procedures and policies

Washington households can apply for SNAP and MSP online (from anywhere, including kiosks in CSO lobbies), in person, or by mail or fax. Staff anywhere in the State can process any application. Because DSHS pools its workload and assigns it in rotation, applications with complete information are often processed on the day they are filed. Clients may (and usually do) complete their initial and recertification SNAP interviews by telephone on the day they file their application, because of FNS waivers. CSO staff might interview applicants before determining eligibility, sometimes by phone, but no interview for MSP is required if the information can be verified in other ways.

MSP policies in Washington follow federal guidelines for eligibility determination and benefit levels. Clients must recertify for MSP annually, and when doing so would potentially be included in the pilot the month the recertification was approved. When verifying income and resources (for SNAP as well as for MSP), CSOs use electronic verification and data exchanges as much as possible to minimize requests for clients to furnish additional information. There is no requirement that MSP applicants have an eligibility interview.

The contractors learned, however, and DSHS ultimately confirmed, that a Statewide effort was in place to provide information about SNAP to MSP clients even before the pilot began. This centralized effort to inform MSP clients about SNAP was so automated that some local DSHS staff did not realize it existed. The process was—and continues to be—the following: when someone applies for MSP, the multi-program application asks about his or her interest in SNAP. If the MSP case is approved, the person is informed about SNAP again, this time through an automated letter that provides high-level information about SNAP (describing the program

without saying whether the person might qualify for benefits). Therefore, the pilot activities to contact recently approved MSP clients about their possible eligibility for SNAP occur fairly soon after those same people receive other background information about SNAP. These preexisting activities to connect MSP clients to SNAP may have already have linked some of them to SNAP. So, we may speculate that the people most interested in or most in need of assistance had already applied to or at least been informed about SNAP.

During the pilot period, one Statewide MSP change and two Statewide SNAP changes occurred that affected the target population and its experience with SNAP. About halfway through the pilot, Washington automatically opened MSP cases for certain individuals who were on Medicaid and not already enrolled. These new MSP approvals, then, automatically became part of the target population if they were not already receiving SNAP. One of the Statewide SNAP policy changes was likely of special relevance to the target population for the pilot: a waiver that eliminated the application interview for certain elderly households was implemented two months before pilot activities ended. As of August 2013, if all members of a SNAP applicant's household were elderly and had no earned income, no certification interview is required if the household has provided all necessary verification and none of it was questionable. Other Statewide changes, such as revising the rights and responsibilities language DSHS distributes to clients and allowing for notifications to occur electronically rather than by mail, would have been noticeable to clients but probably would not have substantially changed their experience with SNAP. A second SNAP policy change reduced benefits to certain households. Washington has a State-funded food assistance program that provides SNAP-like benefits to legal immigrants who do not qualify for federally funded benefits. Households containing these legal immigrants would have seen the benefits for those individuals cut to 75 percent of the federal SNAP rate in July 2013, three months before pilot activities ended. If the household contained others who were eligible for federal benefits, the benefits for those other people were unchanged.

B. Pilot implementation and operations

DSHS, leveraging existing relationships with SSOS and People for People, contracted with them to carry out the pilot. DSHS matched a list of recently approved MSP applicants to the list of current SNAP recipients in pilot counties, identified those who were not receiving SNAP, and sent the resulting list for each pilot county to the appropriate contractor. The contractors sent the people on the list an introductory letter and a shortened SNAP application. In the second year of the pilot, the contractors followed the mailing with a telephone call to offer application assistance. The organizations also offered informational events at senior centers, congregate meal sites, and other senior-focused sites; coordinated with the existing local events (such as resource fairs); and placed brochures and posters in locations they believed elderly people were likely to visit. To supplement the contractors' efforts, DSHS also funded bus advertisements in the pilot counties aimed at the elderly.

1. Pilot policies and procedures

No SNAP or MSP policy change was required for this pilot. DSHS used the MSP eligibility decision to identify people in the target population, but asked those people to provide all missing information about their SNAP household and its income if they applied to SNAP.

Aside from the shortened application (described later), all other SNAP application procedures were unchanged by the pilot. Although eligibility workers continued their work as usual, DSHS provided some information to the CSOs in the two pilot counties so workers would be aware of these shortened applications and expect them.

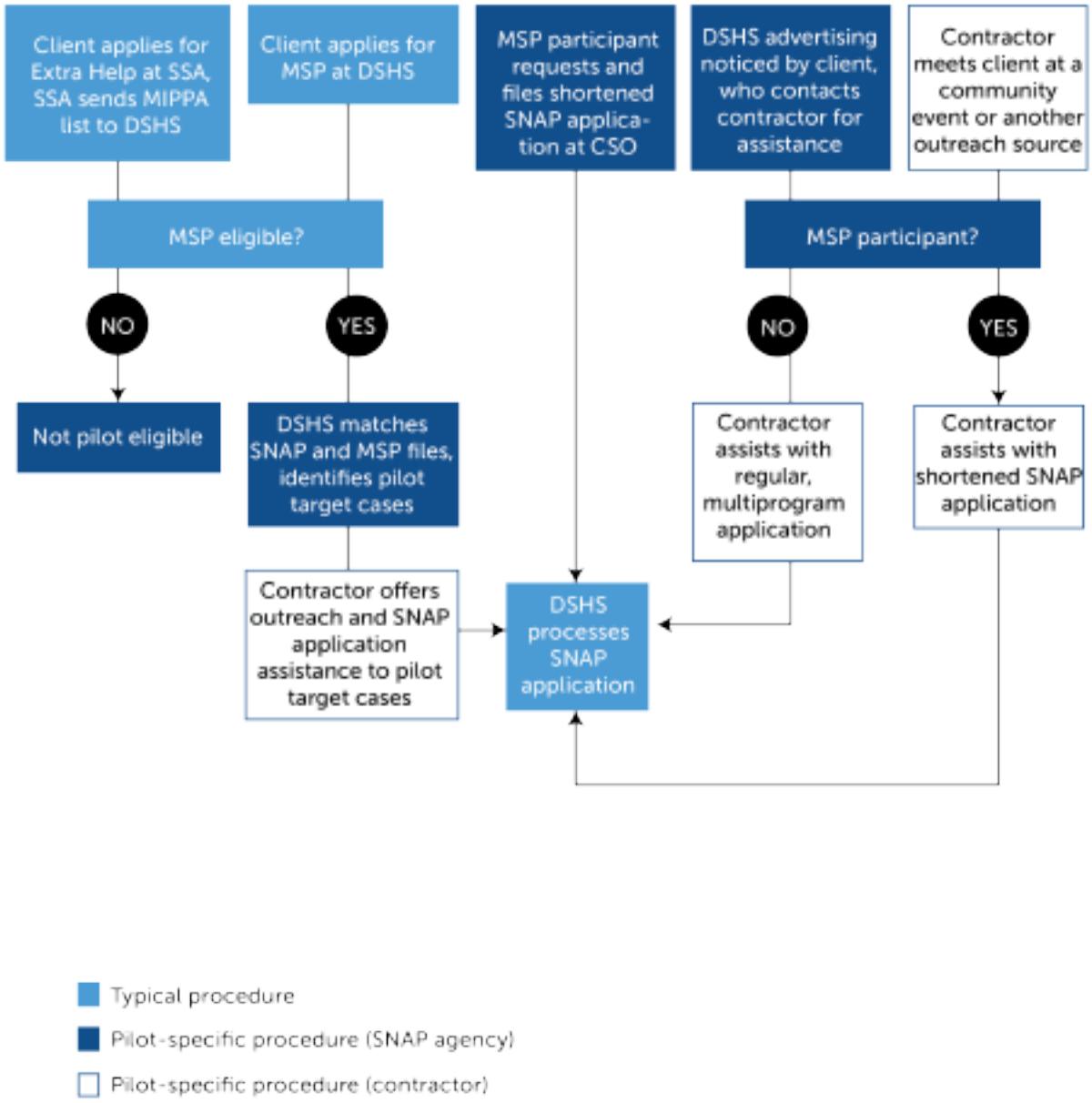
The pilot contractors used differing staffing structures. In Pierce County, SSOS hired one person to do all pilot activities (mailings, application assistance, and SNAP events) and assigned some administrative tasks, such as mailings and ordering materials to other office staff. In Yakima County, People for People distributed the work among an existing outreach worker and some staff in the organization's call center. The call center supports the 2-1-1 information and referral hotline through which SNAP application assistance is already provided to clients in several counties under a standing general SNAP outreach contract with DSHS. Figure V.2 illustrates how people might be reached by the pilot, either through targeted use of a contact list drawn from matched data files, or through more general awareness efforts.

One core aspect of the pilot was the shortened, printed SNAP application DSHS developed, with input from the contractors, to reach people on the targeted contact list. DSHS removed some questions from the State's multi-program application because: (1) the agency already knew the answers from processing the MSP case, or (2) the answers were not required to determine SNAP eligibility. The pilot application was printed in larger font and in color (rather than the standard black and white), with a cover that echoed the signature graphics from the pilot's posters and brochures. DSHS developed versions of the application in many languages. Each month, the contractors mailed the shortened application to people on the targeted list.[47] DSHS sent the first list to the contractors in October 2011, and that list included clients approved for MSP in July through September. Each subsequent list included clients approved for MSP during the previous month. Contractors each included their own large-font cover letter that informed clients about SNAP, invited them to apply, and directed them to contact the contractor for application assistance. The mailing also included a brochure that contained the contractor's contact information. DSHS instructed its staff in the communications office and print shop to develop the brochures after consulting with the contractors about what images (for example, a picture of an elderly couple) and messaging (addressing common myths about SNAP)[48] would best reach the target population. Contractor staff assisted clients who called, or people they met at community events, with either the shortened application for the pilot or the general SNAP application. (If someone at an event was unsure of his or her MSP enrollment status, the contractors were unable to check this for the client.) Clients rarely requested or accepted application help at public locations, the contractors reported; they preferred to call the hotline for help, probably to preserve privacy.

[47] The contractors sent one application per household if spouses appeared on the same monthly list. One of the two contractors decided not to send the mailings to addresses that they knew to be nursing homes, reasoning that clients residing there would likely be ineligible for SNAP.

[48] For example: "Myth—Seniors cannot own or buy a home and still qualify for SNAP. Fact—Individuals can own or buy a home and still get food assistance. The home and its lot are not counted as a resource. SNAP does not require a person to sign away his or her home."

Figure V.2. Client flow through the Washington pilot



Source: Information reported to Mathematica by Washington DSHS.

Note: Although the pilot primarily targeted recently approved MSP clients, any existing MSP client could request a shortened SNAP application at a local CSO. There was no specific effort to inform clients of this possibility, however, and CSO staff reported that it rarely or never occurred.

A second core aspect of the pilot—outreach to the general public—reached a broader group through events and targeted advertising. In both pilot counties, the contractor staff conducted their own events or attended scheduled events at senior centers, senior housing, health fairs, or congregate meal sites. (These efforts focused on the two pilot counties were additional to other SNAP outreach efforts that were ongoing throughout the state.) Contractor staff also attended a senior expo and a resource fair for veterans. In Pierce County, the contractor appeared at such community locations each quarter. Pilot staff used various methods to engage client interest at

these events, including a portable banner with pilot-specific messaging and contractor contact information; a senior-specific, large-print brochure that listed maximum benefit amounts for one- or two-person households; and small items (such as a reusable grocery bag, pill box, or keychain) that DSHS supplied to facilitate client interaction. Targeted messaging efforts included a series of notices on buses (both external "wraps" and internal signs) and displays of pilot-specific banners and posters in the community. DSHS hired a firm to convert the pilot's signature logo and messaging to bus advertisements. The graphics on the ad draw from those used on the cover of the shortened application, and the partners collaborated with DSHS on the wording: "Seniors—need help with food? You may be eligible for assistance! Call us" (with contact information for that county's contracted partner). The ads initially appeared for one month during summer 2012 on 45 buses across the two pilot counties. A second round of notices on buses the next year appeared inside buses and senior transit vans on routes frequented by seniors because many clients reported they had not seen the exterior bus wraps. DSHS printed posters with the same images and messaging as the brochures, and contractor staff distributed them (nearly 170 posters and more than 12,000 brochures were distributed across the two counties). In Yakima County, a banner with the same image and message as the bus wraps was displayed above a main street in the county's largest city for two weeks—once in fall 2012 and again in summer 2013.

The Washington pilot deviated somewhat from the State's original plans. First, although DSHS intended to have contractors collaborate frequently with its mobile CSOs, accomplishing that was more complicated than expected (see the lessons learned section) and such collaborations occurred only six times as pilot-specific events, though sometimes the mobile CSO and the contractor staff did attend the same events by chance. Second, DSHS planned to launch a media campaign about SNAP awareness, including television and radio ads in both pilot counties. DSHS decided commercial spots were too costly. The agency devoted resources to the bus ads instead. Moreover, the Yakima County outreach worker appeared regularly on a local Spanish-language radio station to talk about SNAP in general terms, and SSOS placed ads about SNAP in a senior newsletter that circulated in Pierce County, but this media presence was not of the scale DSHS planned. Finally, follow-up calls to the targeted contact list were mentioned in Washington's grant application, but they were not specifically planned when the pilot began. After about nine months of operations, DSHS found that few people on the targeted list had actually applied for SNAP using the shortened application. Contractors began to follow the targeted mailing with telephone calls three to five days later to ask if the shortened SNAP application had arrived and to offer assistance.

2. Target population

The size of the specific target population approximated what DSHS anticipated. Before the pilot began, DSHS determined that 44 percent of MSP clients age 60 and older in Pierce County and 41 percent in Yakima County were not participating in SNAP (approximately 4,000 and 2,200 people, respectively). During the pilot period, across the State, about 60 percent of people recently approved for MSP list (both elderly people and people with disabilities) were not already enrolled in SNAP (Figure V.3). Washington focused on the two pilot counties, in which the actual size of the target population on the matched contact list was nearly the 6,200 DSHS had expected.

Figure V.3. Pilot target population in Washington during pilot period

Source: Mathematica calculations using administrative data from the pilot period, provided by Washington DSHS.

The target population for the Washington pilot was mostly elderly and mostly female. About one-third were married (Table V.1). Monthly gross income in target population households was about $700 in the pilot counties during the pilot period. In total, 6,132 people were approved for MSP during the pilot period in the pilot counties but were not yet enrolled in SNAP. Over the course of the pilot, about 240 new names per month appeared on the targeted contact list across both pilot counties. The target population was statistically significantly (p<0.10) younger and less likely to be female in pilot counties than in comparison counties during the pilot period. We adjust for these and other demographic factors in our analysis.

Table V.1. Characteristics of Washington target population

	Pilot counties		Comparison counties	
	Baseline	Pilot	Baseline	Pilot
Characteristic				
Age (average years)	61.1	62.9	61.4	65.3
Percentage age 60 or older	57.5	63.5	59.6	69.2
Percentage female	61.1	57.6	58.4	59.3
Percentage married	28.4	29.4	29.1	33.4
Household monthly gross income (average dollars)	$542	$718	$642	$865
Size of target population				
Overall number of people	1,106	6,132	829	4,559
Monthly average number of people	184.3	235.8	138.2	175.3

Source: Mathematica calculations using administrative data provided by Washington DSHS.

3. Client experiences

As with Pennsylvania, we used the client survey to better understand the target population in both pilot and comparison counties. Specifically, we examined how the impressions of SNAP nonparticipants in the target group compared to the SNAP participants in the target group, and how the respondents from the pilot counties compared to those in comparison counties, hoping to identify remaining barriers to SNAP participation. We attempted to survey everyone who met the pilot criteria during certain months in the pilot period, including people already enrolled in SNAP who would not have been contacted by the pilot staff. The sections below summarize the survey findings; Appendix D.2 provides additional detail.

a. Demographics and food security

Of the 1,727 survey respondents in Washington, 52.6 percent were elderly and 57.7 percent were female. Just over 40 percent of the respondents had attended at least some college, and slightly more than 30 percent had a GED or high school diploma. Most of the sample was non-Hispanic white (63.5 percent) and reported speaking English at home (85.6 percent). Approximately 20 percent were married. More than 85 percent of all survey respondents reported that they had applied for SNAP before; 72.2 percent of respondents said they were already receiving SNAP at the time of the survey. Because Washington has an online SNAP and MSP application, we asked about computer access. Although nearly three-quarters of respondents reported having access to a computer, fewer than half of them used it daily.

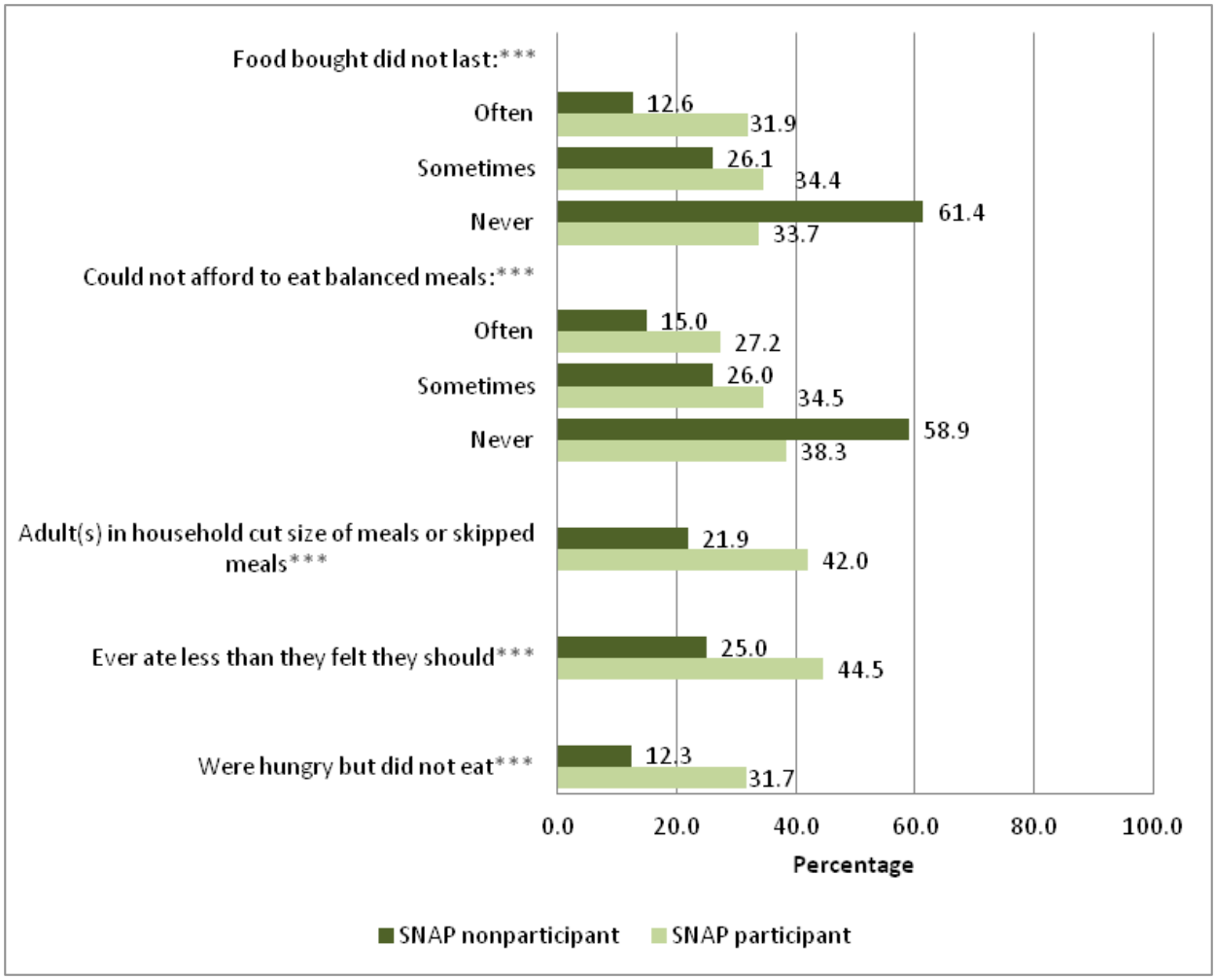
We identified some significant[49] differences in demographic characteristics between SNAP nonparticipants and participants, and found that nonparticipants reported having been more food secure in the last 30 days than participants. SNAP nonparticipants were significantly more likely than participants to be elderly and non-Hispanic white, but the clear majority of both groups fell into these categories. Nonparticipants were almost twice as likely as participants to be married. Nonparticipants (65.1 percent) were significantly less likely than participants (73.6 percent) to have access to a computer. Interestingly, lack of computer access was not reported by this group as a reason for not participating in SNAP (the reasons for not participating are discussed below). Nonparticipants (12.6 percent) were less likely than participants (31.9 percent) to report that purchased food often did not last and that they did not have money to get more. Furthermore, they were about half as likely as participants (15.0 percent versus 27.2 percent) to say they were often unable to afford to eat balanced meals. Nonparticipants were also significantly less likely to say that the adults in the house changed how much they ate because food was scarce (Figure V.4).[50]

We also identified some significant differences in demographic characteristics in pilot counties versus comparison counties, but found that respondents in pilot counties were generally as food secure in the last 30 days as those in the comparison counties. Survey respondents in pilot counties were significantly less likely than those in the comparison counties to be elderly, and they were almost twice as likely to be Hispanic. Respondents in pilot counties were significantly less likely than those in the comparison counties to have access to a computer, and they were significantly less likely to use it on a daily basis. Respondents in the pilot counties were significantly more likely than those in the comparison counties to have ever applied for SNAP before and to be receiving SNAP at the time of the survey, though this difference could be a direct result of the pilot. Respondents in the pilot counties were as likely as those in the comparison counties to report that purchased food did not last, that they could not afford to eat balanced meals, and that they were hungry but did not eat because they could not afford food

[49] In describing the survey results, we define statistically significant as differences with p-values <0.05, unless otherwise noted.

[50] In addition to comparing SNAP participants and nonparticipants in the sample overall, we looked at the food security of SNAP participants versus nonparticipants in the pilot counties only and in the comparison counties only. Because the same patterns held true we do not present those results here.

Figure V.4. Food security in Washington, by SNAP participation status



Source: Mathematica analysis of Washington target population survey data.

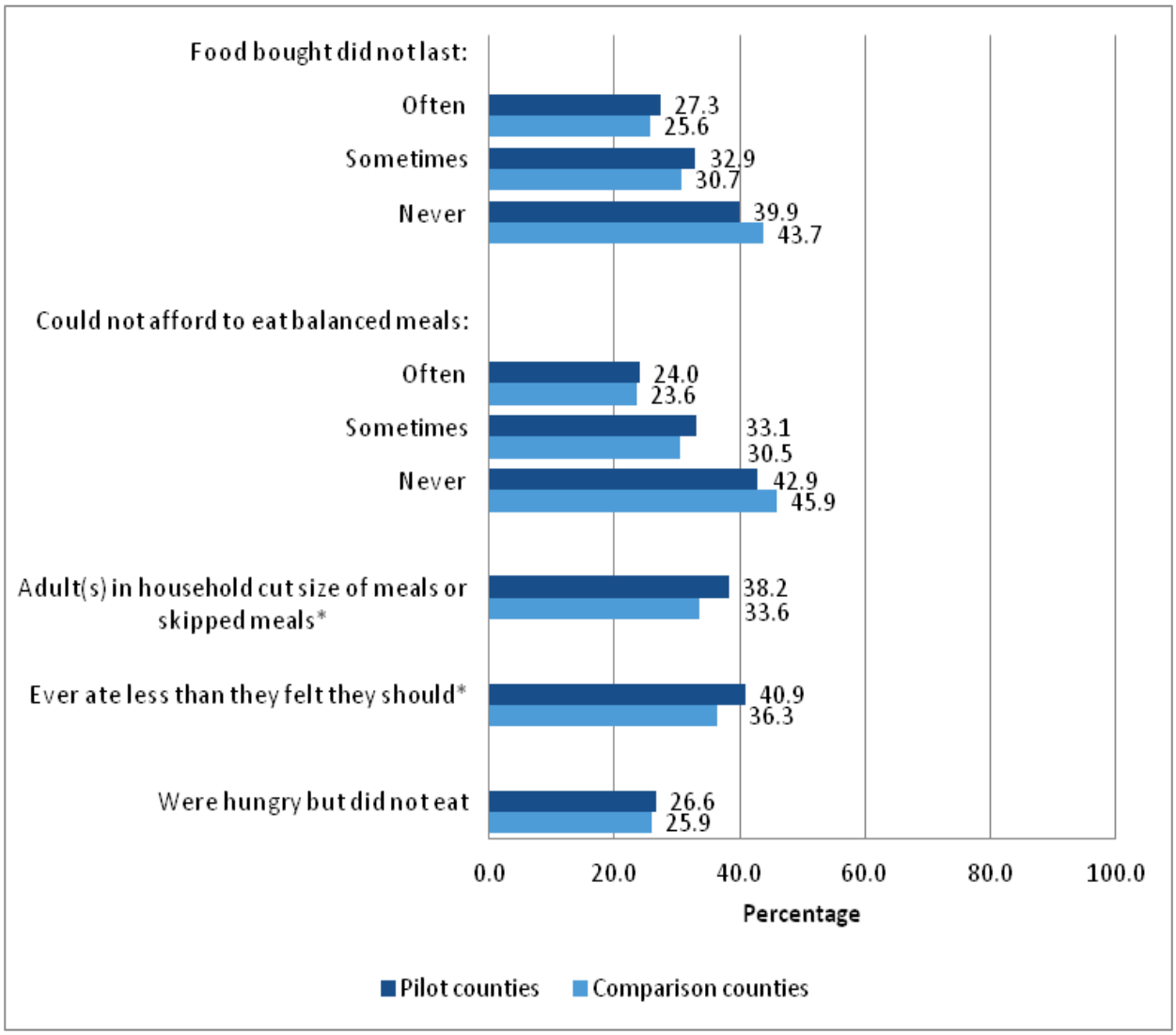
*, **, *** SNAP nonparticipant and participant responses were significantly different at the 0.10, 0.05, and 0.01 levels, respectively, two-tailed test.

(Figure V.5). Those in the pilot counties (38.2 percent) were only somewhat more likely ($p<0.10$) than those in comparison counties (33.6 percent) to report cutting the size of meals or skipping meals, and they were more likely to report ever eating less because there was not enough money to buy food (40.9 percent versus 36.3 percent).

This comparison of the results by pilot or comparison county suggests that the pilot and comparison counties may differ on dimensions we tried to match when selecting comparison counties before the pilots began. That may not, however, be a large concern in this case. First, few differences existed between pilot and comparison counties on questions related to food security. Second, survey respondents are only some of the target population, and they are drawn from only some months that the pilot operated (Appendix B provides details on how we adjusted our analyses to account for survey nonresponse). Finally, our models that estimate the effect of the pilot on SNAP activity adjust for whether respondents were elderly and for other

demographic factors. Unfortunately, we could not adjust for race and ethnicity because this information is available only for SNAP applicants and not the full target population.

Figure V.5. Food security in Washington, by pilot county and comparison county



Source: Mathematica analysis of Washington target population survey data.

*, **, *** Pilot and comparison county responses were significantly different at the 0.10, 0.05, and 0.01 levels, respectively, two-tailed test.

b. Experiences with SNAP among program participants and nonparticipants

The SNAP experiences of participants and of nonparticipants who had applied for SNAP before (about half did so) were largely similar, which suggests that whatever is preventing nonparticipants from enrolling in SNAP is not prior experience with the program. Of the almost 200 nonparticipants in the sample who had applied for SNAP before, two-thirds received benefits as a result of that application.[51] Nonparticipants who had recently applied for SNAP[52] (25.7 percent) were less likely than participants (35.5 percent) to learn about SNAP from friends and family, but this difference was only marginally significant ($p<0.10$). There were no significant differences between participants and nonparticipants regarding the reasons they applied for SNAP. Respondents in this group who said they would not apply again often reported that the reason was because they thought they would be eligible for only a small amount of benefits, they could get by on their own, and that they could get food from friends or relatives.

SNAP nonparticipants who had never applied before often did not know how to apply, and some were uncomfortable with the idea of SNAP (Table V.2). We do not know whether some existing factor(s) about these nonparticipants shaped their unwillingness to learn about SNAP or if the pilot messages did not convey sufficient information about eligibility or allay discomfort with the program. Although more than 85 percent of nonparticipants in this group had heard of SNAP, fewer than one-half knew how to apply. Almost one-quarter of them reported they might do something to hide any future SNAP receipt, and almost half reported that they would avoid telling people that they received SNAP. Nonparticipant respondents who had never applied before also reported their most important reasons for not applying to SNAP: that they did not think they would be eligible, they can get by on their own, and others need benefits more than they do.

Nonparticipants who had never applied before said certain changes might encourage them to apply in the future. More than half of respondents in this group thought that having more information about eligibility might prompt them to apply. Close to one-half thought that a simpler application process would make them more likely to apply, though fewer respondents in the pilot counties (42.6 percent) than in the comparison counties (50.5 percent) expressed this. Although this difference was not statistically significant, it could be related to the pilot. People in the pilot sites are perhaps more aware of the help they can receive to complete an application because of communication from the outreach contractors.

Current SNAP participants in the pilot and comparison counties reported that they were satisfied, that they felt well served by the SNAP staff, and that they felt comfortable receiving SNAP. More than 80 percent of respondents in this group were very or somewhat satisfied with the SNAP program overall, the process for applying for benefits, using the benefit card, and with getting information or explanations in their preferred language. More than 86 percent of respondents agreed that the services they received were suitable for their needs, and that the SNAP staff kept them informed, worked to solve their problems, were knowledgeable, treated them respectfully, and were available to help them when needed (Appendix Table D.2.8). Fewer

[51] We also compared nonparticipants in pilot versus comparison counties and found no significant differences.

[52] Recent applicants are people who reported they applied for, or completed paperwork to recertify for, SNAP in the three years preceding their survey response.

than one-quarter of current participants had ever done anything to hide that they received benefits, or had ever avoided telling people they received SNAP benefits (Appendix Table D.2.5).

Table V.2. Thoughts on SNAP from nonparticipants in Washington who had never applied before

	Percentage
Respondents who had heard of SNAP before	85.5
Respondents who think they may be eligible to receive SNAP benefits	42.2
Of those, percentage who thought so before they participated in the interview	68.5
Respondents who are somewhat or very certain about where to go or whom to contact to apply for SNAP	44.7
Respondents who would hide that they receive SNAP	23.1
Respondents who would avoid telling people they receive SNAP	44.7
Respondents reporting this as most important reason for not applying	
Would not be eligible	16.6
Can get by on own without benefits	19.3
Others need benefits more	8.1
Other[a]	56.0
Respondents reporting factors that would make nonparticipants more likely to apply	
Simpler application process	46.4
Better treatment from staff at the SNAP office	29.0
More information about eligibility	57.9
Some other change	18.7
Sample size[b]	**152–181**

Source: Mathematica analysis of target population survey data in Washington.

[a]This substantial other category is made up of many other reasons reported by small numbers of nonparticipants. The categories were aggregated to protect respondent confidentiality.

[b]Sample sizes vary due to item nonresponse.

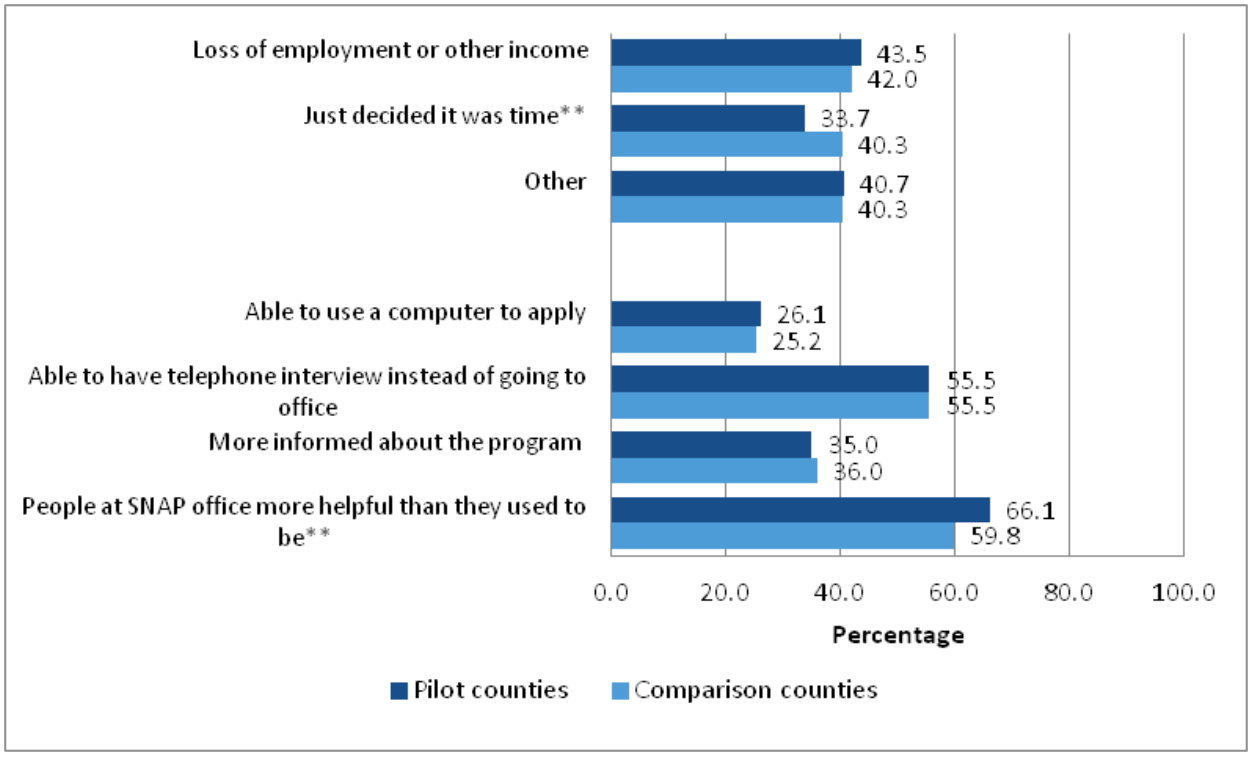
c. Experiences with SNAP and the pilot among survey respondents in pilot counties

Respondents in the pilot counties learned about SNAP in different ways and decided to apply for reasons that were different from those in the comparison counties, perhaps because pilot-related promotional activities or outreach events offered an additional avenue to obtain information about SNAP or assistance with an application (Figure V.6). For instance:

- Those in the pilot counties (27.2 percent) were less likely than those in the comparison (31.6 percent) to learn about SNAP while applying for other benefits ($p<0.10$), and were less likely to have reported calling the SNAP office or hotline to learn more about SNAP and how to apply (17.4 percent compared to 24.0 percent).
- Those in the pilot counties (33.7 percent) were also less likely than respondents in the comparison counties (40.3 percent) to report that they "just decided it was time" to apply.

- Most respondents reported that the staff at the SNAP office being more helpful than they used to be was a factor in their decision to apply, but this was more common in the pilot counties (66.1 percent) than in the comparison counties (59.8 percent).

Figure V.6. Reasons for applying for SNAP in Washington, by pilot or comparison county



Source: Mathematica analysis of target population survey data in Washington.

*, **, *** Pilot and comparison county responses were significantly different at the 0.10, 0.05, and 0.01 levels, respectively, two-tailed test.

Some, but not all, respondents in the pilot counties noticed promotional materials distributed by the pilot (Table V.3). Fewer than half of pilot county respondents reported receiving information or an application for SNAP in the mail after applying for MSP,[53] and fewer than one-quarter said they had received a call inviting them to apply, saw advertisements about SNAP, or saw places they could apply for SNAP other than the CSO after applying for MSP (Table V.3). The Washington pilot involved general outreach activities aimed at the target population in addition to targeted outreach to those on the MSP list, so one survey question asked whether respondents recalled seeing information about SNAP in other places. Almost one-quarter of respondents in the pilot counties saw or heard announcements or advertisements about SNAP on

[53] As described earlier, the survey contacted both SNAP participants and nonparticipants recently approved for MSP. Those not enrolled in SNAP immediately would also have been contacted by the pilot and by DSHS through an automated notification that provides high-level information about SNAP, but those who were SNAP participants may have begun participating in the program before their MSP application, and therefore would have received no contact. This result may be due to poor recall ability by respondents, incorrect address information, or a combination of the two.

the radio or TV; more than 30 percent saw posters, flyers, or brochures; more than 30 percent received mail or telephone calls about SNAP; and almost 20 percent talked with someone by telephone or in person at a community group about SNAP eligibility. Almost 12 percent reported seeing billboards or advertisements about SNAP on buses. Nonparticipants in the pilot counties (21.6 percent) were significantly less likely than participants (35.1 percent) to have seen a SNAP poster, flyer, or brochure, or to have seen a billboard or advertisement on buses (7.6 percent compared to 13.3 percent). This may indicate that certain people in the pilot counties took more notice of some aspects of the pilot's awareness campaign. It is not known whether the awareness campaign motivated these people to apply for SNAP, or whether people more inclined toward SNAP were more likely to notice these materials.

Table V.3. Respondents in pilot counties in Washington who reported experiencing pilot activities

	Overall	SNAP participants	Non-participants	Sig.
After applying for MSP, percentage who recalled				
Receiving information or application for SNAP in mail	40.7	39.4	45.8	
Receiving a call inviting them to apply for SNAP	17.7	16.3	22.4	
Seeing advertisements about SNAP	22.8	22.9	21.5	
Seeing places other than the benefit office they could apply for SNAP	20.7	19.9	23.3	
Being contacted in some other way about applying for SNAP	12.9	11.5	16.8	
Percentage who recalled seeing or hearing about SNAP in:				
Articles or advertisements in the newspaper	11.3	11.4	10.9	
Announcements or advertisements on the radio or TV	24.8	25.0	23.5	
Posters, flyers, or brochures	31.7	35.1	21.6	***
Billboards or advertisements on buses, taxis, or trains	11.8	13.3	7.6	**
Presentations by community groups	9.6	10.6	6.7	
Talking with someone by telephone or in person at a community group about eligibility	19.1	19.2	18.8	
Mailings or telephone calls	30.7	30.7	31.2	
Sample size[a]	**659–771**	**523–606**	**133–162**	
Count of respondents who read, heard, saw, or got information about SNAP and recently applied	429	404	25	
Percentage who decided to apply as a result of reading, hearing, seeing, or getting information about SNAP	53.7	53.5	56.6	
Of those, percentage who completed an application	85.5	89.8	63.6	***
Factors important in helping respondent decide to apply				
Posters, flyers, brochures, billboards, or ads on buses	37.3	36.6	47.8	
Presentations or talking with someone at a community group	45.9	46.0	45.0	
Receiving mail or telephone calls about SNAP	34.2	33.8	39.6	

Source: Mathematica analysis of survey data from Washington's pilot target population.

[a] Sample sizes vary due to item nonresponse.

*, **, *** SNAP nonparticipant and participant responses were significantly different at the 0.10, 0.05, and 0.01 levels, respectively, two-tailed test.

Personal interactions with staff had a greater influence than promotional materials. Of the respondents (SNAP participants and nonparticipants) who reported seeing or hearing about SNAP in some way and applied for SNAP recently, slightly more than half decided to apply as a result of the information they saw or received (Table V.3). We asked these respondents which source of information about SNAP was important in helping them decide to apply. Nearly half reported that talking with someone by phone or in person or attending a presentation at a community group about whether they might be eligible for SNAP was an important factor. Other common motivators were seeing posters, flyers, brochures, or transit advertisements about SNAP (37.3 percent) and receiving mail or phone calls about SNAP (34.2 percent).

C. Outcomes and effects

We used administrative data to identify SNAP applications that people submitted after their MSP approval date. As in previous chapters, we report the effects in both percentage point and real terms. We again present the real differences as the average number of people per month that were affected, so that this can be compared to the approximately 200 people per month that were in the target population – those with an MSP approval in the prior month, but not yet enrolled in SNAP (see Table V.1) . We focus on the 90 days after the person's MSP approval date, but also examine longer time windows to check whether our results are sensitive to this definition.[54] Given the preexisting DSHS effort to prompt MSP online applicants about their interest in a SNAP application in real time, we also examined whether including same-day SNAP applicants changed our conclusion. We found small differences in the percentage of the target population who applied to SNAP, the percentage who submitted applications and were approved,[55] and the per-person level of benefits for which those people were eligible. Although the effects were small, the target population in Washington was larger than in other States. There was not an unusual level of SNAP errors on pilot cases in the first year. Case errors for pilot cases were higher in the second year than the first, and were higher than what the State experienced overall in that year.

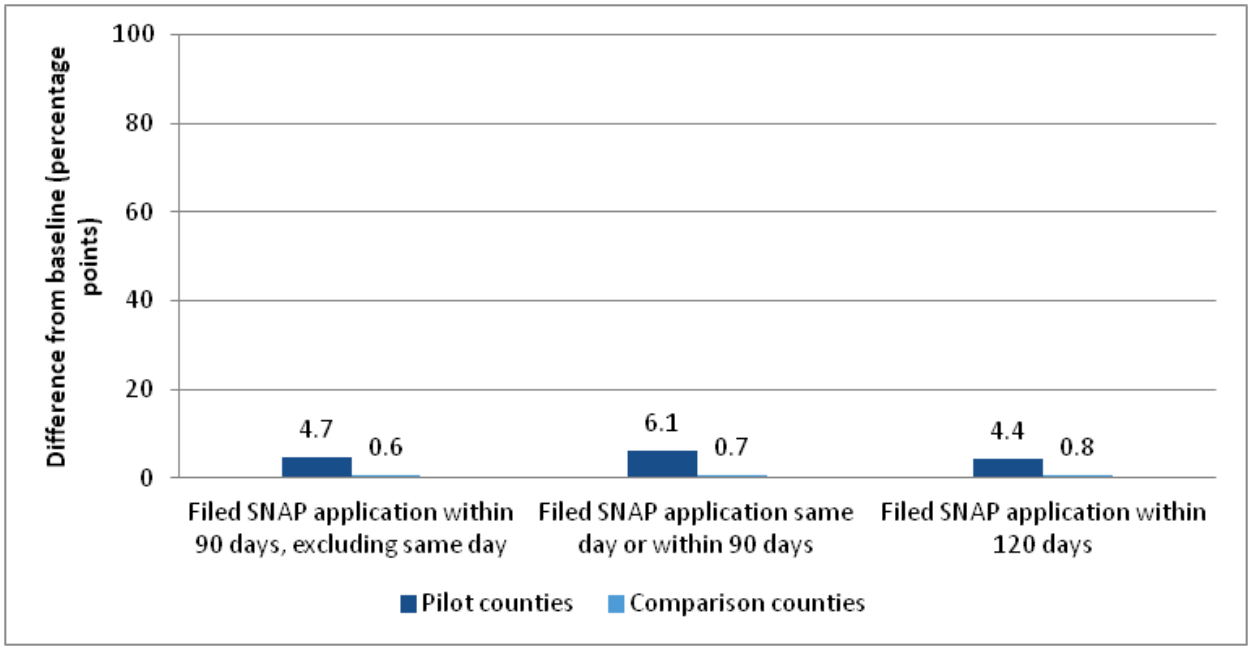
1. SNAP applications and enrollment

We calculated in Washington a 4 percentage point effect on the share of the target population that applied for SNAP within 90 days of MSP approval attributable to the pilot, a difference that translates to approximately 11 people per month across both pilot counties. The effect was statistically significant after controlling for the demographic characteristics of the target population, and it was not much different if examined within 120 days of MSP approval (Figure V.7).

[54] For the group of people whose Extra Help application was determined in the year before the pilot began, but who could have been contacted by the pilot, we set the beginning of this 90 day window to be the start of the pilot rather than the Extra help application determination date.

[55] These differences were significant when using an ordinary least squares (OLS) model to calculate effects, but not for a sensitivity test that used a logistic regression. However, as we describe in Appendix B, the effects we calculate in the evaluation are population differences in general, and significance tests are mainly theoretical, so we discuss the effects we observed from the OLS model in this chapter because the percentage point interpretation of the effects is more straightforward than the effects calculated by logistic regression.

Figure V.7. SNAP applications among Washington target population



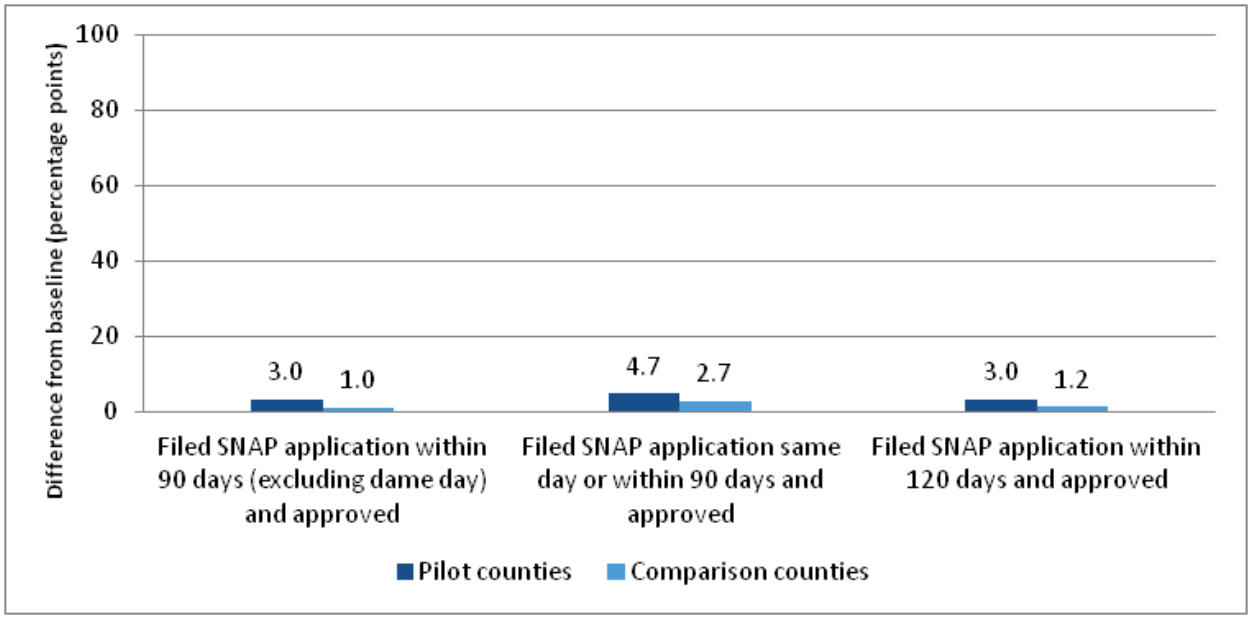
Source: Mathematica calculations using administrative data provided by Washington DSHS.

Note: Days are usually measured from the MSP approval date, except for a group of older cases that also received pilot services in the first month the pilot began. Differences, after adjusting for demographic characteristics, are statistically significant (p <0.01).

Perhaps due to the information clients receive about SNAP when they apply to and are approved for MSP, or perhaps due to same-day processing (discussed below), many people in the target population apply to SNAP on the exact day of their MSP approval for reasons unrelated to the pilot. Our analysis leaves same-day SNAP applicants out of the effect estimates, but if we include them, we find a slightly larger effect of 5 percentage points, or 14 people per month in the target population who apply for SNAP due to the pilot. These same-day SNAP applicants are included in the targeted contact list that DSHS sends to its contractors. But they may also be people the contractors speak with at outreach events and help with a regular multi-program application that includes MSP and SNAP, especially because DSHS, under its redesigned approach to delivering benefits Statewide, often processes benefit applications on the same day they are received. Thus, the day a multi-program application for MSP and SNAP is received may be the same day the MSP portion is approved (because no interview is required), and deciding the SNAP case may take longer while DSHS attempts to reach the applicant for an interview.

Only about half of the people in the target population who applied to SNAP were approved. Compared to the 4 percentage-point effect on applications, we found an effect of 2 percentage points on approved applications in the target population (Figure V.8). This means about 6 people enrolled in SNAP each month as a result of the pilot. When examining this outcome for only elderly people in the target population (Appendix C.3.3), the effect was about 1 percentage point higher. That is, the pilot apparently increased the number of low-income elderly people enrolled in SNAP by about four people per month across the two counties.

Figure V.8. SNAP applications filed and approved among Washington target population



Source: Mathematica calculations using administrative data provided by Washington DSHS.

Note: Days are usually measured from the MSP approval date, except for a group of older cases that also received pilot services in the first month the pilot began. After adjusting for demographic characteristics, the difference for the within 90-day measure is statistically significant at the p <0.01 level, and the differences for the same day or within 90 days and the 120-day measures are statistically significant at the p <0.05 level.

Among SNAP applications from the target population in pilot counties during the pilot period, the most common reason for denial was households failing to complete their eligibility interview (Table V.4). Nearly half of target population SNAP applications were denied for this reason, and about 4 in 10 applications from target population households containing an elderly person were denied for this reason. Only 28 percent of elderly people had their SNAP applications denied in these counties and during these months if they were not in the target population. The pilot activities were intended to inform clients about SNAP and help them to apply, but did not aim to support clients through the eligibility interview process.

Table V.4. Disposition of SNAP applications in Washington pilot counties during the pilot

Application disposition	New applications from entire target population	New applications from elderly in target population	New applications from elderly outside target population
Number of Households Applying	410	238	6,616
Number Approved	241	148	5,810
Approval Rate (among applications processed)	58.8	62.2	87.8
Number Denied	155	84	392
Denial Reason (percent)			
Excess income	14.2	17.9	8.9
Failure to provide information/verification	14.8	10.7	15.1
Failure to complete interview	45.2	40.5	28.3
Voluntary withdrawal, other, or missing	25.8	30.9	47.7

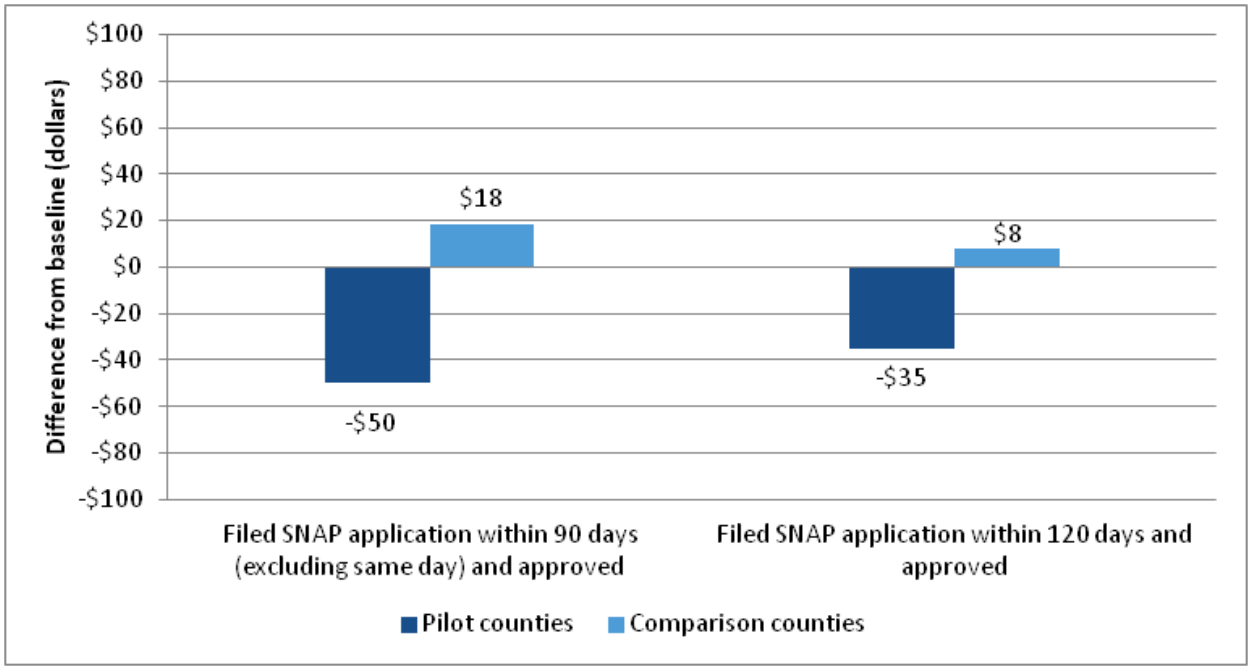
Note: People in the target population columns applied to SNAP within 90 days of the MSP application approval during the pilot period. Pending applications are excluded from the denominator of the calculation of the approval rate.

2. Benefits

Among people in the target population who applied to SNAP and were approved, the per-person SNAP benefit was lower (-$50) in the pilot counties during the pilot period than it was at baseline, but higher ($18) in the comparison counties (Figure V.9). Thus, the effect of the pilot on the average SNAP benefit per person approved for SNAP after 90 days of MSP approval was negative $68 (and negative $44 after 120 days). This result was significant after controlling for demographic characteristics. It suggests that people who applied to SNAP because of the pilot qualify for slightly lower benefits on average than target population people at baseline or in the comparison counties. (This finding does not indicate a decrease in any one person or household's SNAP benefit as a result of the pilot – there was no change in the rules for SNAP eligibility or benefit levels under the Washington pilot.) This is likely because the people in pilot counties whose behavior was affected by the pilot had higher incomes on average than those in the baseline period and in the comparison counties. We confirmed this by examining their income data (not shown) and found that target population people who applied to SNAP within 90 days in pilot counties during the pilot period and were approved for the program had average gross and net household incomes of $1,102 and $899, respectively. This is higher than the gross and net household incomes of their counterparts in the comparison counties: $933 and $742, respectively.

We also found that about two-thirds of those target population people approved for SNAP used their EBT card within three months of SNAP approval date, and there was no significant difference between the pilot and comparison counties (Appendix C.3.4). This confirms what we saw in the other two States: people who qualify for SNAP benefits usually spend them. Data on EBT usage were available for only the pilot period in both counties.

Figure V.9. Average monthly SNAP benefit per person among approved applicants in Washington target population



Source: Mathematica calculations using administrative data provided by Washington DSHS.

Note: Days are usually measured from the MSP approval date, except for a group of older cases that also received pilot services in the first month the pilot began. After adjusting for demographic characteristics, the difference for the 90-day measure is statistically significant at the p <0.01 level, and the difference for the 120-day measure is statistically significant at the p <0.05 level.

3. Error rates

We looked at QC-like reviews that DSHS provided to determine whether pilot activities decreased the accuracy of the benefit calculation. We found no difference in the first year but possibly higher case errors in the second year (Table V.5). Eligibility determination rules in Washington did not change for the pilot, so the review determines whether the eligibility and benefit calculations for the pilot cases are more likely to have errors than SNAP cases in general. In the first year of the pilot, the case error rate was 4.0 percent, and the confidence interval for this rate included the State case error rate for that year (4.7 percent). That is, the error rate under the pilot was not significantly different from what occurred in the State as a whole. There was a higher case error rate (14.0 percent) in the sample from the second year of the pilot, and the confidence interval for that year (± 2.5 percentage points) did not include the FFY 2013 State case error rate, so pilot cases were more likely to contain errors than other SNAP cases in the State.

Table V.5. SNAP case error analysis for the Washington pilot

Sample period	Pilot cases on SNAP	Sample size	Number of errors[a]	Error rate for pilot	95 percent confidence interval (percentage points)	State case error rate (FFY)
Sept 2011–June 2012	106	50	2	4.0%	±4.0	4.7% (2012)
July 2012– July 2013	388	50	7	14.0%	±9.0	2.5% (2013)

Source: Mathematica analysis of data from sample of pilot county cases provided by Washington DSHS.

[a]As with the normal QC review process in place in FFY 2012–2013, we did not count a discrepancy as an error if it resulted in a benefit difference of $50 or less, unless the review found the person was ineligible.

D. Pilot costs

The authorized grant was $1 million, but the actual total cost for planning and running the 24-month pilot was about half that (Table V.6).[56] This total amount includes costs incurred by DSHS and both contractors. The contractors incurred the bulk of the costs ($385,546) because they were responsible for operating the pilots. DSHS attributed the lower-than-anticipated costs to their use of an internal communications office rather than an outside agency to develop promotional materials for the pilot. The communications staff had already designed a SNAP awareness campaign for the State, and this work grew from that earlier effort.

The total cost of various pilot activities ranged from $31,950 to $295,270. Most (56 percent) of the overall cost was general outreach to the target population. This effort, DSHS and contractors agreed, was the most labor-intensive pilot activity by far. Contractor staff spent many hours identifying, coordinating, and attending outreach events and helping people apply. Oversight activities represented about 30 percent of the overall cost. The oversight category includes monitoring outreach activities, reporting, and administrative costs required to run the pilot. Producing the MSP list and contacting people on it accounted for almost 10 percent of the total cost and planning before outreach began was around 6 percent.

Compared to the other two States in this demonstration, Washington's implementation phase made up a much smaller percentage of the total costs (6.5 percent of total costs) than the operational phase. This was predominantly because the planning that occurred before the outreach began (more than 90 percent of implementation costs); small remaining implementation costs were attributed to contractors training staff to conduct general outreach to the target population. Planning activities included developing promotional materials, developing transit advertisements, developing the shortened application, developing procedures for producing the MSP list, and resolving details with contractors after the grant was awarded but before they did any outreach. DSHS and its two contractors were involved in the planning activities.

[56] According to the state, the overall pilot cost was $576,097. Our estimate of $529,201 differs because DSHS paid contractors a fixed amount based on completion of certain activities, and we arrived at our amount by using workers' best estimates of the amount of time spent on the activities.

Table V.6. Washington pilot costs, by partner and component

Pilot component	Implementation costs				Operational costs				Total costs	
	DSHS (dollars)	Partner (dollars)	Total (dollars)	Percent	DSHS (dollars)	Partner (dollars)	Total (dollars)	Percent	Total (dollars)	Percent
Planning	$13,515	$17,581	$31,096	90.4%	$0	$854	$854	0.2%	$31,950	6.0%
Producing and contacting people on the MSP list	$0	$0	$0	0%	$14,794	$33,143	$47,938	9.7%	$47,938	9.1%
General outreach to the target population	$0	$3,291	$3,291	9.6%	$85,276	$206,703	$291,979	59.0%	$295,270	55.8%
Oversight	$0	$0	$0	0%	$30,076	$123,974	$154,050	31.1%	$154,050	29.1%
Total pilot costs	**$13,515**	**$20,872**	**$34,386**	**100.0%**	**$130,147**	**$364,674**	**$494,821**	**100.0%**	**$529,201**	**100.0%**

Source: Mathematica analysis of information provided by Washington DSHS and partners.

Pilot costs predominantly supported operating activities. The largest operational cost (at 59 percent) was general outreach to the target population ($291,979). This cost was primarily borne by the contractors because they were responsible for nearly all the pilot activities.[57] But DSHS printed promotional materials, purchased incentive items that were handed out by contractors at the outreach events, and worked with the contractors to develop plans for outreach. The costs DSHS incurred in this category also included those for the mobile CSO unit that was present at some outreach events coordinated by the contractors. Almost one-third of the operational costs came from oversight of the pilot ($154,050). Some of this ($30,076) was attributable to DSHS oversight of the overall grant but most ($123,974) was again attributable to the contractors. Producing the MSP list each month and contacting people on it accounted for less than 10 percent of the operational costs. As with the other States, we calculated the operational cost of the pilot ($494,821) per person on the targeted contact list (6,779 people) and found it to be $73.[58] This includes the cost of providing general outreach in the county, not just of reaching and assisting the people on the list.

E. Lessons learned

When the grant ended, DSHS stopped sending targeted contact lists to the two contractors, and no mailings with shortened applications went out to clients after September 2013. The contractors continued their general outreach efforts as part of the State outreach plan. People in the target population who applied to SNAP and were approved will remain on the caseload as normal SNAP cases until they must recertify because DSHS did not alter any policies to process their applications.

This evaluation points to several lessons about planning and operating a project that consists of outreach to low-income elderly people and those with disabilities, and for using a list-matching strategy.

Automated notices about SNAP reach all MSP applicants and new enrollees, so the target population may not be as disconnected from SNAP as previously thought. While they were operating the pilot, the contractors learned from people they served in the target population that their effort to reach them was at least the third time these people had heard about SNAP. They had received prior communication from DSHS about SNAP when they applied for and were approved for MSP (DSHS confirmed this, but noted the information provided about SNAP was general, and not specific to a person's circumstances). DSHS and the contractors originally anticipated that the targeted list would allow them to identify many people who would be eligible for—but perhaps unaware of—SNAP. Upon learning this was not the case and that only small percentages of people on the list applied to SNAP, Washington focused its pilot efforts on outreach and an awareness campaign (though work with the targeted list continued). DSHS and

[57] DSHS staff incurred no special costs to process pilot applications. Staff said pilot cases typically do not have complex financial situations. As a result, DSHS staff reported, they can be processed for SNAP easily and quickly.

[58] In Washington, of the total people approved for MSP in the two counties during the pilot, 6,779 were not yet enrolled in SNAP at the time of their MSP approval. For our effects analysis, we filtered out those who applied to or were enrolled in SNAP in the previous three months, but we include them in the cost estimate because they were actually reached by the pilot.

contractors reported that the targeted list itself yielded relatively few applications, and they felt the general-outreach efforts in the communities were more fruitful.

Approachable outreach staff and tailored messaging help seniors understand their SNAP eligibility status and reduce stigma. Both outreach contractors emphasized the importance of messaging, saying that the "myths and facts" section of the pilot brochure was essential for having productive conversations with potential clients during outreach events. The two contractor organizations each had an established history of connecting people to SNAP in their communities. Both organizations designated staff for the pilot project to whom they believed the target population could relate. In Yakima County, which has a high proportion of Spanish-speaking clients, People for People assigned a fluent Spanish speaker to coordinate the outreach effort. In Pierce County, SSOS staffed its pilot activities with an energetic older worker who said that being close in age to the target population was important for conveying her message. SSOS developed specific wording for its presentations and outreach conversations that it believed would resonate with elderly individuals. During outreach events, the worker often referred to SNAP as a grocery card because the terminology was more acceptable to clients than Food Stamps, and more familiar than the term SNAP. If seniors hesitated to apply because they thought someone needed the benefits more than they did, contractor staff explained that if they stay healthy by eating well, it will benefit the whole family.

Access efforts, no matter how successful, are unlikely to change SNAP behaviors for some clients. Despite meeting the pilot criteria of having an income low enough to qualify for MSP, survey respondents not participating in SNAP reported significantly better levels of food security over the 30 days prior to being surveyed than did SNAP participants. If people perceive themselves to have less need for help with food, they may be less likely to apply for SNAP regardless of their access to information about SNAP or how easy they think it is to apply.

VI. CONCLUSIONS

The pilot projects in all three States had positive effects on SNAP applications and approvals among the target population. The effects varied widely in percentage point magnitude because of a wide range in the size of the target populations (during the pilot period, from 349 in New Mexico to 6,132 in Washington). Therefore, the effects were small in real terms, because about 10 people per month in each state decided to apply for SNAP because of the pilot. The cost of serving these populations also had a wide range. Finally, the evaluation in all three States generated concrete lessons about (1) identifying and reaching a targeted group for SNAP access through data-matching strategies; (2) understanding the interplay of policy and program rules among programs; and (3) sharing information about SNAP with seniors and people with disabilities and streamlining the SNAP application process.

In this chapter, we review core aspects of each pilot effort and discuss how the policies that were in place or adopted relate to the effects we observed. We close with some conclusions we have drawn from the evaluation, and our suggestions for future research in this arena.

A. Pilot approaches and target populations

Each pilot project attempted to reach a specific target population: a group of people in a small number of counties who are on a defined list of recent applicants to medical programs. The approaches they used varied. All three pilots shortened the SNAP application for people in the target populations by eliminating questions that had already been answered on medical program applications. New Mexico and Pennsylvania both deemed information from the Extra Help application as verified when determining SNAP eligibility; New Mexico also implemented a standardized SNAP benefit. Washington focused its effort on reaching people newly enrolled in its MSPs. Washington was the only one of the three States to launch a broader SNAP awareness campaign. Pennsylvania and Washington relied on contracted staff to operate their pilots; New Mexico used State staff for pilot activities. Table VI.1 contrasts the approaches and target populations in each State.

The size of the target population in the evaluation pilot counties during the pilot period varied, from 349 people in New Mexico to more than 6,000 in Washington. Pennsylvania was the only one of the three States to focus its pilot efforts exclusively on elderly people; the other two included people with disabilities. Other people outside of the States' target populations might have been reached, but they are not captured in our effect calculations for three reasons. First, all three pilots served the spouses of people in the target population—even if they did not apply for the medical programs—because they were in targeted SNAP households. Second, Pennsylvania and Washington also served people who may have contacted the contractors because of word-of-mouth referrals. Finally, the effects of Washington's broad SNAP awareness campaign on people outside the target population are not estimated in our evaluation.

Table VI.1. Summary of pilot approaches and target populations, by State

Research question	New Mexico	Pennsylvania	Washington
What was the pilot effort?	Shortened MSP/SNAP combined application, deemed verification, and standardized benefit	Shortened SNAP application, deemed verification, and application assistance	Shortened SNAP application, targeted outreach, and general SNAP awareness campaign
How was the pilot target population defined?			
Extra Help applicants (MIPPA list)	✓ Approved only	✓ All applicants	✓ Only those approved Extra Help who were also MSP approved
MSP applicants	✓ Approved only; must also be in target population and on MIPPA list		✓ Approved only; on MIPPA list or direct MSP applicants
People who lived in a pilot county and were not currently enrolled in SNAP	✓	✓	✓
Elderly (60+)	✓	✓	✓
People with disabilities	✓		✓
Additional income criteria	No earned income	Gross income under 200% of FPL	None
Additional household criteria	No dependents; not an institutionalized Medicaid client	No household members under age 60; no household members other than the spouse	None
How many pilot counties were evaluated?	10	10	2
Who ran the pilot?	SNAP agency	Contracted partner	Contracted partners (targeted outreach); SNAP agency (awareness campaign)
How many people were on the targeted contact list in these counties during the pilot?	349	4,431	6,132
What percentage of people on the list was elderly?	73%	100%	64%

Note: New Mexico operated the pilot in one additional county (Los Alamos) for which we could not identify a suitable comparison, but no one there met the definition for the target population during the pilot period. Pennsylvania operated the pilot in 31 additional counties, and the contractor there reported serving a total of 25,256 unique households across all 41 pilot counties during the pilot period.

B. Context for pilot operations

Three factors related to community context were especially important in shaping the circumstances in which each pilot project operated: population density, demographics, and existing outreach activities.

- **Population density.** New Mexico and Washington each had a mix of rural and suburban counties as their pilot and comparison sites. New Mexico in general is sparsely populated, however. In Pennsylvania, pilot and comparison counties were predominantly rural, which may have further limited access to the SNAP program beyond the usual barriers that elderly clients who were the subject of that pilot already faced, if clients believed that being able to go to a local SNAP office was necessary to apply.
- **Demographics.** In New Mexico, and, to some degree, in Washington, the adjacency of evaluation counties to American Indian tribal reservations meant that target populations were somewhat more likely to be affiliated with a tribe than might be the case in other U.S. locations. The pilots in those two States also served people with disabilities. The Pennsylvania pilot served only elderly clients, and its target population was predominantly white, according to how our survey respondents described their demographic characteristics.
- **Existing outreach activities.** In New Mexico, almost no outreach activities for SNAP or Extra Help took place independent of the pilot. In Pennsylvania and Washington, the contractors involved in the pilot were already providing outreach for several programs, including MSP, in those States. The contractors for the pilot in Washington were especially practiced: each was already actively conducting general SNAP outreach in their counties as part of a State plan.

The policy setting for the pilot projects also varied by program and State, and that affected not only which people were included in the target populations but also the likelihood that the people in those target populations would qualify for SNAP. The most important differences involved who was in the household (according to each program's definition of a household) and how the income for those people related to the program's income limit. We identified three important aspects of the policy context as we contrasted the pilot projects in the three States:

- **Pennsylvania and New Mexico addressed the misalignment between the Extra Help and SNAP household definitions when identifying the target population for the pilot; New Mexico also dealt with the household definition for an MSP.** New Mexico required that people be approved for Extra Help to enter the pilot's target population and that they then be approved for an MSP before their SNAP case could be considered under the pilot. Normally, New Mexico defined an MSP household (the applicant, spouse, and any co-resident minor children under18 years old) differently from the federal definition of an Extra Help household (the applicant, co-resident spouse, and co-resident dependent relatives of any age). It filtered out for the pilot, however, people on the MIPPA list who had co-resident dependent relatives. That is, rather than aligning the definition of a household and its income across the two medical programs, New Mexico restricted the list to include only cases that would have had the same treatment for both Extra Help and MSP. Only those people could also apply to receive SNAP under the pilot. Pennsylvania took a similar approach, filtering out any person on the MIPPA list who had household members who were neither elderly nor

the spouse of that person. Washington's pilot application for SNAP asked clients to provide all information about the SNAP household that would not have been captured on their MSP application.

- **Washington took a different approach than New Mexico in addressing the difference between medical program and SNAP definitions for a household when implementing its pilot.** A person's household, as defined by SNAP, may be larger and have more people contributing to income and assets than that same person's household under the Extra Help or MSP definition. To address this, a policy waiver in New Mexico allowed HSD to focus just on the Extra Help applicant and spouse when defining the SNAP household, considering income, and assigning a SNAP benefit (so workers could ignore other people in the household). In Washington, people approved for an MSP might not qualify for SNAP because of the definition differences. The shortened SNAP application in Washington asked the people in the target population who had already been approved for an MSP to list everyone who resided in the household and the income for each. DSHS considered that information when determining SNAP eligibility. Pennsylvania's strategy for filtering its target population list (described above) meant that no additional steps were necessary.
- **New Mexico used a different strategy than Pennsylvania to handle the misalignment between Extra Help and SNAP income limits.** New Mexico included in its pilot list only people with no earned income and drew only from lists of Extra Help-approved people whose incomes SSA had already verified to be accurate. Pennsylvania filtered its target list to include only people whose income would qualify them for SNAP (under 200 percent of FPL, according to broad-based categorical eligibility rules[59]), and included all Extra Help applicants (not just those approved) in the target population. Washington did not filter its target list based on income, but also did not use the medical program data for deemed SNAP eligibility (i.e., Washington collected income information on its pilot SNAP application).

C. Findings

The pilot projects were small relative to the size of their respective States. Moreover, the size of the target populations differed across States. Therefore, correctly interpreting the results required that we consider the magnitude of effects in terms of the percentage-point increases in SNAP applications and approvals, and in terms of additional people who applied and were approved under the pilot. Table VI.2 presents the effects both ways. Examining effects as both percentage points and numbers of people can show what the effects meant in real terms for clients and SNAP office staff. Just as in each chapter, the effects presented here are for the pilot alone (both direct and indirect effects), because we used the information from the baseline period and the comparison counties to net out changes in SNAP behavior that we expect would have occurred in the absence of the pilot. Importantly, these results are unique to the circumstances of a particular set of purposively selected counties operating a particular pilot project in a particular preexisting context (see Table VI.1). The results are generalizable neither to other parts of the same State, nor to other States. Also, we still do not know, nor can the study design allow us to answer, whether the magnitudes of effects on each State differed because of differences in list-filtering strategies, medical and SNAP policy alignment, pilot approaches, or some combination of the three.

[59] Failure to meet other eligibility requirements may make these households ineligible for SNAP.

Table VI.2. Review of pilot effects, by State

Research question	New Mexico	Pennsylvania	Washington
How much did the pilot increase SNAP applications for people in the target population?	46 percentage points (10 people per month)	11 percentage points (13 people per month)	4 percentage points (11 people per month)
How much did the pilot increase approved SNAP applications filed within 90 days for people in the target population?	*Revised benefit rules:* 12 percentage points (3 people per month)	7 percentage points (9 people per month)	2 percentage points (6 people per month)
What was the most common SNAP denial reason for people on the list?	MSP application denied (62%)	Voluntary withdrawal (31%), failure to provide information or verification (28%)	Failure to keep appointment (45%)
How much did the pilot cost to operate per person on the list?	$462	$33	$73
Were there more SNAP case errors under the pilot?	No	No	No in the first year, possibly in the second year
Was the pilot cost neutral?	No	Yes	n.a.

Notes: Results reported in this table (approval rates for pilot cases and effects comparing pilot cases to others) are for people in the target population who did not apply to or participate in SNAP in the three months before their medical program application, and focus on counties in the evaluation only. SNAP outcomes are for the first (if any) SNAP application filed in the 90 days after the medical program application. Results in New Mexico calculate the effect that would have been observed if a revised set of standardized benefit rules had been in place since pilot inception. Costs include operational costs only (not implementation costs) and in Pennsylvania this includes the costs of serving clients in non-evaluation counties.

*n.a. = not applicable because SNAP application processing rules were no different for Washington pilot cases than for regular SNAP cases.

All three pilots had positive effects on the percentage of people in the target population who applied for SNAP and the percentage of the target population who applied and were approved, but the magnitude varied. The size of the SNAP effects on applications submitted ranged from 4 percentage points in Washington to 46 percentage points in New Mexico. In real terms, the effect was between 10 and 13 additional SNAP applicants per month in the pilot states, because the sizes of the target populations was so variable between states. Examining the percentage of the target population that filed *approved* SNAP applications can help us understand the extent to which the pilots might reach the SNAP-eligible population. This effect ranged from 2 percentage points in Washington to 12 percentage points in New Mexico. The large range notwithstanding, the number of additional applicants and approved applicants in each pilot month was small in all States: 10 to 13 new SNAP applicants, and 3 to 9 new participants.

We cannot conclude that the magnitudes of pilot effects on SNAP applications varied solely because of the strategies each pilot used, because each pilot also targeted a differently defined group of vulnerable people not enrolled in SNAP. New Mexico and Pennsylvania restricted the size of their target populations through multistage efforts to construct the target population list, beginning with MIPPA data and then applying filters based on income and household composition. New Mexico also required that people in the target population first be

approved for Extra Help, and that they be approved for an MSP before any SNAP application was considered. Washington simply used a list of recently approved MSP clients to identify people not enrolled in SNAP, placing no restrictions regarding household income or composition. (Target population sizes in each State are somewhat related to overall population size in the States as well.) As a result, the target populations across States included people with differing characteristics.

Relatively more SNAP applicants from the target population were approved in Pennsylvania than in the other States, but the Pennsylvania pilot did not necessarily target eligible nonparticipants better than Washington or New Mexico. We must consider whether the pilots succeeded in reaching people eligible for SNAP who were not enrolled, the main objective of the FNS grants. Comparing the ratio of approved SNAP applications from people from the target population to all SNAP applications from the same group can help us understand to what extent the pilot efforts reached people eligible for SNAP. At first glance, it appears that about two-thirds of applications from the target populations in Pennsylvania were approved, compared to about one-half in Washington and about one quarter in New Mexico. We might be tempted, then, to conclude that Pennsylvania better targets a population underserved by SNAP. We must be cautious, however, about drawing this conclusion for two reasons:

1. People within the target populations of Washington and Pennsylvania are often denied for SNAP because they do not complete all parts of the application process (including verification documents and an interview), and we do not know if these individuals would have been eligible if they had completed the application process.
2. Target population clients in New Mexico may have been denied for pilot SNAP either because they did not first qualify for an MSP, or did not qualify for SNAP based on the deemed MIPPA data, but some of these clients may have been eligible for regular SNAP if they had applied.

Common denial reasons for pilot SNAP applications varied by State and were related to the design of each pilot project. In New Mexico, the pilot required that people be approved for MSP before their SNAP case could be considered, and the most frequent SNAP denial reason was that the person's MSP application was denied. In Pennsylvania, typical denial reasons were that SNAP applicants did not provide complete verification or that they voluntarily withdrew their application. In Washington, SNAP denials among the target population were most often because the applicant did not complete the interview.

Per capita costs for operating the pilot were lowest in Pennsylvania and highest in New Mexico. The pilot States used different strategies for operating their projects and had target populations of very different sizes, so variation in operational costs was expected. We calculated the cost of ongoing pilot operations for each State, and then identified the cost per member of the pilot population. The costs varied considerably: $33 in Pennsylvania, $73 in Washington, and $462 in New Mexico. These include the costs of serving people who neither applied for nor enrolled in SNAP. This may suggest something about economies of scale: perhaps the marginal cost of serving people on each list is low after a certain point. (Although Washington had the largest target population for the evaluation, Pennsylvania's pilot and operational costs included 31 counties that were not part of our effect calculations, so that State had the largest target population list overall.) Because its target population was so large, perhaps Pennsylvania was

able to spread the costs more widely. New Mexico had the highest operational costs per capita. A key element of that State's pilot approach was assigning two State workers to the pilot. The target population for the pilot, as well as the share of those who applied to SNAP, was far below what the State anticipated. The workers were available to serve a larger target population if more people had been identified by the list-filtering strategy, and interviews with these staff suggested they were capable of serving more people than they did (which could have reduced the operational cost per person).

D. Conclusions and recommendations for future research

This evaluation found a range in the effectiveness that these pilots demonstrated in reaching potentially eligible SNAP nonparticipants. There was also a range in the cost and complexity of doing so. Importantly, two of the three pilot States contracted the bulk of their pilot activities out to organizations that had expertise in contacting and assisting the population that the pilots hoped to serve. In the contexts in which these States operated, each of their strategies to identify a group of nonparticipants and to inform about SNAP and to offer application support appear effective. Any decision to replicate or expand efforts like these must also take into account context, including the level of resources available to support the approach, the ease of accessing and filtering medical program application data, and the availability of waivers from FNS. Factors such as the age of an eligibility system, size of a State, existing SNAP rules, and availability of and relationships with trusted partners in the community would be important considerations as well.

1. Lessons learned across pilot efforts

From examining the approaches, effects, and challenges across all three States, we can distill some lessons about preparing a target-population list, establishing good communication among and reasonable expectations by stakeholders, and sharing information with and assisting clients.

A clear and early understanding of who is in the target population and what connections they already have to SNAP may help set realistic expectations. In New Mexico, the target population was much smaller than the State anticipated, but no efforts to estimate precisely how many people would be reached occurred until late in the planning stage. A small target population means, of course, that only a small number of people could potentially be served by a pilot project. This may be an important consideration for States with a small population. In contrast, Washington had a less complex filtering strategy and calculated more precisely how many people the pilot might touch.

Who is being targeted is as relevant to the effects we measure for a pilot project as how the pilot changed their behavior. A project's effect on SNAP applications or approvals in percentage-point terms depends on activities geared toward influencing application behavior (the numerator) and the approach to defining the target population (the denominator). The criteria for filtering the lists of medical program applicants was more restrictive in New Mexico and Pennsylvania than in Washington. This impacted the size of the target population, but it also defined who the pilot reached. Filters applied to a broad list can narrow the target population to a group most likely to be eligible for SNAP. This was Pennsylvania's approach in setting a gross income filter on the MIPPA list that aligned to the gross income limit for SNAP. It can also define a target population so narrowly that, even though a large share of the target population is

likely eligible, few people might actually be enrolled. New Mexico's pilot considered SNAP only for cases that were first approved for MSP, and many people from the target population were denied for SNAP because they did not qualify for MSP. We cannot know whether these cases would have been eligible for SNAP on their own. (When calculating effects, we focused on the first SNAP application a person in the target population filed.)

Good communication, sharing data, and matching data across agencies are all challenging but essential to effectively collaborating when clients are shared across the programs those agencies administer. Pennsylvania's pilot effort, because of the SNAP agency's collaboration with a contractor, required considerable communication and additional approvals from SSA before the Extra Help application data that clients submitted to SSA could be shared with the contractor. The pilot program began later than planned for this reason, so building time into the schedule for such communication would be essential for any replication effort. In Washington, the agency that administers SNAP also processes Medicaid applications, so it already had the MSP application data necessary to identify its target population. However, the planning stages of the pilot did not include early conversations with staff who could have offered different perspectives, and the effort to establish whether clients might already know something about SNAP was not exhaustive. Therefore, it was not until the pilot was already operating that the contractors learned that contact the pilot was making with MSP applicants was not the first time those people had received information about SNAP, but the third.

Extra Help application data were sometimes not adequate for determining SNAP eligibility due to differences in how the programs define a household and its income and differences in the structure of the MIPPA data file. Pilot staff in New Mexico and Pennsylvania found that the data received from SSA as directed by MIPPA did not always meet their needs for determining SNAP eligibility. There were several reasons for this:

- Some sources of income were often missing (such as an outside pension or interest on a savings account).
- Extra Help used a different household definition; its data did not identify all household members and sometimes did not even list the person's spouse.
- Data sometimes combined all income for the household, depending on whether members of a couple applied together or separately, and for joint applications, on whether SSA workers allocated income across people on joint applications.

In Pennsylvania, as part of pilot activities, BDT asked people in the target population about their household composition and helped them with a regular SNAP application if BDT determined they did not meet the criteria for the pilot. The people who filed regular SNAP applications were not able to have their Extra Help data deemed as verified for SNAP, but their SNAP application and its outcome were captured in our effect calculations.

Staff in both New Mexico and Pennsylvania reported that the MSP eligibility process sometimes discovered the implications of using the MIPPA data (with its occasional missing information and focus on households rather than individuals) when processing an MSP application, but this may have occurred after people in the target population had already applied for SNAP. Because of deemed eligibility for both an MSP and SNAP using MIPPA data,

sometimes clients' specific situations were not examined until one year later—during their MSP recertification. Answers to (perhaps differently phrased) questions about household composition, income, and resources at this point could end a person's eligibility for MSP, and perhaps also for SNAP, even though his or her initial certification period for SNAP had not yet ended.

Low-income elderly and disabled people need and request more help with SNAP applications; tailored messaging and debunking myths may help. New Mexico opted to use its own State staff to implement the pilot and reported that people in the target population often required help even though the application had been modified to be simpler. Dedicated pilot workers provided this assistance but they suggested that staff in county offices would not be able to devote much time to helping clients apply. Pennsylvania and Washington relied on contractors with experience in working with the target population to provide help with SNAP applications. All contractors reported that having staff with the patience and time available to assist people, answer their questions about SNAP eligibility, and help them understand what their benefit level might be and how it could be used were essential. Pilot staff also explained some SNAP facts to people in the target population, such as clarifying that owning a home does not automatically make someone ineligible for SNAP.

Streamlined application processes and more information about the program may spur SNAP applications, but some people still will not want to participate. In Washington and Pennsylvania, survey respondents not participating in SNAP and with no SNAP application experience lacked information about the application process but reported they might apply if the application were simpler or if they had more information about their eligibility. Targeted outreach and application streamlining efforts might be effective in reaching some underserved SNAP nonparticipants, but some groups might not be interested in the program regardless of adjustments to the application process. In both States, survey respondents not participating in SNAP reported significantly better levels of food security on all measures than SNAP participants. All survey respondents otherwise met the pilot criteria of being low income and eligible for other means-tested programs, suggesting that those not enrolled in SNAP generally perceive themselves to have less need for help with food.

2. Future research

The pilots reached a relatively small group of people. This may be due to the small number of pilot counties within a State or to the criteria used to define the various target populations. Similar pilot projects, particularly in larger populations (larger States, more counties within a State, or more urban counties within a State), could establish if the effects we observed are replicable.

We know the pilots affected SNAP applications and enrollment, but we do not know which aspect or aspects of each pilot effort were responsible. For instance, in Washington, was it outreach to people on the targeted list, the use of known and trusted contractor staff in each community, DSHS advertising efforts, or some combination of them all that led people to apply? Client responses to the survey suggest it may be some of each of these, but the study design does not allow us to draw any conclusions with certainty.

Planned variation of certain pilot elements within a State could better measure which elements are effective. It would be especially helpful to replicate certain aspects of each pilot in

more counties. Such an approach might allow them to be implemented differently in different counties and still be evaluated. For instance, a State could implement one aspect in one set of counties, a second aspect in another set, and the two parts combined in a third set. An evaluation could compare the outcomes in all three sets of counties to a similar comparison set of counties. Table VI.3 suggests some dimensions that future research could explore. To help evaluators clearly identify the activities that drive effects, the dimensions in each row of the table could vary while holding the other dimensions constant. For instance, a test of different strategies to identify the target population (row 1) would set a consistent definition for how the pilot filtered its target list and streamlined its application across all groups of pilot counties so that the sole variation was the approach to identifying the target population.

Table VI.3. Possible pilot variations for future evaluation

Dimension	Pilot group A	Pilot group B	Pilot group C (if available)
Identify target population with…	MIPPA list	MSP list	Both lists
Filter target list on…	Household composition	Income	Household composition and income
Streamline application process with…	Shortened application	Shortened application + application assistance	Shortened application + application assistance + deemed information from Extra Help application

Note: Each pilot county or counties would be evaluated against a similar comparison county or counties.

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APPENDIX A

SIMILARITY INDICES

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APPENDIX A.1

NEW MEXICO

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Table A.1.1. Colfax County

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		American Indian and Alaska Native alone		Hispanic or Latino origin	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score
Colfax	0.0	2376	0.0	121	0.0	5.1	0.0	2.2	0.0	47.8	0.0
Union	6.0	655	2.3	37	1.9	5.6	5.1	2.4	0.3	38.2	13.5
Quay	7.8	1740	0.9	95	0.6	5.5	4.1	2.2	0.0	39.5	11.7
Hidalgo	9.3	670	2.3	50	1.6	7.5	24.5	0.7	2.1	55.3	10.5
Otero	10.6	8358	8.1	482	8.2	5.8	7.1	5.7	4.8	34.7	18.4
Grant	10.8	5409	4.1	233	2.5	4.3	8.2	1.8	0.6	48	0.3
Socorro	12.1	2247	0.2	207	1.9	9.2	41.8	10.6	11.6	47.5	0.4
Chaves	13.7	8335	8.1	817	15.7	9.8	48.0	1.4	1.1	48.7	1.3
Lincoln	14.1	3957	2.2	317	4.4	8.0	29.6	0.6	2.2	29.3	26.0
Taos	14.2	4686	3.1	466	7.8	9.9	49.0	6.6	6.1	55.4	10.7
Roosevelt	14.4	1965	0.6	80	0.9	4.1	10.2	1.1	1.5	37.3	14.8
Guadalupe	14.8	578	2.4	30	2.1	5.2	1.0	3.6	1.9	77.6	41.9
Eddy	15.1	6944	6.2	574	10.2	8.3	32.7	0.6	2.2	42.3	7.7
Curry	15.8	4969	3.5	427	6.9	8.6	35.7	1.9	0.4	36.1	16.5
Rio Arriba	15.9	4897	3.4	230	2.5	4.7	4.1	13.7	15.8	72.2	34.3
Cibola	16.0	2984	0.8	257	3.1	8.6	35.7	43	56.1	33.5	20.1
San Miguel	17.2	3708	1.8	330	4.7	8.9	38.8	1.7	0.7	17.7	42.3
Sierra	17.3	2986	0.8	249	2.9	8.3	32.7	0.6	2.2	29.8	25.3
Harding	17.4	169	3.0	5	2.6	3.0	21.4	1.2	1.4	53.3	7.7
De Baca	17.4	395	2.7	45	1.7	11.4	64.3	0	3.0	30.4	24.5
Santa Fe	17.6	19357	23.1	732	13.8	3.8	13.3	3.3	1.5	50.3	3.5
Lea	17.7	6189	5.2	622	11.3	10.1	51.0	0.8	1.9	47.2	0.8
Mora	18.1	887	2.0	90	0.7	10.1	51.0	2.2	0.0	85.2	52.6
Dona Ana	21.9	21263	25.7	1641	34.3	7.7	26.5	1.1	1.5	64.8	23.9
Luna	22.0	4476	2.9	370	5.6	8.3	32.7	1	1.7	60.3	17.6
Catron	22.4	1155	1.7	28	2.1	2.4	27.6	1.9	0.4	17.5	42.6
Torrance	22.9	2096	0.4	224	2.3	10.7	57.1	3.8	2.2	38.3	13.4
Valencia	23.2	7808	7.4	643	11.8	8.2	31.6	3.9	2.3	55.9	11.4
Sandoval	25.5	12784	14.2	613	11.1	4.8	3.1	13.8	16.0	77.3	41.5
San Juan	25.7	11366	12.2	391	6.1	3.4	17.3	36.7	47.5	32.5	21.5
Los Alamos	29.8	2299	0.1	36	1.9	1.6	35.7	0.4	2.5	14.5	46.8
McKinley	30.8	6131	5.1	407	6.5	6.6	15.3	72.7	97.0	14.1	47.4
Bernalillo	36.7	73695	97.0	4432	97.4	6.0	9.2	4.9	3.7	45.6	3.1

Table A.1.1 *(continued)*

County	Individuals age 65+		65+ poverty rate		Households with no earnings		Median household income		Urban-rural classification	
	Percent of total	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Colfax	19.2	0.0	15.2	0.0	27.7	0.0	39,249	0.0	6	0.0
Union	16.2	10.9	13	7.3	26.7	3.1	37,415	2.5	6	0.0
Quay	20.7	5.5	17.1	6.3	34.5	21.2	29,797	12.6	6	0.0
Hidalgo	13.9	19.3	20.4	17.3	22.1	17.5	39,020	0.3	6	0.0
Otero	14	18.9	13.4	6.0	22.6	16.0	38,262	1.3	5	33.3
Grant	19.9	2.5	5.1	33.6	30.1	7.6	35,896	4.5	5	33.3
Socorro	12.6	24.0	20.6	17.9	31.5	11.9	32,329	9.3	6	0.0
Chaves	14.4	17.5	15	0.7	23.6	12.8	36,445	3.7	5	33.3
Lincoln	19.8	2.2	7.6	25.2	30.2	8.0	44,079	6.5	5	33.3
Taos	15.7	12.7	18.3	10.3	25.3	7.4	35,800	4.6	5	33.3
Roosevelt	11	29.8	13.8	4.7	17.3	32.5	32,169	9.5	5	33.3
Guadalupe	13.7	20.0	31.6	54.5	24.2	10.9	29,085	13.6	6	0.0
Eddy	14.1	18.5	11.3	13.0	21.2	20.4	44,510	7.0	5	33.3
Curry	11.8	26.9	14.5	2.3	18.5	29.0	36,621	3.5	5	33.3
Rio Arriba	12.6	24.0	20.1	16.3	24.1	11.2	42,514	4.4	5	33.3
Cibola	12.8	23.3	13.5	5.6	28.3	1.8	36,146	4.1	5	33.3
San Miguel	13.7	20.0	24.8	31.9	19.6	25.3	30,956	11.1	5	33.3
Sierra	29.2	36.4	13.1	7.0	47.0	60.6	25,642	18.2	6	0.0
Harding	27.6	30.5	22.7	24.9	35.8	25.5	31,042	11.0	6	0.0
De Baca	20.8	5.8	20.6	17.9	37.0	29.3	27,821	15.3	6	0.0
Santa Fe	13.2	21.8	9.2	19.9	19.5	25.7	52,923	18.3	4	66.7
Lea	11.6	27.6	9.8	17.9	18.2	29.9	42,816	4.8	5	33.3
Mora	18.2	3.6	19.6	14.6	26.7	3.2	33,622	7.5	6	0.0
Dona Ana	11.9	26.5	15.1	0.3	20.6	22.4	35,544	5.0	4	66.7
Luna	19.6	1.5	23.3	26.9	37.0	29.1	26,661	16.8	5	33.3
Catron	36.5	62.9	10.9	14.3	48.0	63.6	30,413	11.8	6	0.0
Torrance	11.7	27.3	16.7	5.0	28.6	2.7	35,146	5.5	3	100.0
Valencia	11.5	28.0	11.3	13.0	20.3	23.1	42,955	5.0	3	100.0
Sandoval	11	29.8	11.4	12.6	29.8	6.4	56,703	23.3	3	100.0
San Juan	10.3	32.4	20	15.9	16.9	33.7	45,361	8.2	4	66.7
Los Alamos	13.2	21.8	2.4	42.5	16.1	36.4	100,423	81.8	5	33.3
McKinley	9	37.1	32.5	57.5	25.2	7.7	32,615	8.9	5	33.3
Bernalillo	11.9	26.5	9.4	19.3	18.8	28.0	46,121	9.2	3	100.0

Sources: 2005–2009 ACS; NCHS urban-rural codes: 1-large central metro, 2-large fringe metro, 3-medium metro, 4-small metro, 5-micropolitan (nonmetro), and 6-noncore (nonmetro).

Table A.1.2. Harding County

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		American Indian and Alaska Native alone		Hispanic or Latino origin	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score
Harding	0.0	169	0.0	5	0.0	3.0	0.0	1.2	0.0	53.3	0.0
Catron	15.0	1155	1.3	28	0.5	2.4	6.1	1.9	1.0	17.5	50.4
Quay	15.5	1740	2.1	95	2.0	5.5	25.5	2.2	1.4	39.5	19.4
De Baca	17.2	395	0.3	45	0.9	11.4	85.7	0	1.7	30.4	32.2
Union	17.3	655	0.7	37	0.7	5.6	26.5	2.4	1.7	38.2	21.2
Sierra	17.5	2986	3.8	249	5.5	8.3	54.1	0.6	0.8	29.8	33.1
Colfax	17.6	2376	3.0	121	2.6	5.1	21.4	2.2	1.4	47.8	7.7
Socorro	19.5	2247	2.8	207	4.6	9.2	63.3	10.6	12.9	47.5	8.2
Hidalgo	21.1	670	0.7	50	1.0	7.5	45.9	0.7	0.7	55.3	2.8
Grant	21.6	5409	7.1	233	5.2	4.3	13.3	1.8	0.8	48	7.5
Lincoln	21.9	3957	5.2	317	7.1	8.0	51.0	0.6	0.8	29.3	33.8
Rio Arriba	23.5	4897	6.5	230	5.1	4.7	17.3	13.7	17.2	72.2	26.6
Mora	23.7	887	1.0	90	1.9	10.1	72.4	2.2	1.4	85.2	44.9
Guadalupe	24.0	578	0.6	30	0.6	5.2	22.4	3.6	3.3	77.6	34.2
Taos	24.6	4686	6.2	466	10.5	9.9	70.4	6.6	7.4	55.4	3.0
Luna	26.9	4476	5.9	370	8.3	8.3	54.1	1	0.3	60.3	9.8
Roosevelt	27.2	1965	2.5	80	1.7	4.1	11.2	1.1	0.1	37.3	22.5
Eddy	27.3	6944	9.2	574	12.9	8.3	54.1	0.6	0.8	42.3	15.5
Otero	27.8	8358	11.2	482	10.8	5.8	28.6	5.7	6.2	34.7	26.2
Santa Fe	29.5	19357	26.2	732	16.5	3.8	8.2	3.3	2.9	50.3	4.2
Chaves	29.6	8335	11.1	817	18.4	9.8	69.4	1.4	0.3	48.7	6.5
San Miguel	29.6	3708	4.8	330	7.4	8.9	60.2	1.7	0.7	17.7	50.1
Curry	30.1	4969	6.5	427	9.6	8.6	57.1	1.9	1.0	36.1	24.2
Torrance	31.0	2096	2.6	224	5.0	10.7	78.6	3.8	3.6	38.3	21.1
Cibola	32.3	2984	3.8	257	5.7	8.6	57.1	43	57.5	33.5	27.8
Sandoval	33.2	12784	17.2	613	13.8	4.8	18.4	13.8	17.3	77.3	33.8
Los Alamos	33.4	2299	2.9	36	0.7	1.6	14.3	0.4	1.1	14.5	54.6
Lea	33.7	6189	8.2	622	14.0	10.1	72.4	0.8	0.6	47.2	8.6
Valencia	33.9	7808	10.4	643	14.5	8.2	53.1	3.9	3.7	55.9	3.7
San Juan	34.6	11366	15.3	391	8.8	3.4	4.1	36.7	48.8	32.5	29.3
Dona Ana	37.6	21263	28.8	1641	37.1	7.7	48.0	1.1	0.1	64.8	16.2
McKinley	40.3	6131	8.1	407	9.1	6.6	36.7	72.7	98.3	14.1	55.1
Bernalillo	53.9	73695	100.3	4432	100.5	6.0	30.6	4.9	5.1	45.6	10.8

Table A.1.2 *(continued)*

County	Individuals age 65+		65+ poverty rate		Households with no earnings		Median household income		Urban-rural classification	
	Percent of total	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Harding	27.6	0.0	22.7	0.0	35.8	0.0	31,042	0.0	6	0.0
Catron	36.5	32.4	10.9	39.2	48.0	38.1	30,413	0.8	6	0.0
Quay	20.7	25.1	17.1	18.6	34.5	4.3	29,797	1.7	6	0.0
De Baca	20.8	24.7	20.6	7.0	37.0	3.8	27,821	4.3	6	0.0
Union	16.2	41.5	13	32.2	26.7	28.6	37,415	8.5	6	0.0
Sierra	29.2	5.8	13.1	31.9	47.0	35.1	25,642	7.2	6	0.0
Colfax	19.2	30.5	15.2	24.9	27.7	25.5	39,249	11.0	6	0.0
Socorro	12.6	54.5	20.6	7.0	31.5	13.6	32,329	1.7	6	0.0
Hidalgo	13.9	49.8	20.4	7.6	22.1	43.0	39,020	10.7	6	0.0
Grant	19.9	28.0	5.1	58.5	30.1	17.9	35,896	6.5	5	33.3
Lincoln	19.8	28.4	7.6	50.2	30.2	17.5	44,079	17.4	5	33.3
Rio Arriba	12.6	54.5	20.1	8.6	24.1	36.7	42,514	15.3	5	33.3
Mora	18.2	34.2	19.6	10.3	26.7	28.7	33,622	3.5	6	0.0
Guadalupe	13.7	50.5	31.6	29.6	24.2	36.4	29,085	2.6	6	0.0
Taos	15.7	43.3	18.3	14.6	25.3	32.9	35,800	6.4	5	33.3
Luna	19.6	29.1	23.3	2.0	37.0	3.7	26,661	5.9	5	33.3
Roosevelt	11	60.4	13.8	29.6	17.3	58.0	32,169	1.5	5	33.3
Eddy	14.1	49.1	11.3	37.9	21.2	45.9	44,510	18.0	5	33.3
Otero	14	49.5	13.4	30.9	22.6	41.4	38,262	9.7	5	33.3
Santa Fe	13.2	52.4	9.2	44.9	19.5	51.2	52,923	29.3	4	66.7
Chaves	14.4	48.0	15	25.6	23.6	38.2	36,445	7.2	5	33.3
San Miguel	13.7	50.5	24.8	7.0	19.6	50.7	30,956	0.1	5	33.3
Curry	11.8	57.5	14.5	27.2	18.5	54.4	36,621	7.5	5	33.3
Torrance	11.7	57.8	16.7	19.9	28.6	22.8	35,146	5.5	3	100.0
Cibola	12.8	53.8	13.5	30.6	28.3	23.6	36,146	6.8	5	33.3
Sandoval	11	60.4	11.4	37.5	29.8	19.0	56,703	34.3	3	100.0
Los Alamos	13.2	52.4	2.4	67.4	16.1	61.9	100,423	92.8	5	33.3
Lea	11.6	58.2	9.8	42.9	18.2	55.4	42,816	15.7	5	33.3
Valencia	11.5	58.5	11.3	37.9	20.3	48.6	42,955	15.9	3	100.0
San Juan	10.3	62.9	20	9.0	16.9	59.2	45,361	19.1	4	66.7
Dona Ana	11.9	57.1	15.1	25.2	20.6	47.8	35,544	6.0	4	66.7
McKinley	9	67.6	32.5	32.6	25.2	33.2	32,615	2.1	5	33.3
Bernalillo	11.9	57.1	9.4	44.2	18.8	53.5	46,121	20.2	3	100.0

Sources: 2005–2009 ACS; NCHS urban-rural codes: 1-large central metro, 2-large fringe metro, 3-medium metro, 4-small metro, 5-micropolitan (nonmetro), and 6-noncore (nonmetro).

Table A.1.3. Los Alamos County

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		American Indian and Alaska Native alone		Hispanic or Latino origin	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score
Los Alamos	0.0	2299	0.0	36	0.0	1.6	0.0	0.4	0.0	14.5	0.0
Lincoln	32.1	3957	2.3	317	6.3	8.0	71.1	0.6	0.3	29.3	20.8
Santa Fe	33.3	19357	23.2	732	15.7	3.8	24.4	3.3	4.0	50.3	50.4
Eddy	35.2	6944	6.3	574	12.2	8.3	74.4	0.6	0.3	42.3	39.1
Union	35.7	655	2.2	37	0.0	5.6	44.4	2.4	2.8	38.2	33.3
Grant	36.9	5409	4.2	233	4.4	4.3	30.0	1.8	1.9	48	47.1
Roosevelt	37.3	1965	0.5	80	1.0	4.1	27.8	1.1	1.0	37.3	32.1
Otero	37.4	8358	8.2	482	10.1	5.8	46.7	5.7	7.3	34.7	28.4
Curry	39.1	4969	3.6	427	8.8	8.6	77.8	1.9	2.1	36.1	30.4
Colfax	40.1	2376	0.1	121	1.9	5.1	38.9	2.2	2.5	47.8	46.8
Rio Arriba	40.6	4897	3.5	230	4.4	4.7	34.4	13.7	18.3	72.2	81.2
Lea	41.5	6189	5.3	622	13.2	10.1	94.4	0.8	0.6	47.2	46.0
San Miguel	41.9	3708	1.9	330	6.6	8.9	81.1	1.7	1.8	17.7	4.5
San Juan	42.1	11366	12.3	391	8.0	3.4	20.0	36.7	49.9	32.5	25.3
Sandoval	42.4	12784	14.3	613	13.0	4.8	35.6	13.8	18.4	77.3	88.3
Taos	42.7	4686	3.2	466	9.7	9.9	92.2	6.6	8.5	55.4	57.5
Hidalgo	43.1	670	2.2	50	0.3	7.5	65.6	0.7	0.4	55.3	57.4
Catron	44.2	1155	1.6	28	0.2	2.4	8.9	1.9	2.1	17.5	4.2
Harding	44.4	169	2.9	5	0.7	3.0	15.6	1.2	1.1	53.3	54.6
Quay	44.7	1740	0.8	95	1.3	5.5	43.3	2.2	2.5	39.5	35.2
Valencia	44.8	7808	7.5	643	13.7	8.2	73.3	3.9	4.8	55.9	58.2
Chaves	45.1	8335	8.2	817	17.6	9.8	91.1	1.4	1.4	48.7	48.1
Cibola	45.4	2984	0.9	257	5.0	8.6	77.8	43	58.6	33.5	26.7
Socorro	46.2	2247	0.1	207	3.9	9.2	84.4	10.6	14.0	47.5	46.4
Sierra	47.4	2986	0.9	249	4.8	8.3	74.4	0.6	0.3	29.8	21.5
De Baca	47.9	395	2.6	45	0.2	11.4	108.9	0	0.6	30.4	22.4
Torrance	50.4	2096	0.3	224	4.2	10.7	101.1	3.8	4.7	38.3	33.5
Guadalupe	51.2	578	2.3	30	0.1	5.2	40.0	3.6	4.4	77.6	88.7
Dona Ana	52.3	21263	25.8	1641	36.3	7.7	67.8	1.1	1.0	64.8	70.7
Mora	53.5	887	1.9	90	1.2	10.1	94.4	2.2	2.5	85.2	99.4
McKinley	54.9	6131	5.2	407	8.4	6.6	55.6	72.7	99.4	14.1	0.6
Bernalillo	58.7	73695	97.1	4432	99.3	6.0	48.9	4.9	6.2	45.6	43.7
Luna	58.8	4476	3.0	370	7.5	8.3	74.4	1	0.8	60.3	64.4

Table A.1.3 *(continued)*

County	Individuals age 65+		65+ poverty rate		Households with no earnings		Median household income		Urban-rural classification	
	Percent of total	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Los Alamos	13.2	0.0	2.4	0.0	16.1	0.0	100,423	0.0	5	0.0
Lincoln	19.8	24.0	7.6	19.0	30.2	45.6	44,079	181.4	5	0.0
Santa Fe	13.2	0.0	9.2	24.8	19.5	11.0	52,923	152.9	4	33.3
Eddy	14.1	3.3	11.3	32.5	21.2	16.5	44,510	180.0	5	0.0
Union	16.2	10.9	13	38.7	26.7	34.3	37,415	202.9	6	33.3
Grant	19.9	24.4	5.1	9.9	30.1	45.2	35,896	207.7	5	0.0
Roosevelt	11	8.0	13.8	41.6	17.3	4.1	32,169	219.7	5	0.0
Otero	14	2.9	13.4	40.1	22.6	21.0	38,262	200.1	5	0.0
Curry	11.8	5.1	14.5	44.2	18.5	7.7	36,621	205.4	5	0.0
Colfax	19.2	21.8	15.2	46.7	27.7	37.5	39,249	196.9	6	33.3
Rio Arriba	12.6	2.2	20.1	64.6	24.1	25.9	42,514	186.4	5	0.0
Lea	11.6	5.8	9.8	27.0	18.2	6.7	42,816	185.5	5	0.0
San Miguel	13.7	1.8	24.8	81.8	19.6	11.5	30,956	223.6	5	0.0
San Juan	10.3	10.5	20	64.2	16.9	2.8	45,361	177.3	4	33.3
Sandoval	11	8.0	11.4	32.8	29.8	44.1	56,703	140.8	3	66.7
Taos	15.7	9.1	18.3	58.0	25.3	29.9	35,800	208.1	5	0.0
Hidalgo	13.9	2.5	20.4	65.7	22.1	19.5	39,020	197.7	6	33.3
Catron	36.5	84.7	10.9	31.0	48.0	102.8	30,413	225.4	6	33.3
Harding	27.6	52.4	22.7	74.1	35.8	63.6	31,042	223.4	6	33.3
Quay	20.7	27.3	17.1	53.6	34.5	59.3	29,797	227.4	6	33.3
Valencia	11.5	6.2	11.3	32.5	20.3	13.7	42,955	185.0	3	66.7
Chaves	14.4	4.4	15	46.0	23.6	24.3	36,445	206.0	5	0.0
Cibola	12.8	1.5	13.5	40.5	28.3	39.4	36,146	206.9	5	0.0
Socorro	12.6	2.2	20.6	66.4	31.5	49.7	32,329	219.2	6	33.3
Sierra	29.2	58.2	13.1	39.1	47.0	99.7	25,642	240.8	6	33.3
De Baca	20.8	27.6	20.6	66.4	37.0	67.5	27,821	233.7	6	33.3
Torrance	11.7	5.5	16.7	52.2	28.6	40.2	35,146	210.2	3	66.7
Guadalupe	13.7	1.8	31.6	106.6	24.2	26.2	29,085	229.7	6	33.3
Dona Ana	11.9	4.7	15.1	46.4	20.6	14.5	35,544	208.9	4	33.3
Mora	18.2	18.2	19.6	62.8	26.7	34.2	33,622	215.1	6	33.3
McKinley	9	15.3	32.5	109.9	25.2	29.5	32,615	218.3	5	0.0
Bernalillo	11.9	4.7	9.4	25.5	18.8	8.7	46,121	174.8	3	66.7
Luna	19.6	23.3	23.3	76.3	37.0	67.4	26,661	237.5	5	0.0

Sources: 2005–2009 ACS; NCHS urban-rural codes: 1-large central metro, 2-large fringe metro, 3-medium metro, 4-small metro, 5-micropolitan (nonmetro), and 6-noncore (nonmetro).

Table A.1.4. Mora County

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		American Indian and Alaska Native alone		Hispanic or Latino origin	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score
Mora	0.0	887	0.0	90	0.0	10.1	0.0	2.2	0.0	85.2	0.0
Taos	15.2	4686	5.2	466	8.5	9.9	2.0	6.6	6.1	55.4	46.9
Guadalupe	17.0	578	0.4	30	1.4	5.2	50.0	3.6	1.9	77.6	12.0
Socorro	17.6	2247	1.8	207	2.6	9.2	9.2	10.6	11.6	47.5	59.4
Luna	18.1	4476	4.9	370	6.3	8.3	18.4	1	1.7	60.3	39.2
Colfax	18.6	2376	2.0	121	0.7	5.1	51.0	2.2	0.0	47.8	58.9
Hidalgo	18.8	670	0.3	50	0.9	7.5	26.5	0.7	2.1	55.3	47.1
Rio Arriba	18.9	4897	5.5	230	3.2	4.7	55.1	13.7	15.8	72.2	20.5
Quay	19.6	1740	1.2	95	0.1	5.5	46.9	2.2	0.0	39.5	72.0
Union	19.8	655	0.3	37	1.2	5.6	45.9	2.4	0.3	38.2	74.0
De Baca	19.9	395	0.7	45	1.0	11.4	13.3	0	3.0	30.4	86.3
Grant	21.7	5409	6.2	233	3.2	4.3	59.2	1.8	0.6	48	58.6
Chaves	21.8	8335	10.1	817	16.4	9.8	3.1	1.4	1.1	48.7	57.5
Torrance	22.3	2096	1.6	224	3.0	10.7	6.1	3.8	2.2	38.3	73.9
Lincoln	23.7	3957	4.2	317	5.1	8.0	21.4	0.6	2.2	29.3	88.0
Harding	24.1	169	1.0	5	1.9	3.0	72.4	1.2	1.4	53.3	50.2
San Miguel	24.6	3708	3.8	330	5.4	8.9	12.2	1.7	0.7	17.7	106.3
Sierra	24.7	2986	2.9	249	3.6	8.3	18.4	0.6	2.2	29.8	87.2
Valencia	24.9	7808	9.4	643	12.5	8.2	19.4	3.9	2.3	55.9	46.1
Eddy	24.9	6944	8.2	574	10.9	8.3	18.4	0.6	2.2	42.3	67.6
Lea	26.4	6189	7.2	622	12.0	10.1	0.0	0.8	1.9	47.2	59.8
Otero	26.8	8358	10.2	482	8.9	5.8	43.9	5.7	4.8	34.7	79.5
Cibola	27.0	2984	2.9	257	3.8	8.6	15.3	43	56.1	33.5	81.4
Curry	27.6	4969	5.6	427	7.6	8.6	15.3	1.9	0.4	36.1	77.3
Sandoval	28.6	12784	16.2	613	11.8	4.8	54.1	13.8	16.0	77.3	12.4
Dona Ana	30.5	21263	27.7	1641	35.0	7.7	24.5	1.1	1.5	64.8	32.1
Roosevelt	30.6	1965	1.5	80	0.2	4.1	61.2	1.1	1.5	37.3	75.4
Catron	32.5	1155	0.4	28	1.4	2.4	78.6	1.9	0.4	17.5	106.6
Santa Fe	32.8	19357	25.1	732	14.5	3.8	64.3	3.3	1.5	50.3	55.0
San Juan	34.5	11366	14.3	391	6.8	3.4	68.4	36.7	47.5	32.5	83.0
McKinley	36.7	6131	7.1	407	7.2	6.6	35.7	72.7	97.0	14.1	112.0
Los Alamos	42.7	2299	1.9	36	1.2	1.6	86.7	0.4	2.5	14.5	111.3
Bernalillo	51.7	73695	99.0	4432	98.1	6.0	41.8	4.9	3.7	45.6	62.4

Table A.1.4 *(continued)*

County	Individuals age 65+		65+ poverty rate		Households with no earnings		Median household income		Urban-rural classification	
	Percent of total	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Mora	18.2	0.0	19.6	0.0	26.7	0.0	33,622	0.0	6	0.0
Taos	15.7	9.1	18.3	4.3	25.3	4.2	35,800	2.9	5	33.3
Guadalupe	13.7	16.4	31.6	39.9	24.2	7.7	29,085	6.1	6	0.0
Socorro	12.6	20.4	20.6	3.3	31.5	15.1	32,329	1.7	6	0.0
Luna	19.6	5.1	23.3	12.3	37.0	32.3	26,661	9.3	5	33.3
Colfax	19.2	3.6	15.2	14.6	27.7	3.2	39,249	7.5	6	0.0
Hidalgo	13.9	15.6	20.4	2.7	22.1	14.3	39,020	7.2	6	0.0
Rio Arriba	12.6	20.4	20.1	1.7	24.1	8.1	42,514	11.9	5	33.3
Quay	20.7	9.1	17.1	8.3	34.5	24.4	29,797	5.1	6	0.0
Union	16.2	7.3	13	21.9	26.7	0.1	37,415	5.1	6	0.0
De Baca	20.8	9.5	20.6	3.3	37.0	32.5	27,821	7.8	6	0.0
Grant	19.9	6.2	5.1	48.2	30.1	10.7	35,896	3.0	5	33.3
Chaves	14.4	13.8	15	15.3	23.6	9.6	36,445	3.8	5	33.3
Torrance	11.7	23.6	16.7	9.6	28.6	5.9	35,146	2.0	3	100.0
Lincoln	19.8	5.8	7.6	39.9	30.2	11.2	44,079	14.0	5	33.3
Harding	27.6	34.2	22.7	10.3	35.8	28.7	31,042	3.5	6	0.0
San Miguel	13.7	16.4	24.8	17.3	19.6	22.1	30,956	3.6	5	33.3
Sierra	29.2	40.0	13.1	21.6	47.0	63.8	25,642	10.7	6	0.0
Valencia	11.5	24.4	11.3	27.6	20.3	19.9	42,955	12.5	3	100.0
Eddy	14.1	14.9	11.3	27.6	21.2	17.2	44,510	14.6	5	33.3
Lea	11.6	24.0	9.8	32.6	18.2	26.7	42,816	12.3	5	33.3
Otero	14	15.3	13.4	20.6	22.6	12.8	38,262	6.2	5	33.3
Cibola	12.8	19.6	13.5	20.3	28.3	5.0	36,146	3.4	5	33.3
Curry	11.8	23.3	14.5	16.9	18.5	25.8	36,621	4.0	5	33.3
Sandoval	11	26.2	11.4	27.2	29.8	9.6	56,703	30.9	3	100.0
Dona Ana	11.9	22.9	15.1	15.0	20.6	19.2	35,544	2.6	4	66.7
Roosevelt	11	26.2	13.8	19.3	17.3	29.3	32,169	1.9	5	33.3
Catron	36.5	66.5	10.9	28.9	48.0	66.8	30,413	4.3	6	0.0
Santa Fe	13.2	18.2	9.2	34.6	19.5	22.5	52,923	25.8	4	66.7
San Juan	10.3	28.7	20	1.3	16.9	30.5	45,361	15.7	4	66.7
McKinley	9	33.5	32.5	42.9	25.2	4.5	32,615	1.3	5	33.3
Los Alamos	13.2	18.2	2.4	57.1	16.1	33.2	100,423	89.3	5	33.3
Bernalillo	11.9	22.9	9.4	33.9	18.8	24.8	46,121	16.7	3	100.0

Sources: 2005–2009 ACS; NCHS urban-rural codes: 1-large central metro, 2-large fringe metro, 3-medium metro, 4-small metro, 5-micropolitan (nonmetro), and 6-noncore (nonmetro).

Table A.1.5. Rio Arriba County

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		American Indian and Alaska Native alone		Hispanic or Latino origin	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score
Rio Arriba	0.0	4897	0.0	230	0.0	4.7	0.0	13.7	0.0	72.2	0.0
Taos	13.5	4686	0.3	466	5.3	9.9	53.1	6.6	9.8	55.4	23.6
Otero	14.2	8358	4.7	482	5.7	5.8	11.2	5.7	11.0	34.7	52.7
Guadalupe	14.2	578	5.9	30	4.5	5.2	5.1	3.6	13.9	77.6	7.6
Eddy	14.4	6944	2.8	574	7.8	8.3	36.7	0.6	18.0	42.3	42.1
Hidalgo	14.7	670	5.7	50	4.1	7.5	28.6	0.7	17.9	55.3	23.8
Chaves	14.7	8335	4.7	817	13.3	9.8	52.0	1.4	16.9	48.7	33.1
Socorro	14.8	2247	3.6	207	0.5	9.2	45.9	10.6	4.3	47.5	34.7
Grant	15.2	5409	0.7	233	0.1	4.3	4.1	1.8	16.4	48	34.0
Valencia	15.9	7808	4.0	643	9.3	8.2	35.7	3.9	13.5	55.9	22.9
Colfax	15.9	2376	3.4	121	2.5	5.1	4.1	2.2	15.8	47.8	34.3
Sandoval	16.0	12784	10.7	613	8.7	4.8	1.0	13.8	0.1	77.3	7.2
Cibola	16.8	2984	2.6	257	0.6	8.6	39.8	43	40.3	33.5	54.4
Quay	16.8	1740	4.3	95	3.0	5.5	8.2	2.2	15.8	39.5	46.0
Roosevelt	16.9	1965	4.0	80	3.4	4.1	6.1	1.1	17.3	37.3	49.1
San Juan	16.9	11366	8.8	391	3.6	3.4	13.3	36.7	31.6	32.5	55.8
San Miguel	17.5	3708	1.6	330	2.3	8.9	42.9	1.7	16.5	17.7	76.7
Lea	17.6	6189	1.8	622	8.9	10.1	55.1	0.8	17.7	47.2	35.2
Union	17.6	655	5.8	37	4.4	5.6	9.2	2.4	15.5	38.2	47.8
Santa Fe	18.2	19357	19.7	732	11.3	3.8	9.2	3.3	14.3	50.3	30.8
Curry	18.4	4969	0.1	427	4.4	8.6	39.8	1.9	16.2	36.1	50.8
Mora	18.7	887	5.5	90	3.2	10.1	55.1	2.2	15.8	85.2	18.3
Lincoln	18.8	3957	1.3	317	2.0	8.0	33.7	0.6	18.0	29.3	60.3
Torrance	19.7	2096	3.8	224	0.1	10.7	61.2	3.8	13.6	38.3	47.7
Dona Ana	19.8	21263	22.3	1641	31.9	7.7	30.6	1.1	17.3	64.8	10.4
Luna	21.3	4476	0.6	370	3.2	8.3	36.7	1	17.5	60.3	16.7
Harding	23.4	169	6.4	5	5.1	3.0	17.3	1.2	17.2	53.3	26.6
De Baca	23.9	395	6.1	45	4.2	11.4	68.4	0	18.8	30.4	58.8
McKinley	24.2	6131	1.7	407	4.0	6.6	19.4	72.7	81.2	14.1	81.7
Sierra	27.1	2986	2.6	249	0.4	8.3	36.7	0.6	18.0	29.8	59.6
Los Alamos	30.2	2299	3.5	36	4.4	1.6	31.6	0.4	18.3	14.5	81.2
Catron	31.5	1155	5.1	28	4.6	2.4	23.5	1.9	16.2	17.5	76.9
Bernalillo	38.6	73695	93.6	4432	94.9	6.0	13.3	4.9	12.1	45.6	37.4

Table A.1.5 *(continued)*

County	Individuals age 65+		65+ poverty rate		Households with no earnings		Median household income		Urban-rural classification	
	Percent of total	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Rio Arriba	12.6	0.0	20.1	0.0	24.1	0.0	42,514	0.0	5	0.0
Taos	15.7	11.3	18.3	6.0	25.3	3.9	35,800	9.0	5	0.0
Otero	14	5.1	13.4	22.3	22.6	4.7	38,262	5.7	5	0.0
Guadalupe	13.7	4.0	31.6	38.2	24.2	0.3	29,085	18.0	6	33.3
Eddy	14.1	5.5	11.3	29.2	21.2	9.2	44,510	2.7	5	0.0
Hidalgo	13.9	4.7	20.4	1.0	22.1	6.2	39,020	4.7	6	33.3
Chaves	14.4	6.5	15	16.9	23.6	1.5	36,445	8.1	5	0.0
Socorro	12.6	0.0	20.6	1.7	31.5	23.1	32,329	13.6	6	33.3
Grant	19.9	26.5	5.1	49.8	30.1	18.8	35,896	8.8	5	0.0
Valencia	11.5	4.0	11.3	29.2	20.3	11.8	42,955	0.6	3	66.7
Colfax	19.2	24.0	15.2	16.3	27.7	11.2	39,249	4.4	6	33.3
Sandoval	11	5.8	11.4	28.9	29.8	17.7	56,703	19.0	3	66.7
Cibola	12.8	0.7	13.5	21.9	28.3	13.1	36,146	8.5	5	0.0
Quay	20.7	29.5	17.1	10.0	34.5	32.5	29,797	17.0	6	33.3
Roosevelt	11	5.8	13.8	20.9	17.3	21.2	32,169	13.8	5	0.0
San Juan	10.3	8.4	20	0.3	16.9	22.5	45,361	3.8	4	33.3
San Miguel	13.7	4.0	24.8	15.6	19.6	14.0	30,956	15.5	5	0.0
Lea	11.6	3.6	9.8	34.2	18.2	18.6	42,816	0.4	5	0.0
Union	16.2	13.1	13	23.6	26.7	8.1	37,415	6.8	6	33.3
Santa Fe	13.2	2.2	9.2	36.2	19.5	14.5	52,923	13.9	4	33.3
Curry	11.8	2.9	14.5	18.6	18.5	17.7	36,621	7.9	5	0.0
Mora	18.2	20.4	19.6	1.7	26.7	8.1	33,622	11.9	6	33.3
Lincoln	19.8	26.2	7.6	41.5	30.2	19.2	44,079	2.1	5	0.0
Torrance	11.7	3.3	16.7	11.3	28.6	13.9	35,146	9.9	3	66.7
Dona Ana	11.9	2.5	15.1	16.6	20.6	11.1	35,544	9.3	4	33.3
Luna	19.6	25.5	23.3	10.6	37.0	40.4	26,661	21.2	5	0.0
Harding	27.6	54.5	22.7	8.6	35.8	36.7	31,042	15.3	6	33.3
De Baca	20.8	29.8	20.6	1.7	37.0	40.5	27,821	19.6	6	33.3
McKinley	9	13.1	32.5	41.2	25.2	3.5	32,615	13.2	5	0.0
Sierra	29.2	60.4	13.1	23.3	47.0	71.8	25,642	22.6	6	33.3
Los Alamos	13.2	2.2	2.4	58.8	16.1	25.2	100,423	77.4	5	0.0
Catron	36.5	86.9	10.9	30.6	48.0	74.8	30,413	16.2	6	33.3
Bernalillo	11.9	2.5	9.4	35.5	18.8	16.8	46,121	4.8	3	66.7

Sources: 2005–2009 ACS; NCHS urban-rural codes: 1-large central metro, 2-large fringe metro, 3-medium metro, 4-small metro, 5-micropolitan (nonmetro), and 6-noncore (nonmetro).

Table A.1.6. San Juan County

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		American Indian and Alaska Native alone		Hispanic or Latino origin	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score
San Juan	0.0	11366	0.0	391	0.0	3.4	0.0	36.7	0.0	32.5	0.0
Rio Arriba	16.9	4897	8.8	230	3.6	4.7	13.3	13.7	31.6	72.2	55.8
Santa Fe	16.9	19357	10.9	732	7.7	3.8	4.1	3.3	45.9	50.3	25.0
Otero	18.1	8358	4.1	482	2.1	5.8	24.5	5.7	42.6	34.7	3.1
Valencia	18.8	7808	4.8	643	5.7	8.2	49.0	3.9	45.1	55.9	32.9
Cibola	19.3	2984	11.4	257	3.0	8.6	53.1	43	8.7	33.5	1.4
Roosevelt	20.0	1965	12.8	80	7.0	4.1	7.1	1.1	49.0	37.3	6.8
Eddy	20.7	6944	6.0	574	4.1	8.3	50.0	0.6	49.7	42.3	13.8
Dona Ana	21.1	21263	13.5	1641	28.2	7.7	43.9	1.1	49.0	64.8	45.4
Sandoval	21.3	12784	1.9	613	5.0	4.8	14.3	13.8	31.5	77.3	63.0
McKinley	21.4	6131	7.1	407	0.4	6.6	32.7	72.7	49.5	14.1	25.9
San Miguel	21.5	3708	10.4	330	1.4	8.9	56.1	1.7	48.1	17.7	20.8
Curry	22.3	4969	8.7	427	0.8	8.6	53.1	1.9	47.9	36.1	5.1
Lea	22.7	6189	7.0	622	5.2	10.1	68.4	0.8	49.4	47.2	20.7
Taos	22.8	4686	9.1	466	1.7	9.9	66.3	6.6	41.4	55.4	32.2
Grant	22.8	5409	8.1	233	3.6	4.3	9.2	1.8	48.0	48	21.8
Chaves	22.9	8335	4.1	817	9.6	9.8	65.3	1.4	48.6	48.7	22.8
Torrance	23.0	2096	12.6	224	3.8	10.7	74.5	3.8	45.3	38.3	8.2
Socorro	24.8	2247	12.4	207	4.2	9.2	59.2	10.6	35.9	47.5	21.1
Quay	25.1	1740	13.1	95	6.7	5.5	21.4	2.2	47.5	39.5	9.8
Hidalgo	25.3	670	14.5	50	7.7	7.5	41.8	0.7	49.5	55.3	32.1
Union	25.5	655	14.6	37	8.0	5.6	22.4	2.4	47.2	38.2	8.0
Colfax	25.7	2376	12.2	121	6.1	5.1	17.3	2.2	47.5	47.8	21.5
Lincoln	26.0	3957	10.1	317	1.7	8.0	46.9	0.6	49.7	29.3	4.5
Guadalupe	27.6	578	14.7	30	8.2	5.2	18.4	3.6	45.5	77.6	63.4
De Baca	31.7	395	14.9	45	7.8	11.4	81.6	0	50.5	30.4	3.0
Luna	31.8	4476	9.4	370	0.5	8.3	50.0	1	49.1	60.3	39.1
Los Alamos	32.2	2299	12.3	36	8.0	1.6	18.4	0.4	49.9	14.5	25.3
Bernalillo	33.7	73695	84.8	4432	91.3	6.0	26.5	4.9	43.7	45.6	18.4
Mora	33.8	887	14.3	90	6.8	10.1	68.4	2.2	47.5	85.2	74.1
Harding	34.4	169	15.2	5	8.7	3.0	4.1	1.2	48.8	53.3	29.3
Sierra	35.0	2986	11.4	249	3.2	8.3	50.0	0.6	49.7	29.8	3.8
Catron	38.4	1155	13.9	28	8.2	2.4	10.2	1.9	47.9	17.5	21.1

Table A.1.6 *(continued)*

County	Individuals age 65+		65+ poverty rate		Households with no earnings		Median household income		Urban-rural classification	
	Percent of total	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
San Juan	10.3	0.0	20	0.0	16.9	0.0	45,361	0.0	4	0.0
Rio Arriba	12.6	8.4	20.1	0.3	24.1	22.5	42,514	3.8	5	33.3
Santa Fe	13.2	10.5	9.2	35.9	19.5	8.0	52,923	10.1	4	0.0
Otero	14	13.5	13.4	21.9	22.6	17.7	38,262	9.5	5	33.3
Valencia	11.5	4.4	11.3	28.9	20.3	10.6	42,955	3.2	3	33.3
Cibola	12.8	9.1	13.5	21.6	28.3	35.6	36,146	12.3	5	33.3
Roosevelt	11	2.5	13.8	20.6	17.3	1.2	32,169	17.6	5	33.3
Eddy	14.1	13.8	11.3	28.9	21.2	13.3	44,510	1.1	5	33.3
Dona Ana	11.9	5.8	15.1	16.3	20.6	11.3	35,544	13.1	4	0.0
Sandoval	11	2.5	11.4	28.6	29.8	40.1	56,703	15.2	3	33.3
McKinley	9	4.7	32.5	41.5	25.2	26.0	32,615	17.0	5	33.3
San Miguel	13.7	12.4	24.8	15.9	19.6	8.5	30,956	19.3	5	33.3
Curry	11.8	5.5	14.5	18.3	18.5	4.7	36,621	11.7	5	33.3
Lea	11.6	4.7	9.8	33.9	18.2	3.8	42,816	3.4	5	33.3
Taos	15.7	19.6	18.3	5.6	25.3	26.3	35,800	12.8	5	33.3
Grant	19.9	34.9	5.1	49.5	30.1	41.3	35,896	12.7	5	33.3
Chaves	14.4	14.9	15	16.6	23.6	21.0	36,445	11.9	5	33.3
Torrance	11.7	5.1	16.7	11.0	28.6	36.4	35,146	13.7	3	33.3
Socorro	12.6	8.4	20.6	2.0	31.5	45.6	32,329	17.4	6	66.7
Quay	20.7	37.8	17.1	9.6	34.5	54.9	29,797	20.8	6	66.7
Hidalgo	13.9	13.1	20.4	1.3	22.1	16.2	39,020	8.5	6	66.7
Union	16.2	21.5	13	23.3	26.7	30.6	37,415	10.6	6	66.7
Colfax	19.2	32.4	15.2	15.9	27.7	33.7	39,249	8.2	6	66.7
Lincoln	19.8	34.5	7.6	41.2	30.2	41.7	44,079	1.7	5	33.3
Guadalupe	13.7	12.4	31.6	38.5	24.2	22.8	29,085	21.8	6	66.7
De Baca	20.8	38.2	20.6	2.0	37.0	63.0	27,821	23.5	6	66.7
Luna	19.6	33.8	23.3	11.0	37.0	62.8	26,661	25.0	5	33.3
Los Alamos	13.2	10.5	2.4	58.5	16.1	2.7	100,423	73.6	5	33.3
Bernalillo	11.9	5.8	9.4	35.2	18.8	5.7	46,121	1.0	3	33.3
Mora	18.2	28.7	19.6	1.3	26.7	30.5	33,622	15.7	6	66.7
Harding	27.6	62.9	22.7	9.0	35.8	59.2	31,042	19.1	6	66.7
Sierra	29.2	68.7	13.1	22.9	47.0	94.3	25,642	26.4	6	66.7
Catron	36.5	95.3	10.9	30.2	48.0	97.3	30,413	20.0	6	66.7

Sources: 2005–2009 ACS; NCHS urban-rural codes: 1-large central metro, 2-large fringe metro, 3-medium metro, 4-small metro, 5-micropolitan (nonmetro), and 6-noncore (nonmetro).

Table A.1.7. San Miguel County

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		American Indian and Alaska Native alone		Hispanic or Latino origin	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score
San Miguel	0.0	3708	0.0	330	0.0	8.9	0.0	1.7	0.0	17.7	0.0
Curry	10.3	4969	1.7	427	2.2	8.6	3.1	1.9	0.3	36.1	25.9
Chaves	11.7	8335	6.3	817	11.0	9.8	9.2	1.4	0.4	48.7	43.6
Otero	12.0	8358	6.3	482	3.4	5.8	31.6	5.7	5.5	34.7	23.9
Eddy	12.8	6944	4.4	574	5.5	8.3	6.1	0.6	1.5	42.3	34.6
Hidalgo	12.8	670	4.1	50	6.3	7.5	14.3	0.7	1.4	55.3	52.9
Taos	13.4	4686	1.3	466	3.1	9.9	10.2	6.6	6.7	55.4	53.0
Cibola	13.5	2984	1.0	257	1.6	8.6	3.1	43	56.8	33.5	22.2
Roosevelt	13.9	1965	2.4	80	5.6	4.1	49.0	1.1	0.8	37.3	27.6
Socorro	14.5	2247	2.0	207	2.8	9.2	3.1	10.6	12.2	47.5	41.9
Lea	14.6	6189	3.4	622	6.6	10.1	12.2	0.8	1.2	47.2	41.5
Colfax	17.2	2376	1.8	121	4.7	5.1	38.8	2.2	0.7	47.8	42.3
Lincoln	17.4	3957	0.3	317	0.3	8.0	9.2	0.6	1.5	29.3	16.3
Rio Arriba	17.5	4897	1.6	230	2.3	4.7	42.9	13.7	16.5	72.2	76.7
Guadalupe	17.7	578	4.3	30	6.8	5.2	37.8	3.6	2.6	77.6	84.2
Quay	17.8	1740	2.7	95	5.3	5.5	34.7	2.2	0.7	39.5	30.7
Union	18.2	655	4.2	37	6.6	5.6	33.7	2.4	1.0	38.2	28.8
De Baca	19.3	395	4.5	45	6.4	11.4	25.5	0	2.3	30.4	17.9
Dona Ana	19.3	21263	23.9	1641	29.6	7.7	12.2	1.1	0.8	64.8	66.2
Torrance	19.4	2096	2.2	224	2.4	10.7	18.4	3.8	2.9	38.3	29.0
Luna	19.5	4476	1.0	370	0.9	8.3	6.1	1	1.0	60.3	59.9
Grant	20.1	5409	2.3	233	2.2	4.3	46.9	1.8	0.1	48	42.6
Valencia	20.2	7808	5.6	643	7.1	8.2	7.1	3.9	3.0	55.9	53.7
McKinley	20.4	6131	3.3	407	1.7	6.6	23.5	72.7	97.7	14.1	5.1
San Juan	21.5	11366	10.4	391	1.4	3.4	56.1	36.7	48.1	32.5	20.8
Santa Fe	22.3	19357	21.3	732	9.1	3.8	52.0	3.3	2.2	50.3	45.9
Sierra	23.5	2986	1.0	249	1.8	8.3	6.1	0.6	1.5	29.8	17.0
Mora	23.8	887	3.8	90	5.4	10.1	12.2	2.2	0.7	85.2	94.9
Harding	29.4	169	4.8	5	7.3	3.0	60.2	1.2	0.7	53.3	50.1
Los Alamos	29.6	2299	1.9	36	6.6	1.6	74.5	0.4	1.8	14.5	4.5
Catron	31.6	1155	3.5	28	6.8	2.4	66.3	1.9	0.3	17.5	0.3
Sandoval	32.3	12784	12.3	613	6.4	4.8	41.8	13.8	16.6	77.3	83.8
Bernalillo	37.8	73695	95.2	4432	92.7	6.0	29.6	4.9	4.4	45.6	39.2

Table A.1.7 *(continued)*

County	Individuals age 65+		65+ poverty rate		Households with no earnings		Median household income		Urban-rural classification	
	Percent of total	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
San Miguel	13.7	0.0	24.8	0.0	19.6	0.0	30,956	0.0	5	0.0
Curry	11.8	6.9	14.5	34.2	18.5	3.7	36,621	7.6	5	0.0
Chaves	14.4	2.5	15	32.6	23.6	12.5	36,445	7.3	5	0.0
Otero	14	1.1	13.4	37.9	22.6	9.3	38,262	9.8	5	0.0
Eddy	14.1	1.5	11.3	44.9	21.2	4.8	44,510	18.1	5	0.0
Hidalgo	13.9	0.7	20.4	14.6	22.1	7.8	39,020	10.8	6	33.3
Taos	15.7	7.3	18.3	21.6	25.3	17.9	35,800	6.5	5	0.0
Cibola	12.8	3.3	13.5	37.5	28.3	27.1	36,146	6.9	5	0.0
Roosevelt	11	9.8	13.8	36.5	17.3	7.2	32,169	1.6	5	0.0
Socorro	12.6	4.0	20.6	14.0	31.5	37.1	32,329	1.8	6	33.3
Lea	11.6	7.6	9.8	49.8	18.2	4.6	42,816	15.9	5	0.0
Colfax	19.2	20.0	15.2	31.9	27.7	25.3	39,249	11.1	6	33.3
Lincoln	19.8	22.2	7.6	57.1	30.2	33.2	44,079	17.5	5	0.0
Rio Arriba	12.6	4.0	20.1	15.6	24.1	14.0	42,514	15.5	5	0.0
Guadalupe	13.7	0.0	31.6	22.6	24.2	14.3	29,085	2.5	6	33.3
Quay	20.7	25.5	17.1	25.6	34.5	46.5	29,797	1.5	6	33.3
Union	16.2	9.1	13	39.2	26.7	22.1	37,415	8.6	6	33.3
De Baca	20.8	25.8	20.6	14.0	37.0	54.5	27,821	4.2	6	33.3
Dona Ana	11.9	6.5	15.1	32.2	20.6	2.9	35,544	6.1	4	33.3
Torrance	11.7	7.3	16.7	26.9	28.6	27.9	35,146	5.6	3	66.7
Luna	19.6	21.5	23.3	5.0	37.0	54.4	26,661	5.7	5	0.0
Grant	19.9	22.5	5.1	65.4	30.1	32.8	35,896	6.6	5	0.0
Valencia	11.5	8.0	11.3	44.9	20.3	2.2	42,955	16.0	3	66.7
McKinley	9	17.1	32.5	25.6	25.2	17.5	32,615	2.2	5	0.0
San Juan	10.3	12.4	20	15.9	16.9	8.5	45,361	19.3	4	33.3
Santa Fe	13.2	1.8	9.2	51.8	19.5	0.5	52,923	29.4	4	33.3
Sierra	29.2	56.4	13.1	38.9	47.0	85.8	25,642	7.1	6	33.3
Mora	18.2	16.4	19.6	17.3	26.7	22.1	33,622	3.6	6	33.3
Harding	27.6	50.5	22.7	7.0	35.8	50.7	31,042	0.1	6	33.3
Los Alamos	13.2	1.8	2.4	74.4	16.1	11.2	100,423	92.9	5	0.0
Catron	36.5	82.9	10.9	46.2	48.0	88.8	30,413	0.7	6	33.3
Sandoval	11	9.8	11.4	44.5	29.8	31.7	56,703	34.4	3	66.7
Bernalillo	11.9	6.5	9.4	51.2	18.8	2.8	46,121	20.3	3	66.7

Sources: 2005–2009 ACS; NCHS urban-rural codes: 1-large central metro, 2-large fringe metro, 3-medium metro, 4-small metro, 5-micropolitan (nonmetro), and 6-noncore (nonmetro).

Table A.1.8. Sandoval County

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		American Indian and Alaska Native alone		Hispanic or Latino origin	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score
Sandoval	0.0	12784	0.0	613	0.0	4.8	0.0	13.8	0.0	77.3	0.0
Valencia	13.5	7808	6.8	643	0.7	8.2	34.7	3.9	13.6	55.9	30.1
Rio Arriba	16.0	4897	10.7	230	8.7	4.7	1.0	13.7	0.1	72.2	7.2
Santa Fe	16.8	19357	8.9	732	2.7	3.8	10.2	3.3	14.4	50.3	38.0
Torrance	20.2	2096	14.5	224	8.8	10.7	60.2	3.8	13.8	38.3	54.9
Grant	20.8	5409	10.0	233	8.6	4.3	5.1	1.8	16.5	48	41.2
San Juan	21.3	11366	1.9	391	5.0	3.4	14.3	36.7	31.5	32.5	63.0
Taos	22.0	4686	11.0	466	3.3	9.9	52.0	6.6	9.9	55.4	30.8
Otero	22.2	8358	6.0	482	3.0	5.8	10.2	5.7	11.1	34.7	59.9
Dona Ana	23.2	21263	11.5	1641	23.2	7.7	29.6	1.1	17.5	64.8	17.6
Lincoln	24.2	3957	12.0	317	6.7	8.0	32.7	0.6	18.2	29.3	67.5
Eddy	24.2	6944	7.9	574	0.9	8.3	35.7	0.6	18.2	42.3	49.2
Colfax	25.5	2376	14.2	121	11.1	5.1	3.1	2.2	16.0	47.8	41.5
Chaves	25.7	8335	6.1	817	4.6	9.8	51.0	1.4	17.1	48.7	40.2
Union	26.5	655	16.5	37	13.0	5.6	8.2	2.4	15.7	38.2	55.0
Lea	26.5	6189	9.0	622	0.2	10.1	54.1	0.8	17.9	47.2	42.3
Cibola	27.5	2984	13.3	257	8.0	8.6	38.8	43	40.2	33.5	61.6
Guadalupe	27.6	578	16.6	30	13.2	5.2	4.1	3.6	14.0	77.6	0.4
Socorro	28.1	2247	14.3	207	9.2	9.2	44.9	10.6	4.4	47.5	41.9
Mora	28.5	887	16.2	90	11.8	10.1	54.1	2.2	16.0	85.2	11.1
Quay	28.7	1740	15.0	95	11.7	5.5	7.1	2.2	16.0	39.5	53.2
Roosevelt	29.0	1965	14.7	80	12.0	4.1	7.1	1.1	17.5	37.3	56.3
Curry	29.8	4969	10.6	427	4.2	8.6	38.8	1.9	16.4	36.1	57.9
Hidalgo	30.5	670	16.5	50	12.7	7.5	27.6	0.7	18.0	55.3	30.9
Bernalillo	31.6	73695	82.8	4432	86.3	6.0	12.2	4.9	12.2	45.6	44.6
San Miguel	32.3	3708	12.3	330	6.4	8.9	41.8	1.7	16.6	17.7	83.8
Luna	32.8	4476	11.3	370	5.5	8.3	35.7	1	17.6	60.3	23.9
Harding	33.1	169	17.2	5	13.7	3.0	18.4	1.2	17.3	53.3	33.8
McKinley	34.9	6131	9.0	407	4.7	6.6	18.4	72.7	81.0	14.1	88.9
Los Alamos	34.9	2299	14.3	36	13.0	1.6	32.7	0.4	18.4	14.5	88.3
Sierra	35.2	2986	13.3	249	8.2	8.3	35.7	0.6	18.2	29.8	66.8
Catron	36.6	1155	15.8	28	13.2	2.4	24.5	1.9	16.4	17.5	84.1
De Baca	37.2	395	16.8	45	12.8	11.4	67.3	0	19.0	30.4	66.0

Table A.1.8 *(continued)*

County	Individuals age 65+		65+ poverty rate		Households with no earnings		Median household income		Urban-rural classification	
	Percent of total	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Sandoval	11	0.0	11.4	0.0	29.8	0.0	56,703	0.0	3	0.0
Valencia	11.5	1.8	11.3	0.3	20.3	29.5	42,955	18.4	3	0.0
Rio Arriba	12.6	5.8	20.1	28.9	24.1	17.7	42,514	19.0	5	66.7
Santa Fe	13.2	8.0	9.2	7.3	19.5	32.1	52,923	5.1	4	33.3
Torrance	11.7	2.5	16.7	17.6	28.6	3.8	35,146	28.8	3	0.0
Grant	19.9	32.4	5.1	20.9	30.1	1.1	35,896	27.8	5	66.7
San Juan	10.3	2.5	20	28.6	16.9	40.1	45,361	15.2	4	33.3
Taos	15.7	17.1	18.3	22.9	25.3	13.8	35,800	28.0	5	66.7
Otero	14	10.9	13.4	6.6	22.6	22.4	38,262	24.7	5	66.7
Dona Ana	11.9	3.3	15.1	12.3	20.6	28.8	35,544	28.3	4	33.3
Lincoln	19.8	32.0	7.6	12.6	30.2	1.5	44,079	16.9	5	66.7
Eddy	14.1	11.3	11.3	0.3	21.2	26.8	44,510	16.3	5	66.7
Colfax	19.2	29.8	15.2	12.6	27.7	6.4	39,249	23.3	6	100.0
Chaves	14.4	12.4	15	12.0	23.6	19.2	36,445	27.1	5	66.7
Union	16.2	18.9	13	5.3	26.7	9.5	37,415	25.8	6	100.0
Lea	11.6	2.2	9.8	5.3	18.2	36.3	42,816	18.6	5	66.7
Cibola	12.8	6.5	13.5	7.0	28.3	4.6	36,146	27.5	5	66.7
Guadalupe	13.7	9.8	31.6	67.1	24.2	17.3	29,085	36.9	6	100.0
Socorro	12.6	5.8	20.6	30.6	31.5	5.5	32,329	32.6	6	100.0
Mora	18.2	26.2	19.6	27.2	26.7	9.6	33,622	30.9	6	100.0
Quay	20.7	35.3	17.1	18.9	34.5	14.8	29,797	36.0	6	100.0
Roosevelt	11	0.0	13.8	8.0	17.3	38.9	32,169	32.8	5	66.7
Curry	11.8	2.9	14.5	10.3	18.5	35.4	36,621	26.9	5	66.7
Hidalgo	13.9	10.5	20.4	29.9	22.1	23.9	39,020	23.6	6	100.0
Bernalillo	11.9	3.3	9.4	6.6	18.8	34.4	46,121	14.2	3	0.0
San Miguel	13.7	9.8	24.8	44.5	19.6	31.7	30,956	34.4	5	66.7
Luna	19.6	31.3	23.3	39.5	37.0	22.7	26,661	40.2	5	66.7
Harding	27.6	60.4	22.7	37.5	35.8	19.0	31,042	34.3	6	100.0
McKinley	9	7.3	32.5	70.1	25.2	14.2	32,615	32.2	5	66.7
Los Alamos	13.2	8.0	2.4	29.9	16.1	42.9	100,423	58.5	5	66.7
Sierra	29.2	66.2	13.1	5.6	47.0	54.2	25,642	41.5	6	100.0
Catron	36.5	92.7	10.9	1.7	48.0	57.1	30,413	35.2	6	100.0
De Baca	20.8	35.6	20.6	30.6	37.0	22.8	27,821	38.6	6	100.0

Sources: 2005–2009 ACS; NCHS urban-rural codes: 1-large central metro, 2-large fringe metro, 3-medium metro, 4-small metro, 5-micropolitan (nonmetro), and 6-noncore (nonmetro).

Table A.1.9. Santa Fe County

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		American Indian and Alaska Native alone		Hispanic or Latino origin	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score
Santa Fe	0.0	19357	0.0	732	0.0	3.8	0.0	3.3	0.0	50.3	0.0
Otero	12.6	8358	15.0	482	5.6	5.8	20.4	5.7	3.3	34.7	21.9
Eddy	13.3	6944	16.9	574	3.6	8.3	45.9	0.6	3.7	42.3	11.3
Lea	14.8	6189	17.9	622	2.5	10.1	64.3	0.8	3.4	47.2	4.4
Valencia	15.2	7808	15.7	643	2.0	8.2	44.9	3.9	0.8	55.9	7.9
Dona Ana	15.7	21263	2.6	1641	20.5	7.7	39.8	1.1	3.0	64.8	20.4
Grant	16.0	5409	19.0	233	11.3	4.3	5.1	1.8	2.1	48	3.2
Chaves	16.2	8335	15.0	817	1.9	9.8	61.2	1.4	2.6	48.7	2.3
Roosevelt	16.5	1965	23.7	80	14.7	4.1	3.1	1.1	3.0	37.3	18.3
Sandoval	16.8	12784	8.9	613	2.7	4.8	10.2	13.8	14.4	77.3	38.0
San Juan	16.9	11366	10.9	391	7.7	3.4	4.1	36.7	45.9	32.5	25.0
Union	17.4	655	25.4	37	15.7	5.6	18.4	2.4	1.2	38.2	17.0
Colfax	17.6	2376	23.1	121	13.8	5.1	13.3	2.2	1.5	47.8	3.5
Curry	17.9	4969	19.6	427	6.9	8.6	49.0	1.9	1.9	36.1	20.0
Rio Arriba	18.2	4897	19.7	230	11.3	4.7	9.2	13.7	14.3	72.2	30.8
Lincoln	18.7	3957	20.9	317	9.4	8.0	42.9	0.6	3.7	29.3	29.5
Taos	19.3	4686	20.0	466	6.0	9.9	62.2	6.6	4.5	55.4	7.2
Hidalgo	20.1	670	25.4	50	15.4	7.5	37.8	0.7	3.6	55.3	7.0
San Miguel	22.3	3708	21.3	330	9.1	8.9	52.0	1.7	2.2	17.7	45.9
Cibola	22.8	2984	22.3	257	10.7	8.6	49.0	43	54.6	33.5	23.6
Socorro	23.0	2247	23.3	207	11.9	9.2	55.1	10.6	10.0	47.5	3.9
Quay	23.5	1740	24.0	95	14.4	5.5	17.3	2.2	1.5	39.5	15.2
Torrance	25.1	2096	23.5	224	11.5	10.7	70.4	3.8	0.7	38.3	16.9
Los Alamos	25.2	2299	23.2	36	15.7	1.6	22.4	0.4	4.0	14.5	50.4
Bernalillo	25.9	73695	73.9	4432	83.6	6.0	22.4	4.9	2.2	45.6	6.6
Guadalupe	26.1	578	25.5	30	15.9	5.2	14.3	3.6	0.4	77.6	38.4
Harding	29.3	169	26.1	5	16.4	3.0	8.2	1.2	2.9	53.3	4.2
Sierra	30.4	2986	22.3	249	10.9	8.3	45.9	0.6	3.7	29.8	28.8
Luna	30.7	4476	20.2	370	8.2	8.3	45.9	1	3.2	60.3	14.1
De Baca	32.1	395	25.8	45	15.5	11.4	77.6	0	4.5	30.4	28.0
Mora	32.3	887	25.1	90	14.5	10.1	64.3	2.2	1.5	85.2	49.1
McKinley	33.4	6131	18.0	407	7.3	6.6	28.6	72.7	95.5	14.1	50.9
Catron	33.8	1155	24.8	28	15.9	2.4	14.3	1.9	1.9	17.5	46.1

Table A.1.9 *(continued)*

County	Individuals age 65+		65+ poverty rate		Households with no earnings		Median household income		Urban-rural classification	
	Percent of total					Index score	Number	Index score	Code	Index score
Santa Fe	13.2	0.0	9.2	0.0	19.5	0.0	52,923	0.0	4	0.0
Otero	14	2.9	13.4	14.0	22.6	9.7	38,262	19.6	5	33.3
Eddy	14.1	3.3	11.3	7.0	21.2	5.3	44,510	11.3	5	33.3
Lea	11.6	5.8	9.8	2.0	18.2	4.2	42,816	13.5	5	33.3
Valencia	11.5	6.2	11.3	7.0	20.3	2.6	42,955	13.3	3	33.3
Dona Ana	11.9	4.7	15.1	19.6	20.6	3.4	35,544	23.2	4	0.0
Grant	19.9	24.4	5.1	13.6	30.1	33.3	35,896	22.8	5	33.3
Chaves	14.4	4.4	15	19.3	23.6	13.0	36,445	22.0	5	33.3
Roosevelt	11	8.0	13.8	15.3	17.3	6.8	32,169	27.8	5	33.3
Sandoval	11	8.0	11.4	7.3	29.8	32.1	56,703	5.1	3	33.3
San Juan	10.3	10.5	20	35.9	16.9	8.0	45,361	10.1	4	0.0
Union	16.2	10.9	13	12.6	26.7	22.6	37,415	20.7	6	66.7
Colfax	19.2	21.8	15.2	19.9	27.7	25.7	39,249	18.3	6	66.7
Curry	11.8	5.1	14.5	17.6	18.5	3.3	36,621	21.8	5	33.3
Rio Arriba	12.6	2.2	20.1	36.2	24.1	14.5	42,514	13.9	5	33.3
Lincoln	19.8	24.0	7.6	5.3	30.2	33.7	44,079	11.8	5	33.3
Taos	15.7	9.1	18.3	30.2	25.3	18.3	35,800	22.9	5	33.3
Hidalgo	13.9	2.5	20.4	37.2	22.1	8.2	39,020	18.6	6	66.7
San Miguel	13.7	1.8	24.8	51.8	19.6	0.5	30,956	29.4	5	33.3
Cibola	12.8	1.5	13.5	14.3	28.3	27.6	36,146	22.4	5	33.3
Socorro	12.6	2.2	20.6	37.9	31.5	37.6	32,329	27.5	6	66.7
Quay	20.7	27.3	17.1	26.2	34.5	46.9	29,797	30.9	6	66.7
Torrance	11.7	5.5	16.7	24.9	28.6	28.4	35,146	23.8	3	33.3
Los Alamos	13.2	0.0	2.4	22.6	16.1	10.7	100,423	63.5	5	33.3
Bernalillo	11.9	4.7	9.4	0.7	18.8	2.3	46,121	9.1	3	33.3
Guadalupe	13.7	1.8	31.6	74.4	24.2	14.8	29,085	31.9	6	66.7
Harding	27.6	52.4	22.7	44.9	35.8	51.2	31,042	29.3	6	66.7
Sierra	29.2	58.2	13.1	13.0	47.0	86.3	25,642	36.5	6	66.7
Luna	19.6	23.3	23.3	46.8	37.0	54.9	26,661	35.1	5	33.3
De Baca	20.8	27.6	20.6	37.9	37.0	55.0	27,821	33.6	6	66.7
Mora	18.2	18.2	19.6	34.6	26.7	22.5	33,622	25.8	6	66.7
McKinley	9	15.3	32.5	77.4	25.2	18.0	32,615	27.2	5	33.3
Catron	36.5	84.7	10.9	5.6	48.0	89.3	30,413	30.1	6	66.7

Sources: 2005–2009 ACS; NCHS urban-rural codes: 1-large central metro, 2-large fringe metro, 3-medium metro, 4-small metro, 5-micropolitan (nonmetro), and 6-noncore (nonmetro).

Table A.1.10. Taos County

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		American Indian and Alaska Native alone		Hispanic or Latino origin	
		Number	Index score				Index score	Percent of total	Index score	Percent of total	Index score
Taos	0.0	4686	0.0	466	0.0	9.9	0.0	6.6	0.0	55.4	0.0
Chaves County	9.3	8335	5.0	817	7.9	9.8	1.0	1.4	7.2	48.7	9.4
Socorro	12.2	2247	3.3	207	5.9	9.2	7.1	10.6	5.5	47.5	11.1
Eddy	12.3	6944	3.1	574	2.4	8.3	16.3	0.6	8.3	42.3	18.4
Grant	12.7	5409	1.0	233	5.3	4.3	57.1	1.8	6.6	48	10.4
Otero	13.4	8358	5.0	482	0.4	5.8	41.8	5.7	1.2	34.7	29.1
San Miguel	13.4	3708	1.3	330	3.1	8.9	10.2	1.7	6.7	17.7	53.0
Rio Arriba	13.5	4897	0.3	230	5.3	4.7	53.1	13.7	9.8	72.2	23.6
Hidalgo	14.1	670	5.5	50	9.4	7.5	24.5	0.7	8.1	55.3	0.1
Lea	14.2	6189	2.0	622	3.5	10.1	2.0	0.8	8.0	47.2	11.5
Colfax	14.2	2376	3.1	121	7.8	5.1	49.0	2.2	6.1	47.8	10.7
Lincoln	14.4	3957	1.0	317	3.4	8.0	19.4	0.6	8.3	29.3	36.7
Union	14.7	655	5.5	37	9.7	5.6	43.9	2.4	5.8	38.2	24.2
Mora	14.8	887	5.2	90	8.5	10.1	2.0	2.2	6.1	85.2	41.9
Cibola	15.1	2984	2.3	257	4.7	8.6	13.3	43	50.1	33.5	30.8
Curry	15.1	4969	0.4	427	0.9	8.6	13.3	1.9	6.5	36.1	27.1
Torrance	15.6	2096	3.5	224	5.5	10.7	8.2	3.8	3.9	38.3	24.1
Valencia	15.7	7808	4.2	643	4.0	8.2	17.3	3.9	3.7	55.9	0.7
Luna	16.4	4476	0.3	370	2.2	8.3	16.3	1	7.7	60.3	6.9
Quay	16.5	1740	4.0	95	8.4	5.5	44.9	2.2	6.1	39.5	22.4
Guadalupe	17.9	578	5.6	30	9.8	5.2	48.0	3.6	4.1	77.6	31.2
Santa Fe	19.3	19357	20.0	732	6.0	3.8	62.2	3.3	4.5	50.3	7.2
De Baca	19.6	395	5.8	45	9.5	11.4	15.3	0	9.1	30.4	35.2
Roosevelt	20.1	1965	3.7	80	8.7	4.1	59.2	1.1	7.6	37.3	25.5
Dona Ana	20.2	21263	22.5	1641	26.5	7.7	22.4	1.1	7.6	64.8	13.2
Sandoval	22.0	12784	11.0	613	3.3	4.8	52.0	13.8	9.9	77.3	30.8
Sierra	22.7	2986	2.3	249	4.9	8.3	16.3	0.6	8.3	29.8	36.0
San Juan	22.8	11366	9.1	391	1.7	3.4	66.3	36.7	41.4	32.5	32.2
Harding	24.4	169	6.1	5	10.4	3.0	70.4	1.2	7.4	53.3	3.0
McKinley	24.7	6131	2.0	407	1.3	6.6	33.7	72.7	90.9	14.1	58.1
Catron	31.2	1155	4.8	28	9.9	2.4	76.5	1.9	6.5	17.5	53.3
Los Alamos	31.9	2299	3.2	36	9.7	1.6	84.7	0.4	8.5	14.5	57.5
Bernalillo	37.7	73695	93.9	4432	89.6	6.0	39.8	4.9	2.3	45.6	13.8

Table A.1.10 *(continued)*

County	Individuals age 65+		65+ poverty rate		Households with no earnings		Median household income		Urban-rural classification	
	Percent of total	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Taos	15.7	0.0	18.3	0.0	25.3	0.0	35,800	0.0	5	0.0
Chaves County	14.4	4.7	15	11.0	23.6	5.4	36,445	0.9	5	0.0
Socorro	12.6	11.3	20.6	7.6	31.5	19.3	32,329	4.6	6	33.3
Eddy	14.1	5.8	11.3	23.3	21.2	13.0	44,510	11.6	5	0.0
Grant	19.9	15.3	5.1	43.9	30.1	14.9	35,896	0.1	5	0.0
Otero	14	6.2	13.4	16.3	22.6	8.6	38,262	3.3	5	0.0
San Miguel	13.7	7.3	24.8	21.6	19.6	17.9	30,956	6.5	5	0.0
Rio Arriba	12.6	11.3	20.1	6.0	24.1	3.9	42,514	9.0	5	0.0
Hidalgo	13.9	6.5	20.4	7.0	22.1	10.1	39,020	4.3	6	33.3
Lea	11.6	14.9	9.8	28.2	18.2	22.5	42,816	9.4	5	0.0
Colfax	19.2	12.7	15.2	10.3	27.7	7.4	39,249	4.6	6	33.3
Lincoln	19.8	14.9	7.6	35.5	30.2	15.4	44,079	11.1	5	0.0
Union	16.2	1.8	13	17.6	26.7	4.3	37,415	2.2	6	33.3
Mora	18.2	9.1	19.6	4.3	26.7	4.2	33,622	2.9	6	33.3
Cibola	12.8	10.5	13.5	15.9	28.3	9.2	36,146	0.5	5	0.0
Curry	11.8	14.2	14.5	12.6	18.5	21.6	36,621	1.1	5	0.0
Torrance	11.7	14.5	16.7	5.3	28.6	10.1	35,146	0.9	3	66.7
Valencia	11.5	15.3	11.3	23.3	20.3	15.7	42,955	9.6	3	66.7
Luna	19.6	14.2	23.3	16.6	37.0	36.5	26,661	12.2	5	0.0
Quay	20.7	18.2	17.1	4.0	34.5	28.6	29,797	8.0	6	33.3
Guadalupe	13.7	7.3	31.6	44.2	24.2	3.5	29,085	9.0	6	33.3
Santa Fe	13.2	9.1	9.2	30.2	19.5	18.3	52,923	22.9	4	33.3
De Baca	20.8	18.5	20.6	7.6	37.0	36.7	27,821	10.7	6	33.3
Roosevelt	11	17.1	13.8	15.0	17.3	25.1	32,169	4.9	5	0.0
Dona Ana	11.9	13.8	15.1	10.6	20.6	15.0	35,544	0.3	4	33.3
Sandoval	11	17.1	11.4	22.9	29.8	13.8	56,703	28.0	3	66.7
Sierra	29.2	49.1	13.1	17.3	47.0	68.0	25,642	13.6	6	33.3
San Juan	10.3	19.6	20	5.6	16.9	26.3	45,361	12.8	4	33.3
Harding	27.6	43.3	22.7	14.6	35.8	32.9	31,042	6.4	6	33.3
McKinley	9	24.4	32.5	47.2	25.2	0.3	32,615	4.3	5	0.0
Catron	36.5	75.6	10.9	24.6	48.0	71.0	30,413	7.2	6	33.3
Los Alamos	13.2	9.1	2.4	52.8	16.1	29.0	100,423	86.4	5	0.0
Bernalillo	11.9	13.8	9.4	29.6	18.8	20.6	46,121	13.8	3	66.7

Sources: 2005–2009 ACS; NCHS urban-rural codes: 1-large central metro, 2-large fringe metro, 3-medium metro, 4-small metro, 5-micropolitan (nonmetro), and 6-noncore (nonmetro).

Table A.1.11. Union County

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		American Indian and Alaska Native alone		Hispanic or Latino origin	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score
Union	0.0	655	0.0	37	0.0	5.6	0.0	2.4	0.0	38.2	0.0
Colfax	6.0	2376	2.3	121	1.9	5.1	5.1	2.2	0.3	47.8	13.5
Quay	8.6	1740	1.5	95	1.3	5.5	1.0	2.2	0.3	39.5	1.8
Hidalgo	10.6	670	0.0	50	0.3	7.5	19.4	0.7	2.3	55.3	24.1
Otero	10.6	8358	10.5	482	10.1	5.8	2.0	5.7	4.5	34.7	4.9
Socorro	11.6	2247	2.2	207	3.8	9.2	36.7	10.6	11.3	47.5	13.1
Eddy	11.7	6944	8.6	574	12.1	8.3	27.6	0.6	2.5	42.3	5.8
Lincoln	11.8	3957	4.5	317	6.3	8.0	24.5	0.6	2.5	29.3	12.5
Grant	13.2	5409	6.5	233	4.4	4.3	13.3	1.8	0.8	48	13.8
Roosevelt	13.6	1965	1.8	80	1.0	4.1	15.3	1.1	1.8	37.3	1.3
Curry	13.9	4969	5.9	427	8.8	8.6	30.6	1.9	0.7	36.1	3.0
Sierra	14.7	2986	3.2	249	4.8	8.3	27.6	0.6	2.5	29.8	11.8
Taos	14.7	4686	5.5	466	9.7	9.9	43.9	6.6	5.8	55.4	24.2
De Baca	14.7	395	0.4	45	0.2	11.4	59.2	0	3.3	30.4	11.0
Chaves	15.7	8335	10.4	817	17.6	9.8	42.9	1.4	1.4	48.7	14.8
Cibola	16.1	2984	3.2	257	5.0	8.6	30.6	43	55.8	33.5	6.6
Guadalupe	16.2	578	0.1	30	0.2	5.2	4.1	3.6	1.7	77.6	55.4
Harding	17.1	169	0.7	5	0.7	3.0	26.5	1.2	1.7	53.3	21.2
Santa Fe	17.4	19357	25.4	732	15.7	3.8	18.4	3.3	1.2	50.3	17.0
Rio Arriba	17.6	4897	5.8	230	4.4	4.7	9.2	13.7	15.5	72.2	47.8
San Miguel	18.2	3708	4.2	330	6.6	8.9	33.7	1.7	1.0	17.7	28.8
Lea	18.4	6189	7.5	622	13.2	10.1	45.9	0.8	2.2	47.2	12.7
Mora	19.1	887	0.3	90	1.2	10.1	45.9	2.2	0.3	85.2	66.1
Catron	21.9	1155	0.7	28	0.2	2.4	32.7	1.9	0.7	17.5	29.1
Torrance	22.1	2096	2.0	224	4.2	10.7	52.0	3.8	1.9	38.3	0.1
Valencia	23.2	7808	9.7	643	13.7	8.2	26.5	3.9	2.1	55.9	24.9
Luna	24.7	4476	5.2	370	7.5	8.3	27.6	1	1.9	60.3	31.1
Dona Ana	24.8	21263	28.0	1641	36.2	7.7	21.4	1.1	1.8	64.8	37.4
Los Alamos	25.3	2299	2.2	36	0.0	1.6	40.8	0.4	2.8	14.5	33.3
San Juan	25.5	11366	14.6	391	8.0	3.4	22.4	36.7	47.2	32.5	8.0
Sandoval	26.5	12784	16.5	613	13.0	4.8	8.2	13.8	15.7	77.3	55.0
McKinley	29.5	6131	7.4	407	8.4	6.6	10.2	72.7	96.7	14.1	33.9
Bernalillo	38.3	73695	99.3	4432	99.3	6.0	4.1	4.9	3.4	45.6	10.4

Table A.1.11 *(continued)*

County	Individuals age 65+		65+ poverty rate		Households with no earnings		Median household income		Urban-rural classification	
	Percent of total	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Union	16.2	0.0	13	0.0	26.7	0.0	37,415	0.0	6	0.0
Colfax	19.2	10.9	15.2	7.3	27.7	3.1	39,249	2.5	6	0.0
Quay	20.7	16.4	17.1	13.6	34.5	24.3	29,797	10.2	6	0.0
Hidalgo	13.9	8.4	20.4	24.6	22.1	14.4	39,020	2.1	6	0.0
Otero	14	8.0	13.4	1.3	22.6	12.9	38,262	1.1	5	33.3
Socorro	12.6	13.1	20.6	25.2	31.5	15.0	32,329	6.8	6	0.0
Eddy	14.1	7.6	11.3	5.6	21.2	17.3	44,510	9.5	5	33.3
Lincoln	19.8	13.1	7.6	17.9	30.2	11.1	44,079	8.9	5	33.3
Grant	19.9	13.5	5.1	26.2	30.1	10.7	35,896	2.0	5	33.3
Roosevelt	11	18.9	13.8	2.7	17.3	29.4	32,169	7.0	5	33.3
Curry	11.8	16.0	14.5	5.0	18.5	25.9	36,621	1.1	5	33.3
Sierra	29.2	47.3	13.1	0.3	47.0	63.7	25,642	15.7	6	0.0
Taos	15.7	1.8	18.3	17.6	25.3	4.3	35,800	2.2	5	33.3
De Baca	20.8	16.7	20.6	25.2	37.0	32.4	27,821	12.8	6	0.0
Chaves	14.4	6.5	15	6.6	23.6	9.6	36,445	1.3	5	33.3
Cibola	12.8	12.4	13.5	1.7	28.3	4.9	36,146	1.7	5	33.3
Guadalupe	13.7	9.1	31.6	61.8	24.2	7.8	29,085	11.1	6	0.0
Harding	27.6	41.5	22.7	32.2	35.8	28.6	31,042	8.5	6	0.0
Santa Fe	13.2	10.9	9.2	12.6	19.5	22.6	52,923	20.7	4	66.7
Rio Arriba	12.6	13.1	20.1	23.6	24.1	8.1	42,514	6.8	5	33.3
San Miguel	13.7	9.1	24.8	39.2	19.6	22.1	30,956	8.6	5	33.3
Lea	11.6	16.7	9.8	10.6	18.2	26.8	42,816	7.2	5	33.3
Mora	18.2	7.3	19.6	21.9	26.7	0.1	33,622	5.1	6	0.0
Catron	36.5	73.8	10.9	7.0	48.0	66.7	30,413	9.4	6	0.0
Torrance	11.7	16.4	16.7	12.3	28.6	5.8	35,146	3.0	3	100.0
Valencia	11.5	17.1	11.3	5.6	20.3	20.0	42,955	7.4	3	100.0
Luna	19.6	12.4	23.3	34.2	37.0	32.2	26,661	14.4	5	33.3
Dona Ana	11.9	15.6	15.1	7.0	20.6	19.3	35,544	2.5	4	66.7
Los Alamos	13.2	10.9	2.4	35.2	16.1	33.3	100,423	84.3	5	33.3
San Juan	10.3	21.5	20	23.3	16.9	30.6	45,361	10.6	4	66.7
Sandoval	11	18.9	11.4	5.3	29.8	9.5	56,703	25.8	3	100.0
McKinley	9	26.2	32.5	64.8	25.2	4.6	32,615	6.4	5	33.3
Bernalillo	11.9	15.6	9.4	12.0	18.8	24.9	46,121	11.6	3	100.0

Sources: 2005–2009 ACS; NCHS urban-rural codes: 1-large central metro, 2-large fringe metro, 3-medium metro, 4-small metro, 5-micropolitan (nonmetro), and 6-noncore (nonmetro).

APPENDIX A.2

PENNSYLVANIA

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Table A.2.1. Cambria County

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		Individuals age 65+		65+ poverty rate		Median household income		Urban-rural classification	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Cambria	0.0	24707	0.0	1353	0.0	5.5	0.0	18.8	0.0	9.5	0.0	38,381	0.0	4	0.0
Schuylkill	11.1	24325	0.6	1274	3.3	5.2	3.4	18.4	4.4	11	17.9	41,315	11.1	5	25.0
Lawrence	11.2	14890	16.3	910	18.4	6.1	6.8	18.6	2.2	9.5	0.0	42,833	16.9	5	25.0
Mercer	11.7	18057	11.0	1072	11.7	5.9	4.5	17.9	10.0	7	29.8	42,264	14.7	3	25.0
Northumberland	13.6	15592	15.1	749	25.1	4.8	8.0	18.6	2.2	11.9	28.6	38,518	0.5	5	25.0
Clearfield	13.9	12517	20.2	905	18.6	7.2	19.3	17.5	14.4	10.2	8.3	36,470	7.2	5	25.0
Crawford	14.2	13416	18.7	936	17.3	7.0	17.0	16.2	28.9	8.2	15.5	38,469	0.3	5	25.0
Venango	14.7	8516	26.8	623	30.3	7.3	20.5	17.4	15.6	8.7	9.5	38,475	0.4	5	25.0
Somerset	15.4	12708	19.9	906	18.5	7.1	18.2	18.6	2.2	10.5	11.9	38,109	1.0	5	25.0
McKean	15.8	6293	30.5	391	39.9	6.2	8.0	16.6	24.4	8.6	10.7	40,080	6.4	5	25.0
Beaver	17.4	28078	5.6	1616	10.9	5.8	3.4	18.3	5.6	6.9	31.0	45,414	26.7	2	50.0
Indiana	17.6	12546	20.1	590	31.7	4.7	9.1	15.6	35.6	8.1	16.7	38,546	0.6	5	25.0
Columbia	18.1	9131	25.8	472	36.6	5.2	3.4	16.2	28.9	8.1	16.7	41,613	12.3	5	25.0
Clarion	18.4	5848	31.2	313	43.2	5.4	1.1	16.6	24.4	8.8	8.3	39,083	2.7	6	50.0
Huntingdon	18.7	6406	30.3	382	40.3	6.0	5.7	15.6	35.6	10.2	8.3	41,078	10.2	5	25.0
Jefferson	18.8	7282	28.8	548	33.4	7.5	22.7	18.1	7.8	10.9	16.7	36,917	5.5	6	50.0
Tioga	19.2	6360	30.4	265	45.1	4.2	14.8	17.6	13.3	9.1	4.8	39,812	5.4	6	50.0
Mifflin	20.0	7715	28.1	789	23.4	10.2	53.4	17.9	10.0	8.8	8.3	36,369	7.6	5	25.0
Carbon	20.1	9810	24.7	492	35.7	5.0	5.7	17.4	15.6	7	29.8	47,283	33.7	3	25.0
Lebanon	20.8	18592	10.1	669	28.4	3.6	21.6	16.7	23.3	7	29.8	51,547	49.9	4	0.0
Potter	20.8	2894	36.1	170	49.1	5.9	4.5	18.2	6.7	11.4	22.6	37,044	5.1	6	50.0
Bedford	21.4	7702	28.2	530	34.1	6.9	15.9	17.6	13.3	11.3	21.4	39,827	5.5	6	50.0
Erie	22.4	35371	17.7	2230	36.4	6.3	9.1	14.4	48.9	9.1	4.8	43,456	19.2	3	25.0
Franklin	22.9	20058	7.7	584	31.9	2.9	29.5	16.6	24.4	6.5	35.7	50,557	46.2	5	25.0
Wayne	23.8	8662	26.6	325	42.7	3.8	19.3	18.3	5.6	8.4	13.1	44,194	22.0	6	50.0
Elk	24.1	5178	32.3	107	51.7	2.1	38.6	18.6	2.2	7	29.8	43,077	17.8	5	25.0
Montour	24.6	2859	36.2	132	50.7	4.6	10.2	18	8.9	6.6	34.5	47,765	35.6	5	25.0
Union	25.1	5248	32.2	211	47.4	4.0	17.0	14.4	48.9	8.1	16.7	44,246	22.2	5	25.0
Fayette	25.2	23341	2.3	2496	47.4	10.7	59.1	17.4	15.6	11.7	26.2	34,018	16.5	2	50.0
Snyder	26.1	4876	32.8	197	48.0	4.0	17.0	14.5	47.8	10.4	10.7	44,702	24.0	5	25.0
Monroe	27.7	19639	8.4	1069	11.8	5.4	1.1	12	75.6	6.1	40.5	57,228	71.4	5	25.0
Fulton	29.0	2260	37.2	96	52.2	4.2	14.8	16.2	28.9	9.8	3.6	44,517	23.3	6	50.0
Cameron	29.1	935	39.4	89	52.4	9.5	45.5	20	13.3	8.9	7.1	40,288	7.2	6	50.0

Table A.2.1 *(continued)*

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		Individuals age 65+		65+ poverty rate		Median household income		Urban-rural classification	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Adams	29.3	12868	19.6	374	40.6	2.9	29.5	14.4	48.9	6.9	31.0	54,899	62.6	5	25.0
Butler	29.7	23296	2.3	813	22.4	3.5	22.7	14.8	44.4	6.5	35.7	55,373	64.4	2	50.0
Greene	29.9	5486	31.8	510	35.0	9.3	43.2	14.9	43.3	13.1	42.9	38,078	1.1	6	50.0
Juniata	32.3	3275	35.5	86	52.6	2.6	33.0	16.7	23.3	7.5	23.8	42,901	17.1	6	50.0
Perry	32.4	5611	31.6	174	48.9	3.1	27.3	12.8	66.7	7	29.8	51,497	49.7	3	25.0
Cumberland	32.4	30827	10.1	581	32.0	1.9	40.9	15.2	40.0	5	53.6	60,400	83.5	3	25.0
York	34.3	53334	47.4	1842	20.3	3.5	22.7	13.8	55.6	6.5	35.7	56,271	67.8	3	25.0
Centre	35.7	14065	17.6	552	33.2	3.9	18.2	11	86.7	4.7	57.1	45,959	28.7	4	0.0
Pike	37.3	8624	26.6	331	42.4	3.8	19.3	14.9	43.3	4.7	57.1	56,447	68.5	2	50.0
Lancaster	37.9	61342	60.6	1996	26.7	3.3	25.0	14.6	46.7	6.8	32.1	54,893	62.6	3	25.0

Sources: 2005–2009 ACS; NCHS urban-rural codes: 1-large central metro, 2-large fringe metro, 3-medium metro, 4-small metro, 5-micropolitan (nonmetro), and 6-noncore (nonmetro).

Table A.2.2. Crawford County

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		Individuals age 65+		65+ poverty rate		Median household income		Urban-rural classification	
		Number	Index score			Percent	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Crawford	0.0	13416	0.0	936	0.0	7.0	0.0	16.2	0.0	8.2	0.0	38,469	0.0	5	0.0
Clearfield	5.9	12517	1.5	905	1.3	7.2	2.3	17.5	14.4	10.2	23.8	36,470	7.6	5	0.0
Indiana	10.0	12546	1.4	590	14.4	4.7	26.1	15.6	6.7	8.1	1.2	38,546	0.3	6	25.0
Jefferson	10.2	7282	10.2	548	16.1	7.5	5.7	18.1	21.1	10.9	32.1	36,917	5.9	5	0.0
McKean	10.6	6293	11.8	391	22.6	6.2	9.1	16.6	4.4	8.6	4.8	40,080	6.1	4	25.0
Lawrence	11.1	14890	2.4	910	1.1	6.1	10.2	18.6	26.7	9.5	15.5	42,833	16.5		
Bedford	11.2	7702	9.5	530	16.8	6.9	1.1	17.6	15.6	11.3	36.9	39,827	5.1	5	0.0
Northumberland	11.7	15592	3.6	749	7.8	4.8	25.0	18.6	26.7	11.9	44.0	38,518	0.2	5	0.0
Somerset	11.7	12708	1.2	906	1.2	7.1	1.1	18.6	26.7	10.5	27.4	38,109	1.4	6	25.0
Mercer	12.3	18057	7.7	1072	5.6	5.9	12.5	17.9	18.9	7	14.3	42,264	14.4	6	25.0
Venango	13.3	8516	8.1	623	13.0	7.3	3.4	17.4	13.3	8.7	6.0	38,475	0.0	2	75.0
Mifflin	13.8	7715	9.4	789	6.1	10.2	36.4	17.9	18.9	8.8	7.1	36,369	8.0	6	25.0
Potter	14.0	2894	17.4	170	31.8	5.9	12.5	18.2	22.2	11.4	38.1	37,044	5.4	5	0.0
Union	14.4	5248	13.5	211	30.1	4.0	34.1	14.4	20.0	8.1	1.2	44,246	21.9	5	0.0
Huntingdon	14.5	6406	11.6	382	23.0	6.0	11.4	15.6	6.7	10.2	23.8	41,078	9.9	3	50.0
Columbia	14.8	9131	7.1	472	19.3	5.2	20.5	16.2	0.0	8.1	1.2	41,613	11.9	2	75.0
Clarion	15.2	5848	12.5	313	25.9	5.4	18.2	16.6	4.4	8.8	7.1	39,083	2.3	3	50.0
Carbon	15.7	9810	6.0	492	18.4	5.0	22.7	17.4	13.3	7	14.3	47,283	33.4	6	25.0
Greene	16.2	5486	13.1	510	17.7	9.3	26.1	14.9	14.4	13.1	58.3	38,078	1.5	5	0.0
Cambria	16.5	24707	18.7	1353	17.3	5.5	17.0	18.8	28.9	9.5	15.5	38,381	0.3	3	50.0
Franklin	17.5	20058	11.0	584	14.6	2.9	46.6	16.6	4.4	6.5	20.2	50,557	45.8	5	0.0
Wayne	17.6	8662	7.9	325	25.4	3.8	36.4	18.3	23.3	8.4	2.4	44,194	21.7	5	0.0
Schuylkill	18.4	24325	18.1	1274	14.0	5.2	20.5	18.4	24.4	11	33.3	41,315	10.8	6	25.0
Tioga	18.8	6360	11.7	265	27.8	4.2	31.8	17.6	15.6	9.1	10.7	39,812	5.1	2	75.0
Fulton	18.8	2260	18.5	96	34.9	4.2	31.8	16.2	0.0	9.8	19.0	44,517	22.9	5	0.0
Juniata	20.0	3275	16.8	86	35.3	2.6	50.0	16.7	5.6	7.5	8.3	42,901	16.8	5	0.0
Snyder	20.0	4876	14.1	197	30.7	4.0	34.1	14.5	18.9	10.4	26.2	44,702	23.6	6	25.0
Lebanon	20.4	18592	8.6	669	11.1	3.6	38.6	16.7	5.6	7	14.3	51,547	49.6	3	50.0
Adams	20.5	12868	0.9	374	23.3	2.9	46.6	14.4	20.0	6.9	15.5	54,899	62.3	5	0.0
Cameron	20.6	935	20.7	89	35.1	9.5	28.4	20	42.2	8.9	8.3	40,288	6.9	5	0.0
Montour	21.2	2859	17.5	132	33.4	4.6	27.3	18	20.0	6.6	19.0	47,765	35.2	4	25.0
Butler	23.1	23296	16.4	813	5.1	3.5	39.8	14.8	15.6	6.5	20.2	55,373	64.1	5	0.0
Fayette	23.4	23341	16.4	2496	64.7	10.7	42.0	17.4	13.3	11.7	41.7	34,018	16.9	5	0.0

Table A.2.2 *(continued)*

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		Individuals age 65+		65+ poverty rate		Median household income		Urban-rural classification	
		Number	Index score			Percent	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Erie	23.8	35371	36.3	2230	53.7	6.3	8.0	14.4	20.0	9.1	10.7	43,456	18.9	5	0.0
Perry	24.1	5611	12.9	174	31.6	3.1	44.3	12.8	37.8	7	14.3	51,497	49.4	6	25.0
Elk	24.8	5178	13.6	107	34.4	2.1	55.7	18.6	26.7	7	14.3	43,077	17.5	3	50.0
Beaver	26.1	28078	24.3	1616	28.2	5.8	13.6	18.3	23.3	6.9	15.5	45,414	26.3	2	75.0
Pike	26.3	8624	7.9	331	25.1	3.8	36.4	14.9	14.4	4.7	41.7	56,447	68.1	5	0.0
Monroe	29.1	19639	10.3	1069	5.5	5.4	18.2	12	46.7	6.1	25.0	57,228	71.1	3	50.0
Cumberland	30.3	30827	28.8	581	14.7	1.9	58.0	15.2	11.1	5	38.1	60,400	83.1	5	0.0
Centre	32.9	14065	1.1	552	15.9	3.9	35.2	11	57.8	4.7	41.7	45,959	28.4	4	25.0
York	35.9	53334	66.1	1842	37.6	3.5	39.8	13.8	26.7	6.5	20.2	56,271	67.5	6	25.0
Lancaster	41.1	61342	79.3	1996	44.0	3.3	42.0	14.6	17.8	6.8	16.7	54,893	62.3	3	50.0

Sources: 2005–2009 ACS; NCHS urban-rural codes: 1-large central metro, 2-large fringe metro, 3-medium metro, 4-small metro, 5-micropolitan (nonmetro), and 6-noncore (nonmetro).

Table A.2.3. Elk County

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		Individuals age 65+		65+ poverty rate		Median household income		Urban-rural classification	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Elk	0.0	5178	0.0	107	0.0	2.1	0.0	18.6	0.0	7	0.0	43,077	0.0	5	0.0
Wayne	12.2	8662	5.8	325	9.0	3.8	19.3	18.3	3.3	8.4	16.7	44,194	4.2	6	25.0
Montour	13.0	2859	3.8	132	1.0	4.6	28.4	18	6.7	6.6	4.8	47,765	17.8	5	0.0
McKean	14.4	6293	1.8	391	11.8	6.2	46.6	16.6	22.2	8.6	19.0	40,080	11.4	5	0.0
Tioga	15.4	6360	2.0	265	6.6	4.2	23.9	17.6	11.1	9.1	25.0	39,812	12.4	6	25.0
Union	15.6	5248	0.1	211	4.3	4.0	21.6	14.4	46.7	8.1	13.1	44,246	4.4	5	0.0
Lawrence	15.8	14890	16.1	910	33.3	6.1	45.5	18.6	0.0	9.5	29.8	42,833	0.9	5	0.0
Carbon	16.0	9810	7.7	492	16.0	5.0	33.0	17.4	13.3	7	0.0	47,283	15.9	3	50.0
Juniata	16.7	3275	3.2	86	0.9	2.6	5.7	16.7	21.1	7.5	6.0	42,901	0.7	6	25.0
Columbia	16.9	9131	6.5	472	15.1	5.2	35.2	16.2	26.7	8.1	13.1	41,613	5.5	5	0.0
Huntingdon	16.9	6406	2.0	382	11.4	6.0	44.3	15.6	33.3	10.2	38.1	41,078	7.6	5	0.0
Venango	17.6	8516	5.5	623	21.4	7.3	59.1	17.4	13.3	8.7	20.2	38,475	17.4	5	0.0
Clarion	17.7	5848	1.1	313	8.5	5.4	37.5	16.6	22.2	8.8	21.4	39,083	15.1	6	25.0
Indiana	18.4	12546	12.2	590	20.0	4.7	29.5	15.6	33.3	8.1	13.1	38,546	17.2	5	0.0
Snyder	18.6	4876	0.5	197	3.7	4.0	21.6	14.5	45.6	10.4	40.5	44,702	6.2	5	0.0
Perry	19.0	5611	0.7	174	2.8	3.1	11.4	12.8	64.4	7	0.0	51,497	31.9	3	50.0
Adams	19.6	12868	12.7	374	11.1	2.9	9.1	14.4	46.7	6.9	1.2	54,899	44.8	5	0.0
Franklin	19.7	20058	24.6	584	19.8	2.9	9.1	16.6	22.2	6.5	6.0	50,557	28.4	5	0.0
Fulton	19.8	2260	4.8	96	0.5	4.2	23.9	16.2	26.7	9.8	33.3	44,517	5.5	6	25.0
Crawford	20.3	13416	13.6	936	34.4	7.0	55.7	16.2	26.7	8.2	14.3	38,469	17.5	5	0.0
Jefferson	20.3	7282	3.5	548	18.3	7.5	61.4	18.1	5.6	10.9	46.4	36,917	23.3	6	25.0
Potter	20.3	2894	3.8	170	2.6	5.9	43.2	18.2	4.4	11.4	52.4	37,044	22.9	6	25.0
Northumberland	20.6	15592	17.2	749	26.6	4.8	30.7	18.6	0.0	11.9	58.3	38,518	17.3	5	0.0
Somerset	20.7	12708	12.5	906	33.2	7.1	56.8	18.6	0.0	10.5	41.7	38,109	18.8	5	0.0
Clearfield	20.7	12517	12.1	905	33.1	7.2	58.0	17.5	12.2	10.2	38.1	36,470	25.0	5	0.0
Mercer	21.6	18057	21.3	1072	40.0	5.9	43.2	17.9	7.8	7	0.0	42,264	3.1	3	50.0
Bedford	21.7	7702	4.2	530	17.6	6.9	54.5	17.6	11.1	11.3	51.2	39,827	12.3	6	25.0
Lebanon	22.1	18592	22.2	669	23.3	3.6	17.0	16.7	21.1	7	0.0	51,547	32.1	4	25.0
Cambria	24.1	24707	32.3	1353	51.7	5.5	38.6	18.8	2.2	9.5	29.8	38,381	17.8	4	25.0
Pike	24.7	8624	5.7	331	9.3	3.8	19.3	14.9	41.1	4.7	27.4	56,447	50.7	2	75.0
Mifflin	24.8	7715	4.2	789	28.3	10.2	92.0	17.9	7.8	8.8	21.4	36,369	25.4	5	0.0
Schuylkill	24.8	24325	31.7	1274	48.4	5.2	35.2	18.4	2.2	11	47.6	41,315	6.7	5	0.0
Monroe	26.9	19639	23.9	1069	39.9	5.4	37.5	12	73.3	6.1	10.7	57,228	53.6	5	0.0

Table A.2.3 *(continued)*

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		Individuals age 65+		65+ poverty rate		Median household income		Urban-rural classification	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Beaver	27.0	28078	37.9	1616	62.6	5.8	42.0	18.3	3.3	6.9	1.2	45,414	8.9	2	75.0
Cameron	27.0	935	7.0	89	0.7	9.5	84.1	20	15.6	8.9	22.6	40,288	10.6	6	25.0
Butler	28.1	23296	30.0	813	29.3	3.5	15.9	14.8	42.2	6.5	6.0	55,373	46.6	2	75.0
Greene	30.6	5486	0.5	510	16.7	9.3	81.8	14.9	41.1	13.1	72.6	38,078	18.9	6	25.0
Cumberland	30.7	30827	42.5	581	19.7	1.9	2.3	15.2	37.8	5	23.8	60,400	65.7	3	50.0
Centre	32.1	14065	14.7	552	18.5	3.9	20.5	11	84.4	4.7	27.4	45,959	10.9	4	25.0
Erie	38.5	35371	50.0	2230	88.1	6.3	47.7	14.4	46.7	9.1	25.0	43,456	1.4	3	50.0
York	42.0	53334	79.7	1842	72.0	3.5	15.9	13.8	53.3	6.5	6.0	56,271	50.0	3	50.0
Lancaster	47.5	61342	93.0	1996	78.4	3.3	13.6	14.6	44.4	6.8	2.4	54,893	44.8	3	50.0
Fayette	47.8	23341	30.1	2496	99.1	10.7	97.7	17.4	13.3	11.7	56.0	34,018	34.3	2	75.0

Sources: 2005–2009 ACS; NCHS urban-rural codes: 1-large central metro, 2-large fringe metro, 3-medium metro, 4-small metro, 5-micropolitan (nonmetro), and 6-noncore (nonmetro).

Table A.2.4. Franklin County

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		Individuals age 65+		65+ poverty rate		Median household income		Urban-rural classification	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Franklin	0.0	20058	0.0	584	0.0	2.9	0.0	16.6	0.0	6.5	0.0	50,557	0.0	5	0.0
Lebanon	7.1	18592	2.4	669	3.5	3.6	8.0	16.7	1.1	7	6.0	51,547	3.8	4	25.0
Adams	8.1	12868	11.9	374	8.7	2.9	0.0	14.4	24.4	6.9	4.8	54,899	16.5	5	0.0
Columbia	13.7	9131	18.1	472	4.6	5.2	26.1	16.2	4.4	8.1	19.0	41,613	33.9	5	0.0
Union	14.5	5248	24.5	211	15.5	4.0	12.5	14.4	24.4	8.1	19.0	44,246	23.9	5	0.0
Montour	15.1	2859	28.5	132	18.8	4.6	19.3	18	15.6	6.6	1.2	47,765	10.6	5	0.0
Indiana	15.2	12546	12.4	590	0.2	4.7	20.5	15.6	11.1	8.1	19.0	38,546	45.5	5	0.0
Snyder	17.1	4876	25.1	197	16.1	4.0	12.5	14.5	23.3	10.4	46.4	44,702	22.2	5	0.0
Juniata	17.2	3275	27.8	86	20.7	2.6	3.4	16.7	1.1	7.5	11.9	42,901	29.0	6	25.0
Crawford	17.5	13416	11.0	936	14.6	7.0	46.6	16.2	4.4	8.2	20.2	38,469	45.8	5	0.0
Tioga	18.5	6360	22.7	265	13.2	4.2	14.8	17.6	11.1	9.1	31.0	39,812	40.7	6	25.0
Lawrence	18.5	14890	8.6	910	13.5	6.1	36.4	18.6	22.2	9.5	35.7	42,833	29.3	5	0.0
Venango	18.8	8516	19.1	623	1.6	7.3	50.0	17.4	8.9	8.7	26.2	38,475	45.8	5	0.0
Northumberland	19.0	15592	7.4	749	6.8	4.8	21.6	18.6	22.2	11.9	64.3	38,518	45.6	5	0.0
Perry	19.1	5611	23.9	174	17.0	3.1	2.3	12.8	42.2	7	6.0	51,497	3.6	3	50.0
Carbon	19.3	9810	17.0	492	3.8	5.0	23.9	17.4	8.9	7	6.0	47,283	12.4	3	50.0
McKean	19.4	6293	22.8	391	8.0	6.2	37.5	16.6	0.0	8.6	25.0	40,080	39.7	5	0.0
Schuylkill	19.5	24325	7.1	1274	28.6	5.2	26.1	18.4	20.0	11	53.6	41,315	35.0	5	0.0
Elk	19.7	5178	24.6	107	19.8	2.1	9.1	18.6	22.2	7	6.0	43,077	28.4	5	0.0
Mercer	20.2	18057	3.3	1072	20.2	5.9	34.1	17.9	14.4	7	6.0	42,264	31.4	3	50.0
Wayne	20.3	8662	18.9	325	10.7	3.8	10.2	18.3	18.9	8.4	22.6	44,194	24.1	6	25.0
Butler	20.8	23296	5.4	813	9.5	3.5	6.8	14.8	20.0	6.5	0.0	55,373	18.3	2	75.0
Huntingdon	21.0	6406	22.6	382	8.4	6.0	35.2	15.6	11.1	10.2	44.0	41,078	35.9	5	0.0
Cumberland	21.2	30827	17.8	581	0.1	1.9	11.4	15.2	15.6	5	17.9	60,400	37.3	3	50.0
Somerset	21.8	12708	12.2	906	13.4	7.1	47.7	18.6	22.2	10.5	47.6	38,109	47.2	5	0.0
Monroe	22.1	19639	0.7	1069	20.1	5.4	28.4	12	51.1	6.1	4.8	57,228	25.3	5	0.0
Clearfield	22.4	12517	12.5	905	13.3	7.2	48.9	17.5	10.0	10.2	44.0	36,470	53.4	5	0.0
Cambria	22.9	24707	7.7	1353	31.9	5.5	29.5	18.8	24.4	9.5	35.7	38,381	46.2	4	25.0
Clarion	23.0	5848	23.5	313	11.2	5.4	28.4	16.6	0.0	8.8	27.4	39,083	43.5	6	25.0
Fulton	23.0	2260	29.5	96	20.2	4.2	14.8	16.2	4.4	9.8	39.3	44,517	22.9	6	25.0
Mifflin	23.8	7715	20.4	789	8.5	10.2	83.0	17.9	14.4	8.8	27.4	36,369	53.8	5	0.0
Bedford	23.9	7702	20.5	530	2.2	6.9	45.5	17.6	11.1	11.3	57.1	39,827	40.7	6	25.0
Beaver	25.1	28078	13.3	1616	42.8	5.8	33.0	18.3	18.9	6.9	4.8	45,414	19.5	2	75.0

Table A.2.4 *(continued)*

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		Individuals age 65+		65+ poverty rate		Median household income		Urban-rural classification	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Jefferson	26.1	7282	21.1	548	1.5	7.5	52.3	18.1	16.7	10.9	52.4	36,917	51.7	6	25.0
Potter	27.8	2894	28.4	170	17.2	5.9	34.1	18.2	17.8	11.4	58.3	37,044	51.2	6	25.0
Greene	28.2	5486	24.1	510	3.1	9.3	72.7	14.9	18.9	13.1	78.6	38,078	47.3	6	25.0
Centre	28.4	14065	9.9	552	1.3	3.9	11.4	11	62.2	4.7	21.4	45,959	17.4	4	25.0
Lancaster	28.5	61342	68.3	1996	58.6	3.3	4.5	14.6	22.2	6.8	3.6	54,893	16.4	3	50.0
Pike	28.5	8624	18.9	331	10.5	3.8	10.2	14.9	18.9	4.7	21.4	56,447	22.3	2	75.0
York	29.9	53334	55.1	1842	52.2	3.5	6.8	13.8	31.1	6.5	0.0	56,271	21.7	3	50.0
Erie	35.1	35371	25.3	2230	68.3	6.3	38.6	14.4	24.4	9.1	31.0	43,456	26.9	3	50.0
Cameron	35.4	935	31.7	89	20.5	9.5	75.0	20	37.8	8.9	28.6	40,288	38.9	6	25.0
Fayette	38.7	23341	5.4	2496	79.3	10.7	88.6	17.4	8.9	11.7	61.9	34,018	62.7	2	75.0

Sources: 2005–2009 ACS; NCHS urban-rural codes: 1-large central metro, 2-large fringe metro, 3-medium metro, 4-small metro, 5-micropolitan (nonmetro), and 6-noncore (nonmetro).

Table A.2.5. Huntingdon County

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		Individuals age 65+		65+ poverty rate		Median household income		Urban-rural classification	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Huntingdon	0.0	6406	0.0	382	0.0	6.0	0.0	15.6	0.0	10.2	0.0	41,078	0.0	5	0.0
McKean	6.9	6293	0.2	391	0.4	6.2	2.3	16.6	11.1	8.6	19.0	40,080	3.8	5	0.0
Clearfield	8.8	12517	10.1	905	21.7	7.2	13.6	17.5	21.1	10.2	0.0	36,470	17.5	5	0.0
Columbia	9.3	9131	4.5	472	3.7	5.2	9.1	16.2	6.7	8.1	25.0	41,613	2.0	5	0.0
Crawford	10.0	13416	11.6	936	23.0	7.0	11.4	16.2	6.7	8.2	23.8	38,469	9.9	5	0.0
Bedford	10.0	7702	2.1	530	6.1	6.9	10.2	17.6	22.2	11.3	13.1	39,827	4.7	6	25.0
Snyder	10.5	4876	2.5	197	7.7	4.0	22.7	14.5	12.2	10.4	2.4	44,702	13.7	5	0.0
Clarion	10.5	5848	0.9	313	2.9	5.4	6.8	16.6	11.1	8.8	16.7	39,083	7.6	6	25.0
Indiana	10.8	12546	10.2	590	8.6	4.7	14.8	15.6	0.0	8.1	25.0	38,546	9.6	5	0.0
Venango	10.9	8516	3.5	623	10.0	7.3	14.8	17.4	20.0	8.7	17.9	38,475	9.9	5	0.0
Potter	10.9	2894	5.8	170	8.8	5.9	1.1	18.2	28.9	11.4	14.3	37,044	15.3	6	25.0
Jefferson	11.0	7282	1.5	548	6.9	7.5	17.0	18.1	27.8	10.9	8.3	36,917	15.8	6	25.0
Lawrence	11.3	14890	14.0	910	21.9	6.1	1.1	18.6	33.3	9.5	8.3	42,833	6.7	5	0.0
Union	12.0	5248	1.9	211	7.1	4.0	22.7	14.4	13.3	8.1	25.0	44,246	12.0	5	0.0
Tioga	12.3	6360	0.1	265	4.9	4.2	20.5	17.6	22.2	9.1	13.1	39,812	4.8	6	25.0
Somerset	12.7	12708	10.4	906	21.7	7.1	12.5	18.6	33.3	10.5	3.6	38,109	11.3	5	0.0
Fulton	13.4	2260	6.9	96	11.9	4.2	20.5	16.2	6.7	9.8	4.8	44,517	13.0	6	25.0
Northumberland	13.8	15592	15.2	749	15.2	4.8	13.6	18.6	33.3	11.9	20.2	38,518	9.7	5	0.0
Schuylkill	15.4	24325	29.7	1274	37.0	5.2	9.1	18.4	31.1	11	9.5	41,315	0.9	5	0.0
Greene	15.5	5486	1.5	510	5.3	9.3	37.5	14.9	7.8	13.1	34.5	38,078	11.4	6	25.0
Mifflin	15.8	7715	2.2	789	16.9	10.2	47.7	17.9	25.6	8.8	16.7	36,369	17.8	5	0.0
Carbon	16.2	9810	5.6	492	4.6	5.0	11.4	17.4	20.0	7	38.1	47,283	23.5	3	50.0
Elk	16.9	5178	2.0	107	11.4	2.1	44.3	18.6	33.3	7	38.1	43,077	7.6	5	0.0
Wayne	17.2	8662	3.7	325	2.4	3.8	25.0	18.3	30.0	8.4	21.4	44,194	11.8	6	25.0
Montour	17.6	2859	5.9	132	10.4	4.6	15.9	18	26.7	6.6	42.9	47,765	25.3	5	0.0
Cambria	18.7	24707	30.3	1353	40.3	5.5	5.7	18.8	35.6	9.5	8.3	38,381	10.2	4	25.0
Mercer	18.9	18057	19.3	1072	28.6	5.9	1.1	17.9	25.6	7	38.1	42,264	4.5	3	50.0
Adams	19.0	12868	10.7	374	0.3	2.9	35.2	14.4	13.3	6.9	39.3	54,899	52.4	5	0.0
Juniata	20.2	3275	5.2	86	12.3	2.6	38.6	16.7	12.2	7.5	32.1	42,901	6.9	6	25.0
Franklin	21.0	20058	22.6	584	8.4	2.9	35.2	16.6	11.1	6.5	44.0	50,557	35.9	5	0.0
Cameron	21.5	935	9.1	89	12.2	9.5	39.8	20	48.9	8.9	15.5	40,288	3.0	6	25.0
Lebanon	22.2	18592	20.2	669	11.9	3.6	27.3	16.7	12.2	7	38.1	51,547	39.7	4	25.0
Perry	22.2	5611	1.3	174	8.6	3.1	33.0	12.8	31.1	7	38.1	51,497	39.5	3	50.0

Table A.2.5 *(continued)*

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		Individuals age 65+		65+ poverty rate		Median household income		Urban-rural classification	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Monroe	27.3	19639	21.9	1069	28.5	5.4	6.8	12	40.0	6.1	48.8	57,228	61.2	5	0.0
Pike	29.9	8624	3.7	331	2.1	3.8	25.0	14.9	7.8	4.7	65.5	56,447	58.3	2	75.0
Beaver	31.1	28078	35.9	1616	51.2	5.8	2.3	18.3	30.0	6.9	39.3	45,414	16.4	2	75.0
Butler	31.8	23296	28.0	813	17.9	3.5	28.4	14.8	8.9	6.5	44.0	55,373	54.2	2	75.0
Erie	31.8	35371	47.9	2230	76.7	6.3	3.4	14.4	13.3	9.1	13.1	43,456	9.0	3	50.0
Centre	34.7	14065	12.7	552	7.1	3.9	23.9	11	51.1	4.7	65.5	45,959	18.5	4	25.0
Fayette	35.9	23341	28.0	2496	87.7	10.7	53.4	17.4	20.0	11.7	17.9	34,018	26.8	2	75.0
Cumberland	37.0	30827	40.4	581	8.3	1.9	46.6	15.2	4.4	5	61.9	60,400	73.2	3	50.0
York	41.2	53334	77.7	1842	60.6	3.5	28.4	13.8	20.0	6.5	44.0	56,271	57.6	3	50.0
Lancaster	46.0	61342	90.9	1996	67.0	3.3	30.7	14.6	11.1	6.8	40.5	54,893	52.4	3	50.0

Sources: 2005–2009 ACS; NCHS urban-rural codes: 1-large central metro, 2-large fringe metro, 3-medium metro, 4-small metro, 5-micropolitan (nonmetro), and 6-noncore (nonmetro).

Table A.2.6. Indiana County

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		Individuals age 65+		65+ poverty rate		Median household income		Urban-rural classification	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Indiana	0.0	12546	0.0	590	0.0	4.7	0.0	15.6	0.0	8.1	0.0	38,546	0.0	5	0.0
Columbia	4.4	9131	5.7	472	4.9	5.2	5.7	16.2	6.7	8.1	0.0	41,613	11.6	5	0.0
Crawford	7.8	13416	1.4	936	14.4	7.0	26.1	16.2	6.7	8.2	1.2	38,469	0.3	5	0.0
Venango	7.9	8516	6.7	623	1.4	7.3	29.5	17.4	20.0	8.7	7.1	38,475	0.3	5	0.0
McKean	9.7	6293	10.4	391	8.3	6.2	17.0	16.6	11.1	8.6	6.0	40,080	5.8	5	0.0
Huntingdon	10.8	6406	10.2	382	8.6	6.0	14.8	15.6	0.0	10.2	25.0	41,078	9.6	5	0.0
Union	10.9	5248	12.1	211	15.7	4.0	8.0	14.4	13.3	8.1	0.0	44,246	21.6	5	0.0
Tioga	11.2	6360	10.2	265	13.5	4.2	5.7	17.6	22.2	9.1	11.9	39,812	4.8	6	25.0
Clarion	11.4	5848	11.1	313	11.5	5.4	8.0	16.6	11.1	8.8	8.3	39,083	2.0	6	25.0
Northumberland	11.4	15592	5.0	749	6.6	4.8	1.1	18.6	33.3	11.9	45.2	38,518	0.1	5	0.0
Clearfield	12.3	12517	0.0	905	13.1	7.2	28.4	17.5	21.1	10.2	25.0	36,470	7.9	5	0.0
Snyder	14.0	4876	12.7	197	16.3	4.0	8.0	14.5	12.2	10.4	27.4	44,702	23.3	5	0.0
Lawrence	14.2	14890	3.9	910	13.3	6.1	15.9	18.6	33.3	9.5	16.7	42,833	16.2	5	0.0
Franklin	15.2	20058	12.4	584	0.2	2.9	20.5	16.6	11.1	6.5	19.0	50,557	45.5	5	0.0
Montour	15.3	2859	16.0	132	19.0	4.6	1.1	18	26.7	6.6	17.9	47,765	34.9	5	0.0
Jefferson	15.9	7282	8.7	548	1.7	7.5	31.8	18.1	27.8	10.9	33.3	36,917	6.2	6	25.0
Somerset	16.1	12708	0.3	906	13.1	7.1	27.3	18.6	33.3	10.5	28.6	38,109	1.7	5	0.0
Wayne	16.4	8662	6.4	325	11.0	3.8	10.2	18.3	30.0	8.4	3.6	44,194	21.4	6	25.0
Lebanon	16.6	18592	10.0	669	3.3	3.6	12.5	16.7	12.2	7	13.1	51,547	49.3	4	25.0
Mifflin	16.8	7715	8.0	789	8.3	10.2	62.5	17.9	25.6	8.8	8.3	36,369	8.3	5	0.0
Adams	17.0	12868	0.5	374	9.0	2.9	20.5	14.4	13.3	6.9	14.3	54,899	62.0	5	0.0
Carbon	17.6	9810	4.5	492	4.1	5.0	3.4	17.4	20.0	7	13.1	47,283	33.1	3	50.0
Cambria	17.6	24707	20.1	1353	31.7	5.5	9.1	18.8	35.6	9.5	16.7	38,381	0.6	4	25.0
Bedford	18.1	7702	8.0	530	2.5	6.9	25.0	17.6	22.2	11.3	38.1	39,827	4.9	6	25.0
Potter	18.2	2894	16.0	170	17.4	5.9	13.6	18.2	28.9	11.4	39.3	37,044	5.7	6	25.0
Elk	18.4	5178	12.2	107	20.0	2.1	29.5	18.6	33.3	7	13.1	43,077	17.2	5	0.0
Mercer	19.1	18057	9.1	1072	20.0	5.9	13.6	17.9	25.6	7	13.1	42,264	14.1	3	50.0
Juniata	19.3	3275	15.3	86	20.9	2.6	23.9	16.7	12.2	7.5	7.1	42,901	16.5	6	25.0
Greene	19.4	5486	11.7	510	3.3	9.3	52.3	14.9	7.8	13.1	59.5	38,078	1.8	6	25.0
Schuylkill	20.1	24325	19.5	1274	28.4	5.2	5.7	18.4	31.1	11	34.5	41,315	10.5	5	0.0
Fulton	20.6	2260	17.0	96	20.5	4.2	5.7	16.2	6.7	9.8	20.2	44,517	22.6	6	25.0
Perry	21.6	5611	11.5	174	17.3	3.1	18.2	12.8	31.1	7	13.1	51,497	49.1	3	50.0
Cameron	25.1	935	19.2	89	20.8	9.5	54.5	20	48.9	8.9	9.5	40,288	6.6	6	25.0

Table A.2.6 *(continued)*

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		Individuals age 65+		65+ poverty rate		Median household income		Urban-rural classification	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Centre	26.0	14065	2.5	552	1.6	3.9	9.1	11	51.1	4.7	40.5	45,959	28.1	4	25.0
Monroe	26.8	19639	11.7	1069	19.9	5.4	8.0	12	40.0	6.1	23.8	57,228	70.8	5	0.0
Butler	27.6	23296	17.8	813	9.3	3.5	13.6	14.8	8.9	6.5	19.0	55,373	63.8	2	75.0
Beaver	28.2	28078	25.7	1616	42.6	5.8	12.5	18.3	30.0	6.9	14.3	45,414	26.0	2	75.0
Erie	28.9	35371	37.8	2230	68.0	6.3	18.2	14.4	13.3	9.1	11.9	43,456	18.6	3	50.0
Cumberland	29.8	30827	30.3	581	0.4	1.9	31.8	15.2	4.4	5	36.9	60,400	82.8	3	50.0
Pike	29.8	8624	6.5	331	10.7	3.8	10.2	14.9	7.8	4.7	40.5	56,447	67.9	2	75.0
Fayette	35.6	23341	17.9	2496	79.1	10.7	68.2	17.4	20.0	11.7	42.9	34,018	17.2	2	75.0
York	37.2	53334	67.5	1842	52.0	3.5	13.6	13.8	20.0	6.5	19.0	56,271	67.2	3	50.0
Lancaster	37.5	61342	80.8	1996	58.3	3.3	15.9	14.6	11.1	6.8	15.5	54,893	62.0	3	50.0

Sources: 2005–2009 ACS; NCHS urban-rural codes: 1-large central metro, 2-large fringe metro, 3-medium metro, 4-small metro, 5-micropolitan (nonmetro), and 6-noncore (nonmetro).

Table A.2.7. Lackawanna County

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		Individuals age 65+		65+ poverty rate		Median household income		Urban-rural classification	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Lackawanna	0.0	34671	0.0	2081	0.0	6.0	0.0	17.9	0.0	10.5	0.0	42,801	0.0	3	0.0
Erie	11.4	35371	1.2	2230	6.2	6.3	3.4	14.4	38.9	9.1	16.7	43,456	2.5	3	0.0
Cambria	15.8	24707	16.5	1353	30.2	5.5	5.7	18.8	10.0	9.5	11.9	38,381	16.8	4	25.0
Beaver	17.4	28078	10.9	1616	19.3	5.8	2.3	18.3	4.4	6.9	42.9	45,414	9.9	2	25.0
Mercer	17.7	18057	27.5	1072	41.9	5.9	1.1	17.9	0.0	7	41.7	42,264	2.0	3	0.0
Schuylkill	20.6	24325	17.1	1274	33.5	5.2	9.1	18.4	5.6	11	6.0	41,315	5.6	5	50.0
Fayette	20.7	23341	18.8	2496	17.2	10.7	53.4	17.4	5.6	11.7	14.3	34,018	33.3	2	25.0
Lawrence	22.1	14890	32.7	910	48.6	6.1	1.1	18.6	7.8	9.5	11.9	42,833	0.1	5	50.0
Clearfield	25.2	12517	36.7	905	48.8	7.2	13.6	17.5	4.4	10.2	3.6	36,470	24.0	5	50.0
Northumberland	25.5	15592	31.6	749	55.3	4.8	13.6	18.6	7.8	11.9	16.7	38,518	16.2	5	50.0
Carbon	26.5	9810	41.2	492	65.9	5.0	11.4	17.4	5.6	7	41.7	47,283	17.0	3	0.0
Crawford	26.7	13416	35.2	936	47.5	7.0	11.4	16.2	18.9	8.2	27.4	38,469	16.4	5	50.0
Venango	27.0	8516	43.3	623	60.5	7.3	14.8	17.4	5.6	8.7	21.4	38,475	16.4	5	50.0
McKean	27.1	6293	47.0	391	70.1	6.2	2.3	16.6	14.4	8.6	22.6	40,080	10.3	5	50.0
Somerset	27.2	12708	36.4	906	48.8	7.1	12.5	18.6	7.8	10.5	0.0	38,109	17.8	5	50.0
Columbia	27.7	9131	42.3	472	66.8	5.2	9.1	16.2	18.9	8.1	28.6	41,613	4.5	5	50.0
Huntingdon	28.3	6406	46.8	382	70.5	6.0	0.0	15.6	25.6	10.2	3.6	41,078	6.5	5	50.0
Indiana	28.7	12546	36.6	590	61.9	4.7	14.8	15.6	25.6	8.1	28.6	38,546	16.1	5	50.0
Jefferson	29.5	7282	45.3	548	63.6	7.5	17.0	18.1	2.2	10.9	4.8	36,917	22.3	6	75.0
Lancaster	29.8	61342	44.2	1996	3.5	3.3	30.7	14.6	36.7	6.8	44.0	54,893	45.8	3	0.0
York	29.9	53334	30.9	1842	9.9	3.5	28.4	13.8	45.6	6.5	47.6	56,271	51.1	3	0.0
Clarion	30.4	5848	47.7	313	73.4	5.4	6.8	16.6	14.4	8.8	20.2	39,083	14.1	6	75.0
Bedford	31.2	7702	44.6	530	64.4	6.9	10.2	17.6	3.3	11.3	9.5	39,827	11.3	6	75.0
Lebanon	31.3	18592	26.6	669	58.6	3.6	27.3	16.7	13.3	7	41.7	51,547	33.2	4	25.0
Tioga	31.8	6360	46.9	265	75.4	4.2	20.5	17.6	3.3	9.1	16.7	39,812	11.3	6	75.0
Potter	32.4	2894	52.6	170	79.3	5.9	1.1	18.2	3.3	11.4	10.7	37,044	21.8	6	75.0
Mifflin	33.0	7715	44.6	789	53.6	10.2	47.7	17.9	0.0	8.8	20.2	36,369	24.4	5	50.0
Cumberland	33.0	30827	6.4	581	62.2	1.9	46.6	15.2	30.0	5	65.5	60,400	66.7	3	0.0
Franklin	33.3	20058	24.2	584	62.1	2.9	35.2	16.6	14.4	6.5	47.6	50,557	29.4	5	50.0
Monroe	34.0	19639	24.9	1069	42.0	5.4	6.8	12	65.6	6.1	52.4	57,228	54.7	5	50.0
Wayne	34.6	8662	43.1	325	72.9	3.8	25.0	18.3	4.4	8.4	25.0	44,194	5.3	6	75.0
Snyder	34.6	4876	49.3	197	78.2	4.0	22.7	14.5	37.8	10.4	1.2	44,702	7.2	5	50.0
Butler	35.1	23296	18.8	813	52.6	3.5	28.4	14.8	34.4	6.5	47.6	55,373	47.7	2	25.0

Table A.2.7 *(continued)*

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		Individuals age 65+		65+ poverty rate		Median household income		Urban-rural classification	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Montour	35.3	2859	52.7	132	80.9	4.6	15.9	18	1.1	6.6	46.4	47,765	18.8	5	50.0
Elk	35.5	5178	48.8	107	81.9	2.1	44.3	18.6	7.8	7	41.7	43,077	1.0	5	50.0
Union	35.6	5248	48.7	211	77.6	4.0	22.7	14.4	38.9	8.1	28.6	44,246	5.5	5	50.0
Perry	38.3	5611	48.1	174	79.1	3.1	33.0	12.8	56.7	7	41.7	51,497	33.0	3	0.0
Fulton	39.3	2260	53.7	96	82.4	4.2	20.5	16.2	18.9	9.8	8.3	44,517	6.5	6	75.0
Centre	39.7	14065	34.1	552	63.4	3.9	23.9	11	76.7	4.7	69.0	45,959	12.0	4	25.0
Adams	39.8	12868	36.1	374	70.8	2.9	35.2	14.4	38.9	6.9	42.9	54,899	45.9	5	50.0
Greene	40.2	5486	48.3	510	65.2	9.3	37.5	14.9	33.3	13.1	31.0	38,078	17.9	6	75.0
Cameron	41.4	935	55.8	89	82.7	9.5	39.8	20	23.3	8.9	19.0	40,288	9.5	6	75.0
Pike	42.7	8624	43.1	331	72.6	3.8	25.0	14.9	33.3	4.7	69.0	56,447	51.7	2	25.0
Juniata	42.8	3275	52.0	86	82.8	2.6	38.6	16.7	13.3	7.5	35.7	42,901	0.4	6	75.0

Sources: 2005–2009 ACS; NCHS urban-rural codes: 1-large central metro, 2-large fringe metro, 3-medium metro, 4-small metro, 5-micropolitan (nonmetro), and 6-noncore (nonmetro).

Table A.2.8. Snyder County

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		Individuals age 65+		65+ poverty rate		Median household income		Urban-rural classification	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Snyder	0.0	4876	0.0	197	0.0	4.0	0.0	14.5	0.0	10.4	0.0	44,702	0.0	5	0.0
Union	4.8	5248	0.6	211	0.6	4.0	0.0	14.4	1.1	8.1	27.4	44,246	1.7	5	0.0
Huntingdon	10.5	6406	2.5	382	7.7	6.0	22.7	15.6	12.2	10.2	2.4	41,078	13.7	5	0.0
Fulton	11.2	2260	4.3	96	4.2	4.2	2.3	16.2	18.9	9.8	7.1	44,517	0.7	6	25.0
Columbia	12.9	9131	7.0	472	11.4	5.2	13.6	16.2	18.9	8.1	27.4	41,613	11.7	5	0.0
Tioga	13.6	6360	2.5	265	2.8	4.2	2.3	17.6	34.4	9.1	15.5	39,812	18.5	6	25.0
Juniata	13.9	3275	2.7	86	4.6	2.6	15.9	16.7	24.4	7.5	34.5	42,901	6.8	6	25.0
Indiana	14.0	12546	12.7	590	16.3	4.7	8.0	15.6	12.2	8.1	27.4	38,546	23.3	5	0.0
McKean	15.1	6293	2.3	391	8.0	6.2	25.0	16.6	23.3	8.6	21.4	40,080	17.5	5	0.0
Adams	15.2	12868	13.2	374	7.3	2.9	12.5	14.4	1.1	6.9	41.7	54,899	38.7	5	0.0
Montour	16.1	2859	3.3	132	2.7	4.6	6.8	18	38.9	6.6	45.2	47,765	11.6	5	0.0
Northumberland	16.5	15592	17.7	749	22.9	4.8	9.1	18.6	45.6	11.9	17.9	38,518	23.4	5	0.0
Potter	16.9	2894	3.3	170	1.1	5.9	21.6	18.2	41.1	11.4	11.9	37,044	29.0	6	25.0
Venango	17.0	8516	6.0	623	17.7	7.3	37.5	17.4	32.2	8.7	20.2	38,475	23.6	5	0.0
Franklin	17.1	20058	25.1	584	16.1	2.9	12.5	16.6	23.3	6.5	46.4	50,557	22.2	5	0.0
Somerset	17.2	12708	13.0	906	29.4	7.1	35.2	18.6	45.6	10.5	1.2	38,109	25.0	5	0.0
Clarion	17.5	5848	1.6	313	4.8	5.4	15.9	16.6	23.3	8.8	19.0	39,083	21.3	6	25.0
Bedford	17.6	7702	4.7	530	13.8	6.9	33.0	17.6	34.4	11.3	10.7	39,827	18.5	6	25.0
Greene	17.6	5486	1.0	510	13.0	9.3	60.2	14.9	4.4	13.1	32.1	38,078	25.1	6	25.0
Crawford	17.7	13416	14.1	936	30.7	7.0	34.1	16.2	18.9	8.2	26.2	38,469	23.6	5	0.0
Clearfield	17.8	12517	12.6	905	29.4	7.2	36.4	17.5	33.3	10.2	2.4	36,470	31.2	5	0.0
Wayne	17.9	8662	6.3	325	5.3	3.8	2.3	18.3	42.2	8.4	23.8	44,194	1.9	6	25.0
Elk	18.6	5178	0.5	107	3.7	2.1	21.6	18.6	45.6	7	40.5	43,077	6.2	5	0.0
Lawrence	18.6	14890	16.6	910	29.6	6.1	23.9	18.6	45.6	9.5	10.7	42,833	7.1	5	0.0
Perry	19.2	5611	1.2	174	1.0	3.1	10.2	12.8	18.9	7	40.5	51,497	25.8	3	50.0
Mifflin	19.4	7715	4.7	789	24.6	10.2	70.5	17.9	37.8	8.8	19.0	36,369	31.6	5	0.0
Jefferson	19.4	7282	4.0	548	14.6	7.5	39.8	18.1	40.0	10.9	6.0	36,917	29.5	6	25.0
Schuylkill	19.4	24325	32.2	1274	44.7	5.2	13.6	18.4	43.3	11	7.1	41,315	12.8	5	0.0
Lebanon	19.6	18592	22.7	669	19.6	3.6	4.5	16.7	24.4	7	40.5	51,547	25.9	4	25.0
Carbon	22.2	9810	8.2	492	12.2	5.0	11.4	17.4	32.2	7	40.5	47,283	9.8	3	50.0
Cambria	26.1	24707	32.8	1353	48.0	5.5	17.0	18.8	47.8	9.5	10.7	38,381	24.0	4	25.0
Mercer	27.0	18057	21.8	1072	36.3	5.9	21.6	17.9	37.8	7	40.5	42,264	9.2	3	50.0
Cameron	28.5	935	6.5	89	4.5	9.5	62.5	20	61.1	8.9	17.9	40,288	16.7	6	25.0

Table A.2.8 *(continued)*

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		Individuals age 65+		65+ poverty rate		Median household income		Urban-rural classification	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Pike	30.0	8624	6.2	331	5.6	3.8	2.3	14.9	4.4	4.7	67.9	56,447	44.5	2	75.0
Monroe	30.8	19639	24.4	1069	36.2	5.4	15.9	12	27.8	6.1	51.2	57,228	47.5	5	0.0
Butler	31.0	23296	30.5	813	25.6	3.5	5.7	14.8	3.3	6.5	46.4	55,373	40.4	2	75.0
Centre	31.8	14065	15.2	552	14.7	3.9	1.1	11	38.9	4.7	67.9	45,959	4.8	4	25.0
Beaver	34.6	28078	38.4	1616	58.9	5.8	20.5	18.3	42.2	6.9	41.7	45,414	2.7	2	75.0
Erie	34.9	35371	50.5	2230	84.4	6.3	26.1	14.4	1.1	9.1	15.5	43,456	4.7	3	50.0
Cumberland	35.4	30827	43.0	581	15.9	1.9	23.9	15.2	7.8	5	64.3	60,400	59.5	3	50.0
Lancaster	38.9	61342	93.5	1996	74.6	3.3	8.0	14.6	1.1	6.8	42.9	54,893	38.6	3	50.0
York	39.7	53334	80.2	1842	68.3	3.5	5.7	13.8	7.8	6.5	46.4	56,271	43.9	3	50.0
Fayette	40.0	23341	30.6	2496	95.4	10.7	76.1	17.4	32.2	11.7	15.5	34,018	40.5	2	75.0

Sources: 2005–2009 ACS; NCHS urban-rural codes: 1-large central metro, 2-large fringe metro, 3-medium metro, 4-small metro, 5-micropolitan (nonmetro), and 6-noncore (nonmetro).

Table A.2.9. Wayne County

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		Individuals age 65+		65+ poverty rate		Median household income		Urban-rural classification	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Wayne	0.0	8662	0.0	325	0.0	3.8	0.0	18.3	0.0	8.4	0.0	44,194	0.0	6	0.0
Tioga	8.3	6360	3.8	265	2.5	4.2	4.5	17.6	7.8	9.1	8.3	39,812	16.6	6	0.0
Montour	11.8	2859	9.6	132	8.0	4.6	9.1	18	3.3	6.6	21.4	47,765	13.5	5	25.0
Elk	12.2	5178	5.8	107	9.0	2.1	19.3	18.6	3.3	7	16.7	43,077	4.2	5	25.0
Clarion	13.7	5848	4.7	313	0.5	5.4	18.2	16.6	18.9	8.8	4.8	39,083	19.4	6	0.0
Columbia	14.9	9131	0.8	472	6.1	5.2	15.9	16.2	23.3	8.1	3.6	41,613	9.8	5	25.0
Juniata	14.9	3275	8.9	86	9.9	2.6	13.6	16.7	17.8	7.5	10.7	42,901	4.9	6	0.0
McKean	15.0	6293	3.9	391	2.7	6.2	27.3	16.6	18.9	8.6	2.4	40,080	15.6	5	25.0
Lawrence	15.1	14890	10.3	910	24.3	6.1	26.1	18.6	3.3	9.5	13.1	42,833	5.2	5	25.0
Jefferson	15.3	7282	2.3	548	9.3	7.5	42.0	18.1	2.2	10.9	29.8	36,917	27.6	6	0.0
Venango	15.4	8516	0.2	623	12.4	7.3	39.8	17.4	10.0	8.7	3.6	38,475	21.7	5	25.0
Union	16.4	5248	5.7	211	4.7	4.0	2.3	14.4	43.3	8.1	3.6	44,246	0.2	5	25.0
Indiana	16.4	12546	6.4	590	11.0	4.7	10.2	15.6	30.0	8.1	3.6	38,546	21.4	5	25.0
Bedford	16.5	7702	1.6	530	8.5	6.9	35.2	17.6	7.8	11.3	34.5	39,827	16.6	6	0.0
Fulton	16.8	2260	10.6	96	9.5	4.2	4.5	16.2	23.3	9.8	16.7	44,517	1.2	6	0.0
Huntingdon	17.2	6406	3.7	382	2.4	6.0	25.0	15.6	30.0	10.2	21.4	41,078	11.8	5	25.0
Carbon	17.4	9810	1.9	492	6.9	5.0	13.6	17.4	10.0	7	16.7	47,283	11.7	3	75.0
Potter	17.6	2894	9.5	170	6.4	5.9	23.9	18.2	1.1	11.4	35.7	37,044	27.1	6	0.0
Snyder	17.9	4876	6.3	197	5.3	4.0	2.3	14.5	42.2	10.4	23.8	44,702	1.9	5	25.0
Lebanon	19.0	18592	16.4	669	14.3	3.6	2.3	16.7	17.8	7	16.7	51,547	27.9	4	50.0
Adams	19.6	12868	7.0	374	2.0	2.9	10.2	14.4	43.3	6.9	17.9	54,899	40.6	5	25.0
Crawford	19.8	13416	7.9	936	25.4	7.0	36.4	16.2	23.3	8.2	2.4	38,469	21.7	5	25.0
Clearfield	19.9	12517	6.4	905	24.1	7.2	38.6	17.5	8.9	10.2	21.4	36,470	29.3	5	25.0
Northumberland	20.2	15592	11.5	749	17.6	4.8	11.4	18.6	3.3	11.9	41.7	38,518	21.5	5	25.0
Somerset	20.2	12708	6.7	906	24.1	7.1	37.5	18.6	3.3	10.5	25.0	38,109	23.1	5	25.0
Franklin	20.3	20058	18.9	584	10.7	2.9	10.2	16.6	18.9	6.5	22.6	50,557	24.1	5	25.0
Perry	21.5	5611	5.1	174	6.3	3.1	8.0	12.8	61.1	7	16.7	51,497	27.7	3	75.0
Greene	23.1	5486	5.3	510	7.7	9.3	62.5	14.9	37.8	13.1	56.0	38,078	23.2	6	0.0
Mercer	23.8	18057	15.6	1072	31.0	5.9	23.9	17.9	4.4	7	16.7	42,264	7.3	3	75.0
Cambria	23.8	24707	26.6	1353	42.7	5.5	19.3	18.8	5.6	9.5	13.1	38,381	22.0	4	50.0
Schuylkill	24.2	24325	25.9	1274	39.4	5.2	15.9	18.4	1.1	11	31.0	41,315	10.9	5	25.0
Mifflin	24.3	7715	1.6	789	19.3	10.2	72.7	17.9	4.4	8.8	4.8	36,369	29.7	5	25.0
Cameron	25.4	935	12.8	89	9.8	9.5	64.8	20	18.9	8.9	6.0	40,288	14.8	6	0.0

Table A.2.9 *(continued)*

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		Individuals age 65+		65+ poverty rate		Median household income		Urban-rural classification	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Butler	28.1	23296	24.2	813	20.2	3.5	3.4	14.8	38.9	6.5	22.6	55,373	42.4	2	100.0
Pike	28.3	8624	0.1	331	0.2	3.8	0.0	14.9	37.8	4.7	44.0	56,447	46.4	2	100.0
Beaver	28.5	28078	32.1	1616	53.6	5.8	22.7	18.3	0.0	6.9	17.9	45,414	4.6	2	100.0
Centre	30.0	14065	8.9	552	9.4	3.9	1.1	11	81.1	4.7	44.0	45,959	6.7	4	50.0
Monroe	30.3	19639	18.2	1069	30.9	5.4	18.2	12	70.0	6.1	27.4	57,228	49.4	5	25.0
Cumberland	33.2	30827	36.7	581	10.6	1.9	21.6	15.2	34.4	5	40.5	60,400	61.4	3	75.0
Erie	39.0	35371	44.2	2230	79.0	6.3	28.4	14.4	43.3	9.1	8.3	43,456	2.8	3	75.0
York	42.7	53334	74.0	1842	62.9	3.5	3.4	13.8	50.0	6.5	22.6	56,271	45.8	3	75.0
Lancaster	45.9	61342	87.2	1996	69.3	3.3	5.7	14.6	41.1	6.8	19.0	54,893	40.6	3	75.0
Fayette	47.0	23341	24.3	2496	90.1	10.7	78.4	17.4	10.0	11.7	39.3	34,018	38.6	2	100.0

Sources: 2005–2009 ACS; NCHS urban-rural codes: 1-large central metro, 2-large fringe metro, 3-medium metro, 4-small metro, 5-micropolitan (nonmetro), and 6-noncore (nonmetro).

Table A.2.10. Wyoming County

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		Individuals age 65+		65+ poverty rate		Median household income		Urban-rural classification	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Wyoming	0.0	4194	0.0	225	0.0	5.4	0.0	15.1	0.0	9.4	0.0	44,971	0.0	3	0.0
Carbon	12.6	9810	9.3	492	11.1	5.0	4.5	17.4	25.6	7	28.6	47,283	8.8	3	0.0
Huntingdon	12.6	6406	3.7	382	6.5	6.0	6.8	15.6	5.6	10.2	9.5	41,078	14.8	5	50.0
McKean	13.5	6293	3.5	391	6.9	6.2	9.1	16.6	16.7	8.6	9.5	40,080	18.5	5	50.0
Snyder	14.2	4876	1.1	197	1.2	4.0	15.9	14.5	6.7	10.4	11.9	44,702	1.0	5	50.0
Union	14.3	5248	1.7	211	0.6	4.0	15.9	14.4	7.8	8.1	15.5	44,246	2.7	5	50.0
Perry	14.8	5611	2.3	174	2.1	3.1	26.1	12.8	25.6	7	28.6	51,497	24.7	3	0.0
Columbia	16.1	9131	8.2	472	10.2	5.2	2.3	16.2	12.2	8.1	15.5	41,613	12.7	5	50.0
Clarion	16.4	5848	2.7	313	3.7	5.4	0.0	16.6	16.7	8.8	7.1	39,083	22.3	6	75.0
Elk	17.2	5178	1.6	107	4.9	2.1	37.5	18.6	38.9	7	28.6	43,077	7.2	5	50.0
Tioga	17.4	6360	3.6	265	1.7	4.2	13.6	17.6	27.8	9.1	3.6	39,812	19.6	6	75.0
Indiana	17.4	12546	13.8	590	15.1	4.7	8.0	15.6	5.6	8.1	15.5	38,546	24.4	5	50.0
Venango	17.5	8516	7.2	623	16.5	7.3	21.6	17.4	25.6	8.7	8.3	38,475	24.6	5	50.0
Mercer	18.0	18057	22.9	1072	35.1	5.9	5.7	17.9	31.1	7	28.6	42,264	10.3	3	0.0
Lawrence	18.0	14890	17.7	910	28.4	6.1	8.0	18.6	38.9	9.5	1.2	42,833	8.1	5	50.0
Montour	18.2	2859	2.2	132	3.9	4.6	9.1	18	32.2	6.6	33.3	47,765	10.6	5	50.0
Wayne	18.9	8662	7.4	325	4.1	3.8	18.2	18.3	35.6	8.4	11.9	44,194	2.9	6	75.0
Fulton	19.3	2260	3.2	96	5.4	4.2	13.6	16.2	12.2	9.8	4.8	44,517	1.7	6	75.0
Pike	19.6	8624	7.3	331	4.4	3.8	18.2	14.9	2.2	4.7	56.0	56,447	43.5	2	25.0
Crawford	19.7	13416	15.3	936	29.5	7.0	18.2	16.2	12.2	8.2	14.3	38,469	24.6	5	50.0
Clearfield	20.2	12517	13.8	905	28.2	7.2	20.5	17.5	26.7	10.2	9.5	36,470	32.2	5	50.0
Jefferson	21.0	7282	5.1	548	13.4	7.5	23.9	18.1	33.3	10.9	17.9	36,917	30.5	6	75.0
Potter	21.0	2894	2.2	170	2.3	5.9	5.7	18.2	34.4	11.4	23.8	37,044	30.0	6	75.0
Cambria	21.2	24707	34.0	1353	46.8	5.5	1.1	18.8	41.1	9.5	1.2	38,381	25.0	4	25.0
Butler	21.4	23296	31.6	813	24.4	3.5	21.6	14.8	3.3	6.5	34.5	55,373	39.4	2	25.0
Lebanon	22.1	18592	23.8	669	18.4	3.6	20.5	16.7	17.8	7	28.6	51,547	24.9	4	25.0
Adams	22.5	12868	14.4	374	6.2	2.9	28.4	14.4	7.8	6.9	29.8	54,899	37.6	5	50.0
Beaver	22.6	28078	39.5	1616	57.7	5.8	4.5	18.3	35.6	6.9	29.8	45,414	1.7	2	25.0
Bedford	22.6	7702	5.8	530	12.7	6.9	17.0	17.6	27.8	11.3	22.6	39,827	19.5	6	75.0
Northumberland	23.4	15592	18.9	749	21.7	4.8	6.8	18.6	38.9	11.9	29.8	38,518	24.5	5	50.0
Somerset	23.5	12708	14.1	906	28.3	7.1	19.3	18.6	38.9	10.5	13.1	38,109	26.0	5	50.0
Juniata	23.9	3275	1.5	86	5.8	2.6	31.8	16.7	17.8	7.5	22.6	42,901	7.8	6	75.0

Table A.2.10 *(continued)*

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		Individuals age 65+		65+ poverty rate		Median household income		Urban-rural classification	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Greene	24.0	5486	2.1	510	11.8	9.3	44.3	14.9	2.2	13.1	44.0	38,078	26.1	6	75.0
Erie	24.1	35371	51.6	2230	83.2	6.3	10.2	14.4	7.8	9.1	3.6	43,456	5.7	3	0.0
Franklin	25.5	20058	26.3	584	14.9	2.9	28.4	16.6	16.7	6.5	34.5	50,557	21.2	5	50.0
Mifflin	26.4	7715	5.8	789	23.4	10.2	54.5	17.9	31.1	8.8	7.1	36,369	32.6	5	50.0
Schuylkill	26.6	24325	33.3	1274	43.5	5.2	2.3	18.4	36.7	11	19.0	41,315	13.9	5	50.0
Cumberland	26.8	30827	44.1	581	14.8	1.9	39.8	15.2	1.1	5	52.4	60,400	58.5	3	0.0
Monroe	27.5	19639	25.6	1069	35.0	5.4	0.0	12	34.4	6.1	39.3	57,228	46.5	5	50.0
Centre	28.9	14065	16.3	552	13.6	3.9	17.0	11	45.6	4.7	56.0	45,959	3.7	4	25.0
Cameron	30.1	935	5.4	89	5.6	9.5	46.6	20	54.4	8.9	6.0	40,288	17.8	6	75.0
York	34.5	53334	81.3	1842	67.1	3.5	21.6	13.8	14.4	6.5	34.5	56,271	42.8	3	0.0
Fayette	38.0	23341	31.7	2496	94.2	10.7	60.2	17.4	25.6	11.7	27.4	34,018	41.5	2	25.0
Lancaster	40.4	61342	94.6	1996	73.5	3.3	23.9	14.6	5.6	6.8	31.0	54,893	37.6	3	0.0

Sources: 2005–2009 ACS; NCHS urban-rural codes: 1-large central metro, 2-large fringe metro, 3-medium metro, 4-small metro, 5-micropolitan (nonmetro), and 6-noncore (nonmetro).

APPENDIX A.3

WASHINGTON

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Table A.3.1. Pierce County

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		American Indian and Alaska Native alone		Hispanic or Latino origin	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score
Pierce	0.0	80654	0.0	5945	0.0	7.4	0.0	1.3	0.0	5.7	0.0
Snohomish	9.2	66468	7.2	4383	11.3	6.6	6.8	1.2	0.6	7.9	16.8
Spokane	12.8	55167	13.0	3933	14.6	7.1	2.5	1.1	1.2	2.2	26.7
Clark	14.4	42469	19.5	2862	22.4	6.7	5.9	0.7	3.5	3.8	14.5
King	19.4	196313	59.1	13809	57.0	7.0	3.4	0.8	2.9	13.1	56.5
Whatcom	20.0	23039	29.4	1547	31.9	6.7	5.9	2.6	7.6	3.7	15.3
Thurston	22.0	28669	26.5	1289	33.8	4.5	24.6	1.5	1.2	5.1	4.6
Kitsap	22.8	29459	26.1	1522	32.1	5.2	18.6	1.4	0.6	4.5	9.2
Benton	24.2	17675	32.2	882	36.7	5.0	20.3	1	1.8	2.6	23.7
Skagit	24.4	16408	32.8	810	37.2	4.9	21.2	1.5	1.2	2.1	27.5
Cowlitz	25.2	13002	34.5	1105	35.1	8.5	9.3	1.5	1.2	1.2	34.4
Chelan	26.8	10048	36.0	542	39.2	5.4	16.9	1	1.8	0.7	38.2
Skamania	27.0	1433	40.4	93	42.4	6.5	7.6	2.3	5.8	0.6	38.9
Kittitas	27.2	4712	38.8	248	41.3	5.3	17.8	1	1.8	3.2	19.1
Grant	27.2	9195	36.5	804	37.3	8.7	11.0	1	1.8	1.1	35.1
Yakima	27.2	24233	28.8	2463	25.2	10.2	23.7	4.2	17.0	1.1	35.1
Walla Walla	27.7	7458	37.4	450	39.8	6.0	11.9	0.9	2.3	1.8	29.8
Grays Harbor	30.5	10911	35.6	1083	35.3	9.9	21.2	4	15.8	1.2	34.4
Lewis	30.7	11142	35.5	1078	35.3	9.7	19.5	1	1.8	0.6	38.9
Asotin	31.2	3522	39.4	221	41.5	6.3	9.3	1.1	1.2	0.7	38.2
Douglas	31.9	4524	38.9	216	41.5	4.8	22.0	1	1.8	0.7	38.2
Mason	32.3	7880	37.2	327	40.7	4.1	28.0	3.3	11.7	1.4	32.8
Island	32.6	13497	34.3	446	39.9	3.3	34.7	0.7	3.5	4	13.0
Columbia	32.9	852	40.7	62	42.7	7.3	0.8	2.9	9.4	0.7	38.2
Klickitat	33.9	3442	39.4	335	40.7	9.7	19.5	4.3	17.5	0.6	38.9
Clallam	35.0	14288	33.9	643	38.4	4.5	24.6	4.6	19.3	1.6	31.3
Stevens	35.6	6364	37.9	521	39.3	8.2	6.8	5.2	22.8	0.8	37.4
Jefferson	36.2	6496	37.9	247	41.3	3.8	30.5	2	4.1	1.1	35.1
Pacific	36.5	4516	38.9	353	40.5	7.8	3.4	2.1	4.7	2	28.2
Whitman	36.6	3421	39.4	140	42.1	4.1	28.0	0.7	3.5	7	9.9
Okanogan	36.8	6214	38.0	618	38.6	9.9	21.2	10.4	53.2	0.8	37.4
Lincoln	37.3	1940	40.2	116	42.3	6.0	11.9	2.9	9.4	0	43.5
Pend Oreille	37.8	2174	40.1	146	42.0	6.7	5.9	5.1	22.2	1	35.9
Franklin	38.4	4888	38.7	709	38.0	14.5	60.2	0.9	2.3	1.8	29.8
Adams	38.8	1611	40.4	94	42.4	5.8	13.6	1.9	3.5	0.1	42.7
San Juan	39.9	3371	39.5	91	42.4	2.7	39.8	0.7	3.5	1.5	32.1
Garfield	41.5	448	40.9	18	43.0	4.0	28.8	0	7.6	0.5	39.7
Wahkiakum	43.0	866	40.7	94	42.4	10.9	29.7	1.1	1.2	0.2	42.0
Ferry	46.2	1019	40.7	87	42.5	8.5	9.3	17.1	92.4	1.8	29.8

Table A.3.1 *(continued)*

County	Individuals age 65+		65+ poverty rate		Households with no earnings		Median household income		Urban-rural classification	
	Percent of total	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Pierce	7.6	0.0	10.5	0.0	8.9	0.0	56,773	0.0	2	0.0
Snohomish	7	1.1	9.6	5.5	7.7	10.7	64,780	23.0	2	0.0
Spokane	3.9	6.9	12.7	13.5	8.6	2.7	46,207	30.3	3	20.0
Clark	6.6	1.9	10.6	0.6	7.9	8.9	58,095	3.8	2	0.0
King	7.5	0.2	10.5	0.0	8.9	0.0	67,246	30.1	1	20.0
Whatcom	6.7	1.7	12.5	12.3	7.4	13.4	47,812	25.7	4	40.0
Thurston	5.9	3.2	12.3	11.0	5.7	28.6	59,453	7.7	4	40.0
Kitsap	4.9	5.0	12.4	11.7	5.1	33.9	59,358	7.4	4	40.0
Benton	15.9	15.5	11.4	5.5	5.8	27.7	55,253	4.4	4	40.0
Skagit	14.5	12.8	14.9	27.0	6.1	25.0	53,094	10.6	4	40.0
Cowlitz	6.5	2.0	13.6	19.0	6.9	17.9	46,379	29.8	4	40.0
Chelan	23	28.7	15.2	28.8	10	9.8	47,009	28.0	4	40.0
Skamania	5.6	3.7	12.2	10.4	4.7	37.5	46,943	28.2	2	0.0
Kittitas	6.8	1.5	11.9	8.6	6.3	23.2	41,025	45.2	5	60.0
Grant	35.6	52.1	11.5	6.1	8.3	5.4	42,149	42.0	5	60.0
Yakima	40.8	61.8	11.5	6.1	12.7	33.9	41,854	42.8	4	40.0
Walla Walla	18.2	19.7	15.3	29.4	9.7	7.1	44,282	35.8	5	60.0
Grays Harbor	7.2	0.7	15.4	30.1	9	0.9	41,618	43.5	5	60.0
Lewis	7.5	0.2	16.3	35.6	8.9	0.0	44,661	34.8	5	60.0
Asotin	2.6	9.3	18.5	49.1	5	34.8	40,643	46.3	4	40.0
Douglas	25	32.4	13.1	16.0	3.9	44.6	47,408	26.9	4	40.0
Mason	6.6	1.9	16.8	38.7	10.6	15.2	49,081	22.1	5	60.0
Island	4.2	6.3	18.8	50.9	4.2	42.0	56,138	1.8	5	60.0
Columbia	4.9	5.0	20.7	62.6	10.2	11.6	40,774	45.9	6	80.0
Klickitat	9.2	3.0	16.5	36.8	11	18.8	37,656	54.9	6	80.0
Clallam	4.6	5.6	22.8	75.5	5.2	33.0	44,342	35.7	5	60.0
Stevens	2.6	9.3	15.5	30.7	11.9	26.8	41,859	42.8	6	80.0
Jefferson	2.7	9.1	23.5	79.8	8.4	4.5	46,183	30.4	6	80.0
Pacific	6.9	1.3	23.1	77.3	9.5	5.4	39,045	50.9	6	80.0
Whitman	4.1	6.5	9.1	8.6	6.9	17.9	32,403	69.9	5	60.0
Okanogan	16.4	16.4	16.1	34.4	10	9.8	38,299	53.0	6	80.0
Lincoln	2.7	9.1	20.7	62.6	5.7	28.6	43,665	37.6	6	80.0
Pend Oreille	1.1	12.1	16.7	38.0	10.7	16.1	36,864	57.1	6	80.0
Franklin	49.2	77.5	7.2	20.2	14.6	50.9	45,337	32.8	4	40.0
Adams	54.8	87.9	10.8	1.8	15.1	55.4	39,679	49.1	6	80.0
San Juan	3.2	8.2	21.5	67.5	6.3	23.2	51,392	15.4	6	80.0
Garfield	7	1.1	22.5	73.6	13.4	40.2	40,135	47.8	6	80.0
Wahkiakum	2.8	8.9	22.7	74.8	13	36.6	39,226	50.4	6	80.0
Ferry	3.3	8.0	16.1	34.4	14.1	46.4	36,096	59.3	6	80.0

Sources: 2005–2009 ACS; NCHS urban-rural codes: 1-large central metro, 2-large fringe metro, 3-medium metro, 4-small metro, 5-micropolitan (nonmetro), and 6-noncore (nonmetro).

Table A.3.2. Yakima County

County	Similarity index	Households with 60+ Total		Households with 60+ SNAP during year		60+ SNAP household participation rate		American Indian and Alaska Native alone		Hispanic or Latino origin	
		Number	Index score	Number	Index score	Percent	Index score	Percent of total	Index score	Percent of total	Index score
Yakima	0.0	24233	0.0	2463	0.0	10.2	0.0	4.2	0.0	1.1	0.0
Grant	12.4	9195	7.7	804	12.0	8.7	12.7	1	18.7	1.1	0.0
Franklin	16.7	4888	9.9	709	12.7	14.5	36.4	0.9	19.3	1.8	5.3
Grays Harbor	17.8	10911	6.8	1083	10.0	9.9	2.5	4	1.2	1.2	0.8
Whatcom	18.3	23039	0.6	1547	6.6	6.7	29.7	2.6	9.4	3.7	19.8
Adams	18.5	1611	11.5	94	17.2	5.8	37.3	1.9	13.5	0.1	7.6
Spokane	18.7	55167	15.8	3933	10.7	7.1	26.3	1.1	18.1	2.2	8.4
Chelan	19.9	10048	7.2	542	13.9	5.4	40.7	1	18.7	0.7	3.1
Cowlitz	20.0	13002	5.7	1105	9.8	8.5	14.4	1.5	15.8	1.2	0.8
Klickitat	20.1	3442	10.6	335	15.4	9.7	4.2	4.3	0.6	0.6	3.8
Okanogan	20.7	6214	9.2	618	13.4	9.9	2.5	10.4	36.3	0.8	2.3
Walla Walla	22.1	7458	8.6	450	14.6	6.0	35.6	0.9	19.3	1.8	5.3
Lewis	22.6	11142	6.7	1078	10.0	9.7	4.2	1	18.7	0.6	3.8
Stevens	22.7	6364	9.1	521	14.1	8.2	16.9	5.2	5.8	0.8	2.3
Kittitas	24.0	4712	10.0	248	16.1	5.3	41.5	1	18.7	3.2	16.0
Skagit	24.4	16408	4.0	810	12.0	4.9	44.9	1.5	15.8	2.1	7.6
Douglas	24.9	4524	10.1	216	16.3	4.8	45.8	1	18.7	0.7	3.1
Thurston	25.4	28669	2.3	1289	8.5	4.5	48.3	1.5	15.8	5.1	30.5
Benton	25.6	17675	3.3	882	11.5	5.0	44.1	1	18.7	2.6	11.5
Columbia	25.7	852	11.9	62	17.4	7.3	24.6	2.9	7.6	0.7	3.1
Kitsap	26.3	29459	2.7	1522	6.8	5.2	42.4	1.4	16.4	4.5	26.0
Mason	26.6	7880	8.3	327	15.5	4.1	51.7	3.3	5.3	1.4	2.3
Pierce	27.2	80654	28.8	5945	25.2	7.4	23.7	1.3	17.0	5.7	35.1
Pend Oreille	27.2	2174	11.3	146	16.8	6.7	29.7	5.1	5.3	1	0.8
Asotin	27.3	3522	10.6	221	16.3	6.3	33.1	1.1	18.1	0.7	3.1
Clark	27.9	42469	9.3	2862	2.9	6.7	29.7	0.7	20.5	3.8	20.6
Snohomish	28.1	66468	21.6	4383	13.9	6.6	30.5	1.2	17.5	7.9	51.9
Pacific	28.6	4516	10.1	353	15.3	7.8	20.3	2.1	12.3	2	6.9
Clallam	30.1	14288	5.1	643	13.2	4.5	48.3	4.6	2.3	1.6	3.8
Wahkiakum	30.1	866	11.9	94	17.2	10.9	5.9	1.1	18.1	0.2	6.9
Skamania	30.8	1433	11.6	93	17.2	6.5	31.4	2.3	11.1	0.6	3.8
Ferry	31.7	1019	11.9	87	17.2	8.5	14.4	17.1	75.4	1.8	5.3
Garfield	31.8	448	12.1	18	17.7	4.0	52.5	0	24.6	0.5	4.6
Lincoln	32.7	1940	11.4	116	17.0	6.0	35.6	2.9	7.6	0	8.4
Jefferson	33.6	6496	9.1	247	16.1	3.8	54.2	2	12.9	1.1	0.0
Whitman	34.3	3421	10.6	140	16.8	4.1	51.7	0.7	20.5	7	45.0
Island	35.5	13497	5.5	446	14.6	3.3	58.5	0.7	20.5	4	22.1
San Juan	40.5	3371	10.7	91	17.2	2.7	63.6	0.7	20.5	1.5	3.1
King	46.0	196313	87.9	13809	82.3	7.0	27.1	0.8	19.9	13.1	91.6

Table A.3.2 *(continued)*

County	Individuals age 65+		65+ poverty rate		Households with no earnings		Median household income		Urban-rural classification	
	Percent of total	Index score	Percent of total	Index score	Percent of total	Index score	Number	Index score	Code	Index score
Yakima	40.8	0.0	11.5	0.0	12.7	0.0	41,854	0.0	4	0.0
Grant	35.6	9.7	11.5	0.0	8.3	39.3	42,149	0.8	5	20.0
Franklin	49.2	15.6	7.2	26.4	14.6	17.0	45,337	10.0	4	0.0
Grays Harbor	7.2	62.6	15.4	23.9	9	33.0	41,618	0.7	5	20.0
Whatcom	6.7	63.5	12.5	6.1	7.4	47.3	47,812	17.1	4	0.0
Adams	54.8	26.1	10.8	4.3	15.1	21.4	39,679	6.2	6	40.0
Spokane	3.9	68.7	12.7	7.4	8.6	36.6	46,207	12.5	3	20.0
Chelan	23	33.1	15.2	22.7	10	24.1	47,009	14.8	4	0.0
Cowlitz	6.5	63.9	13.6	12.9	6.9	51.8	46,379	13.0	4	0.0
Klickitat	9.2	58.8	16.5	30.7	11	15.2	37,656	12.0	6	40.0
Okanogan	16.4	45.4	16.1	28.2	10	24.1	38,299	10.2	6	40.0
Walla Walla	18.2	42.1	15.3	23.3	9.7	26.8	44,282	7.0	5	20.0
Lewis	7.5	62.0	16.3	29.4	8.9	33.9	44,661	8.1	5	20.0
Stevens	2.6	71.1	15.5	24.5	11.9	7.1	41,859	0.0	6	40.0
Kittitas	6.8	63.3	11.9	2.5	6.3	57.1	41,025	2.4	5	20.0
Skagit	14.5	49.0	14.9	20.9	6.1	58.9	53,094	32.3	4	0.0
Douglas	25	29.4	13.1	9.8	3.9	78.6	47,408	15.9	4	0.0
Thurston	5.9	65.0	12.3	4.9	5.7	62.5	59,453	50.5	4	0.0
Benton	15.9	46.4	11.4	0.6	5.8	61.6	55,253	38.5	4	0.0
Columbia	4.9	66.9	20.7	56.4	10.2	22.3	40,774	3.1	6	40.0
Kitsap	4.9	66.9	12.4	5.5	5.1	67.9	59,358	50.2	4	0.0
Mason	6.6	63.7	16.8	32.5	10.6	18.8	49,081	20.7	5	20.0
Pierce	7.6	61.8	10.5	6.1	8.9	33.9	56,773	42.8	2	40.0
Pend Oreille	1.1	73.9	16.7	31.9	10.7	17.9	36,864	14.3	6	40.0
Asotin	2.6	71.1	18.5	42.9	5	68.8	40,643	3.5	4	0.0
Clark	6.6	63.7	10.6	5.5	7.9	42.9	58,095	46.6	2	40.0
Snohomish	7	62.9	9.6	11.7	7.7	44.6	64,780	65.8	2	40.0
Pacific	6.9	63.1	23.1	71.2	9.5	28.6	39,045	8.1	6	40.0
Clallam	4.6	67.4	22.8	69.3	5.2	67.0	44,342	7.1	5	20.0
Wahkiakum	2.8	70.8	22.7	68.7	13	2.7	39,226	7.5	6	40.0
Skamania	5.6	65.5	12.2	4.3	4.7	71.4	46,943	14.6	2	40.0
Ferry	3.3	69.8	16.1	28.2	14.1	12.5	36,096	16.5	6	40.0
Garfield	7	62.9	22.5	67.5	13.4	6.3	40,135	4.9	6	40.0
Lincoln	2.7	70.9	20.7	56.4	5.7	62.5	43,665	5.2	6	40.0
Jefferson	2.7	70.9	23.5	73.6	8.4	38.4	46,183	12.4	6	40.0
Whitman	4.1	68.3	9.1	14.7	6.9	51.8	32,403	27.1	5	20.0
Island	4.2	68.2	18.8	44.8	4.2	75.9	56,138	41.0	5	20.0
San Juan	3.2	70.0	21.5	61.3	6.3	57.1	51,392	27.4	6	40.0
King	7.5	62.0	10.5	6.1	8.9	33.9	67,246	72.9	1	60.0

Sources: 2005–2009 ACS; NCHS urban-rural codes: 1-large central metro, 2-large fringe metro, 3-medium metro, 4-small metro, 5-micropolitan (nonmetro), and 6-noncore (nonmetro).

APPENDIX B

TECHNICAL DETAILS OF DATA ANALYSIS APPROACH

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In Chapter II, we summarized our approach to collecting and analyzing multiple sources of data for this evaluation. This appendix provides additional detail on our data analysis.

A. Constructing the analysis file from administrative data

Our estimation of pilot effects relied on a file we compiled using administrative data from medical program applications[60] and information about SNAP applications, caseloads, and EBT usage. As we developed the analysis file, one of our first priorities was establishing how we would handle people who appeared in any files multiple times over the course of the study.

We focused on three evaluation priorities to construct the analysis file:

- **Correctly counting distinct people in the target group in pilot counties during the pilot period.** When people appeared in the medical program files (and thus in the target population) multiple times, we focused on the first medical program application that would be touched by the pilot. If someone applied for Extra Help/MSP in both the baseline and pilot periods, we retained his or her information from the pilot period. We applied this decision uniformly to cases in the pilot counties and comparison counties. When someone appeared in pilot and comparison counties during the same time period (which happened rarely), we retained the information submitted in the pilot county.
- **Identifying people who were likely not yet engaged with SNAP as applicants or participants.** To ensure that the pilot would focus its efforts on people who were not connected to SNAP, the states and our evaluation team had to identify people who were likely not yet engaged with SNAP as applicants or participants. Each state removed from its target population people who were already enrolled in SNAP at the time of their medical program application but who otherwise met the definition for the target population. We did the same when we constructed the analysis file. As we described in Chapter II, we also screened out any people who applied for or participated in SNAP during any of the three months before his or her medical program application so that we would focus on people who might be reached by SNAP for the first time as a result of the pilot. Sensitivity tests (see Appendix C) explored relaxing this restriction. Specifically, we also calculated effects after including people from the target population who had applied for or participated in SNAP recently (but were not enrolled when they applied for a medical program). These tests found no substantially different conclusions in any state.
- **Tracking whether and when the distinct people in the target population who were of greatest interest to the evaluation eventually engaged with SNAP.** Some people had multiple SNAP applications and participation records during our study period. As explained in Chapter II, we were most interested in whether they applied for SNAP within about three months after their medical program application. After checking for recent SNAP application or participation, we focused on the first SNAP application after the medical program application. We looked at the timing and disposition of that SNAP application. If the application was approved, we kept information about household demographics and composition at the time of SNAP approval. We also checked when the EBT cards issued to

[60] In New Mexico and Pennsylvania, the pilots used Extra Help application data to identify members of the target population. Washington's pilot used MSP data.

these approved cases were first used (by any household member, not merely the person in the target population). If the SNAP application was denied, we examined common denial reasons and how those compared to people in pilot counties but not in the target population.

B. Tracking behavior in the target population

The outcomes of primary interest in the evaluation are (1) whether people in the target population apply to SNAP, and (2) the disposition of the cases. We examine the same window of time for each person when we look for any engagement in SNAP. Carefully setting the start date for this window is important. Evaluating SNAP outcomes for the same length of time for each person ensures that achieving outcomes is not more likely among some people than among others simply because their time window is longer. We refer to this start date as time zero.

For people in the pilot counties during the pilot period, time zero is the date they became part of the target population. In New Mexico, this was the date the Medicaid agency received the MIPPA data, in Pennsylvania it was the date Extra Help eligibility was determined, and in Washington it was the date of MSP approval. Wherever possible, we use this same definition, the timing of the triggering event to become part of the target population, to set time zero for people in the baseline period and for people in comparison counties (Table B.1).

Table B.1. Defining time zero in each study state

State	New Mexico	Pennsylvania	Washington
Baseline period	November1, 2010–June 30, 2011	April 1, 2010–September 30, 2010	January 1, 2011–June 30, 2011
Baseline months	8	6	6
Pilot period for medical program application	July 1, 2011–November 30, 2012	October 1, 2010–September 13, 2013	July 1, 2011–August 31, 2013
Pilot months	17	35.5	26
Time zero	Baseline period: first date of Extra Help benefits. Pilot period: date SNAP/Medicaid agency received information on approved Extra Help applicants (slightly later than the date benefits began, but not available for baseline period).	Extra Help eligibility determination date (individuals approved and denied for Extra Help were both eligible for inclusion in the pilot).	MSP approval date
Special considerations for time zero	Clients with Extra Help applications who were approved from July 1 through August 14 were all contacted together on August 15, 2011.	Client data from Extra Help applications that were decided from October 1, 2010 through September 30, 2011 were submitted to BDT for pilot outreach together on October 7, 2011.	Client data from MSP applications that were approved from July 1 through September 30, 2011 were sent to outreach contractors together on October 10, 2011.

There were some exceptions:

- In New Mexico, because the structure of state administrative files prevented us from receiving the date that the Medicaid agency received Extra Help files as time zero the baseline period, we used the closest one available: the date the person's Extra Help benefits began.
- Time zero had a special definition for people served in the earliest months of the pilot. Each state began its pilot activities with a larger targeted contact list that reached backward (six weeks in New Mexico, three months in Washington, and one year in Pennsylvania) from the pilot start date to identify more medical program applicants to contact. When people had medical program approval dates during those early weeks or months, we set time zero to the first day of the pilot so we would capture only SNAP activity that may have resulted from pilot activities.

C. Calculating effects

As was described in Chapter II, we estimated effects using a difference in differences approach that examines the difference between the change in the outcome in the pilot sites and the change in the outcome in the comparison sites. Formally, our ordinary least squares (OLS) regression model was

$$Y_j = \alpha + \gamma P_j + \theta T_j + \delta(T_j * P_j) + \varepsilon_j$$

where Y_j is the outcome of person j, P_j is an indicator for whether person j is in a pilot county at their time zero, T_j is an indicator for whether that person's time zero occurred in the pilot period, and ε_j is a random-error term that represents the influence of unobserved factors on the outcome. In this framework, α represents the average outcome for someone in a comparison county at baseline, $\alpha + \gamma$ is the average outcome for someone in a pilot county at baseline, $\alpha + \theta$ is the average for someone in a comparison county during the pilot period, and $\alpha + \gamma + \theta + \delta$ is the average outcome for a person in the pilot county during the pilot period. The coefficient on the interaction term $(T_j * P_j)$, δ, is the estimate of the effect of the treatment on the outcome.

The outcome variables we examined included whether a SNAP application was filed and whether an approved SNAP application was filed. These are binary variables, so the estimates from the model give the percentage of people from each category for whom the outcome was true. We also examined the average SNAP benefit per person in the household. We estimated a linear probability model for each of the binary outcomes, though the findings were usually robust to using a logistic regression model. (Effects in Washington on the outcome about the percent of target population people who filed an approved SNAP application were statistically significant using the OLS model but not using the logistic regression model. As we describe in Section F of this appendix, the effects were calculated at the population level and the difference in statistical significance is somewhat theoretical.)

Person-level characteristics (age, gender, marital status, and household income) may account for some share of the variation in the outcomes of interest. Therefore, we computed regression-adjusted effects to improve the precision of our estimates. These are based on the following model:

$$Y_j = \alpha + X'_j \beta + \gamma P_j + \theta T_j + \delta(T_j * P_j) + \varepsilon_j$$

This is identical to the main specification without person-level characteristics except that we now include X'_j, which is a vector of the person-level characteristics reported on the medical program application.

D. Assessing results of QC-like reviews

In some cases, the QC-like reviews we asked the states to conduct revealed a correct benefit amount that did not align with the allotment. When this occurred, we carefully reviewed the case to determine if the difference appeared to be due to an actual difference that was captured in the review process or due to a recording error the state made. We compared the total and net incomes recorded in the data with our calculations, based on individual income amounts and household expenses. This procedure was similar to what Mathematica uses when cleaning the data files collected as part of the official QC review process. In a few cases, we found an error that appeared to be a recording error and we corrected it. For example, in the first year of data for Pennsylvania, the comparison of the net income provided by the state and the net income calculated from individual income amounts differed by the same amount for a subset of households. We found that if we subtracted $35 from the reported medical deductions for that subset, the two net income amounts matched. We assumed that the reviewer recorded the actual medical expenses in some cases but in others recorded the medical deduction (expenses minus $35), and we adjusted the data accordingly. If we found an error that appeared to be a recording error, we corrected it, just as we do in the automated process Mathematica uses when cleaning annual QC files.

E. Survey nonresponse and weighting

We constructed and applied analysis weights when we examined the survey data. Analysis weights are typically used when analyzing survey data to mitigate the potential bias introduced by nonresponse and missing data. Weights can adjust for three types of issues: (1) people having unequal probabilities of being included in the survey, (2) different types of people responding at different rates, and (3) people having no chance of being included in the survey. Weights account for "unit nonresponse," in which the survey was not complete. That circumstance is different from "item nonresponse," in which a particular question response is missing for someone who completed the rest of the survey. In this section, we describe the level of unit nonresponse for our survey and our weighting strategy for addressing it.

1. Survey nonresponse

We attempted to administer the survey to all people who met the criteria for the target population in any one of the Pennsylvania and Washington study counties—both pilot and comparison—from November 2012 through October 2013. This included people who met the criteria and were already enrolled in SNAP. (Although these clients would not have been

affected by the pilot, their experience as SNAP participants allowed for a contrast with SNAP nonparticipants.) Because we included in our attempts everyone in the target population in pilot and comparison counties during these months, we are not concerned about the first and third issues above. However, not all target population people responded to the survey. Contacting this vulnerable population proved extremely difficult; more than one-quarter of them could not be located when we used contact information provided by state agencies, and we learned as we attempted to locate respondents that an additional one third did not respond when we located them.[61] Pilot staff also reported challenges with their lists of people, whom they had attempted to contact for purposes of the pilot project itself before we began our locating efforts for the survey. The overall response rate for Pennsylvania was about 48 percent; for Washington it was 37 percent (Table B.2). We therefore constructed weights to account for survey nonresponse.

Due to a programming error, a section of the survey that asked pilot county respondents about their experiences with the pilot (Section F) was not asked of people when they were initially contacted to complete the survey. When we discovered this problem, we recontacted all pilot county respondents who had missed the questions and attempted to collect the data. Ultimately, about 82 percent of pilot respondents in Pennsylvania and 72 percent of pilot respondents in Washington completed Section F. To deal with this section-level nonresponse, which we treat as unit nonresponse during analysis, we created a separate weight for use in analyzing responses to questions in Section F.

Table B.2. SNAP Extra Help survey nonresponse rates, by state

State	Type of county	Total attempted	Unlocatable/ located nonrespondent	Respondent	Response rate (percent)	Respondents completing survey section about pilot activities
Pennsylvania	Comparison	739	106/303	330	44.7	n.a.
	Pilot	682	85/248	349	51.2	287
	Combined	1,421	191/551	679	47.8	n.a.
Washington	Comparison	1,871	558/660	653	34.9	n.a.
	Pilot	2,752	853/825	1,074	39.0	777
	Combined	4,623	1,411/1,485	1,727	37.4	n.a.

n.a.= not applicable

2. Constructing weights

We constructed two weights to support our survey analysis: (1) one that adjusted for overall survey nonresponse, and (2) one that adjusted for nonresponse to the survey section about pilot experiences (which was intended for those living in pilot counties). We constructed both of these weights separately for pilot and comparison county respondents in each state.

The weights are calculated by a regression model that uses a set of variables to assign a relative value to each person who did respond to the survey. Variables included in this model

[61] We treated deceased people—about 2 percent of all those we contacted—as nonrespondents in the analysis because they were eligible for the survey when they entered the target population.

should: (1) be available for respondents and nonrespondents alike, (2) potentially be related to key outcome variables, and (3) be related to the likelihood of responding.

The factors that make it difficult to locate people for the survey may differ from those that motivate them to not respond, so we adjusted for these in two sequential stages. First, we adjusted people according to whether we could locate them. For each adjustment stage, we undertook six steps:

1. Gather a pool of variables meeting the three criteria above.
2. Test whether each significantly predicts that stage of response (being located or responding to the survey).
3. Narrow the set of significant variables by using a stepwise logistic regression model.[62]
4. Using the propensity scores from the final regression model, form quantiles (separately for pilot and comparison cases within state), and use them as weighting cells.
5. Within each weighting cell, calculate the weighted response rate for that adjustment stage, using the most recently constructed (latest) weight; in the first adjustment for locatability, the most recent weight is set to 1.
6. To obtain the nonresponse-adjusted weight, apply the inverse of the response rate to the latest weight for each respondent in a weighting cell and set this new weight to 0 for each nonrespondent.

a. Locatability adjustments

Several county-level variables were available—from the ACS and NCHS data sets we used to identify comparison sites early in the study (Table B.3)—to use in the weighting process. We also had some individual-level variables from the medical program data that states gave us for administrative data analysis.

We combined the pilot and comparison counties when running the regression models to calculate the locatability adjustment because county type did not significantly predict whether we could locate someone for the survey. However, we still formed location propensity score-based weight classes separately for comparison/pilot counties.[63] The only significant locatability predictor variable in the final regression model for Pennsylvania was the question about people age 30 or older who were living with grandchildren. In Washington, gender, age, and SNAP enrollment status significantly predicted whether we could locate people for the survey.

[62] For the locatability adjustment, we did this with pilot and comparison cases combined, as there were no significant differences in locatability rates between people in the pilot and comparison counties we attempted to contact. We ran all other models separately for pilot and comparison cases within state because there were significant differences in response rates between the two groups. This is not unexpected, given that pilot cases were generally called by the pilot contractor just before our interviewers called about the survey, but the control group members had no contact prior to the interviewer call.

[63] Specifically, we formed two weighting classes for Pennsylvania comparison counties, three for Pennsylvania pilot counties, and four each for the Washington pilot and comparison counties.

Table B.3. County- and individual-level variables considered for weighting

	Pennsylvania	Washington
County-Level Variables		
Total number of age 60+ households	✓	✓
60+ SNAP participation rate	✓	✓
Individuals age 65+ (%)	✓	✓
65+ poverty rate	✓	✓
High school education or greater (%)	✓	✓
Median household income	✓	✓
House owner (%)	✓	✓
Unemployment rate	✓	✓
Of those age 30+: number living with grandchildren	✓	✓
NCHS urban-rural classification	✓	✓
Native American (%)		✓
Asian (%)		✓
Hispanic (%)		✓
Individual-Level Variables		
Sample release wave	✓ (10 total)	✓ (9 total)
Married (yes/no)	✓	✓
Female (yes/no)	✓	✓
Age	✓	✓
Household gross income	✓	✓
On SNAP (yes/no)		✓

Because the initial weight was set to 1 (no sampling), the inverse of the locatability rate within each weight class was equal to the locatability adjustment for each located case.[64] All unlocated cases received a weighting adjustment factor of zero. We assigned the weights we calculated to the people we located by state and county type, as specified in Table B.4.

Table B.4. Positive locatability weight counts and sums of weights

State	Type of county	Number of located cases with positive locatability weight	Sum of locatability adjusted weights
Pennsylvania	Comparison	633	739
	Pilot	597	682
	Overall	1,230	1,421
Washington	Comparison	1,313	1,871
	Pilot	1,899	2,752
	Overall	3,212	4,623

b. Overall survey response among people we located

The second adjustment stage accounts for nonresponse among located cases. In this stage, we started with the same set of county-level and individual-level variables that were used in the locatability adjustment (Table B.3, above). This time, we ran separate models to calculate

[64] Locatability adjustments for Pennsylvania ranged from 1.097 to 1.185; the mean was 1.156. For Washington, adjustments ranged from 1.286 to 1.659; the mean was 1.446.

weights for comparison and pilot counties in each state. As described earlier, the pilot intervention involved the contractor contacting the people at around the same time as our interviewer called to do the survey, so we hypothesized that people in pilot counties might be more likely to respond than individuals in the comparison counties. The significant response predictor variables in the final regression model for each group were:

- Pennsylvania comparison counties: unemployment rate, age
- Pennsylvania pilot counties: high school education or greater, median household income
- Washington comparison counties: 60+ SNAP participation rate, age, on SNAP
- Washington pilot: married, age, on SNAP

We used the locatability adjusted weight from stage 1 to calculate the response rate in each response propensity score-based weight class used for this nonresponse adjustment among located cases.[65] For respondents, the inverse of the response rate was then applied to the locatability adjusted weight to obtain the overall nonresponse weight.[66] All located nonrespondents received a weighting adjustment factor of zero. We assigned the weights we calculated for survey nonresponse by state and whether the county was pilot or comparison, as specified in Table B.5. We made one additional weighting adjustment for individuals in two comparison counties in Pennsylvania: Carbon and McKean. These counties were each matched to two pilot counties, whereas all other matches were one to one.[67] Therefore, we doubled the final weight for applicants in Carbon County and McKean counties to take this double-matching into account.

Table B.5. Positive survey response weight counts and sums of weights

State	Type of county	Number of located cases with positive survey response weight	Sum of survey response weights
Pennsylvania	Comparison	330	739
	Pilot	349	682
	Overall	679	1,421
Washington	Comparison	653	1,871
	Pilot	1,074	2,752
	Overall	1,727	4,623

c. Response to Section F on pilot experiences among pilot county survey respondents

For the nonresponse adjustment specific to Section F, we used the same set of variables that were used in the previous two weighting stages, plus a few additional survey variables. Because

[65] We formed five weighting classes for the Pennsylvania comparison, Washington comparison, and Washington pilot counties; we calculated three weighting classes for the Pennsylvania pilot counties.

[66] Overall nonresponse weights for completes in Pennsylvania ranged from 1.747 to 2.936; the mean was 2.093. For Washington, weights for completes ranged from 1.915 to 6.063; the mean was 2.677.

[67] In Washington, we selected two comparison counties (Franklin and Grays Harbor) matched to one pilot county (Yakima). Because this decision was intended to form one county for matching we did not need a comparable weighting adjustment for Washington.

this adjustment was made only to those who completed the survey but for the one section, these variables are available for Section F respondents and nonrespondents and can be used in the weighting process. These additional candidate survey variables are:

- Currently on SNAP
- Education level
- Gender
- Language spoken at home
- Food did not last or did not have money to buy more in last 30 days
- Could not afford to eat balanced meals in last 30 days
- Cut/skipped meals because there was not enough money in last 30 days [68]

We used the following significant predictor variables in the final regression model for each state:[69]

- Pennsylvania:
  - Household gross income
  - NCHS urban-rural classification
  - Currently on SNAP
  - Food did not last or did not have money to buy more in last 30 days
  - Could not afford to eat balanced meals in last 30 days
- Washington:
  - Age
  - Education level
  - Currently on SNAP

Finally, we used the overall survey response weight produced from stage 2 to calculate the response rate for the nonresponse adjustment applied to this particular section of survey variables. We applied the inverse of the response rate to the overall survey weight in order to obtain the specific nonresponse weight to use in Section F, which was set to zero for survey respondents who did not complete this section about pilot experiences.[70] We assigned the weights we calculated for this section (Table B.6) to people who did complete it, by state.

[68] Response choices for these last three variables were "often true," "sometimes true," or "never true."

[69] We constructed four weighting classes in the pilot counties in each state.

[70] Section F nonresponse weights for Section F completes in Pennsylvania ranged from 1.871 to 4.508; the mean was 2.376. For Washington, weights for Section F completes ranged from 2.3245 to 6.105; the mean was 3.542.

Table B.6. Positive Section F response weight counts and sums of weights

State	Number of Section F respondents with positive Section F weight	Sum of Section F weights
Pennsylvania	287	682
Washington	777	2,752

Note: This portion of the analysis uses pilot counties only.

F. Standard errors

The pilot and comparison counties were all purposively selected, so we treat the counties as strata rather than as clusters in both the administrative data and survey data analyses. This means that the effects we estimated should not be generalized to other counties. Treating the counties as strata rather than as clusters results, in this instance, in lower variance for the estimates. When small numbers of counties were grouped in our similarity indexing exercise (Appendix A), we collapsed them into a single stratum for analysis.

Administrative data and a specifically designed target group make it possible for the analysis to be based on a census of the target population for the months under study. Observed effects are true differences within the population, not estimated differences based on a sample. Nonetheless, we provide the results of significance tests: the probability that the effects we observed would have occurred by chance. In this context, statistical significance refers to the likelihood of observing an impact of the same magnitude by chance within a theoretical "superpopulation" of these same counties (for instance, if we had looked at slightly more or fewer months in each period, or if members of the target population had made different choices about the timing of their SNAP and Extra Help applications). The significance tests do not tell us the likelihood that the effect we observed occurred by chance, because the counties were selected purposively and not randomly from a larger population of counties.

Because the survey was stratified by county, and because we used weights in the analysis, we used specialized statistical procedures when calculating standard errors to make estimates that properly account for these design complexities. In these procedures, we specified either the overall survey weight or the Section F weight, depending on the question being examined, and we also specified the county as the stratum.

APPENDIX C

DETAILS OF PILOT PROJECT EFFECTS AND OUTCOMES

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APPENDIX C.1

NEW MEXICO PILOT PROJECT EFFECTS AND OUTCOMES

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Table C.1.1. Monthly average SNAP outcomes for new SNAP clients in the New Mexico pilot target population under revised standardized benefits

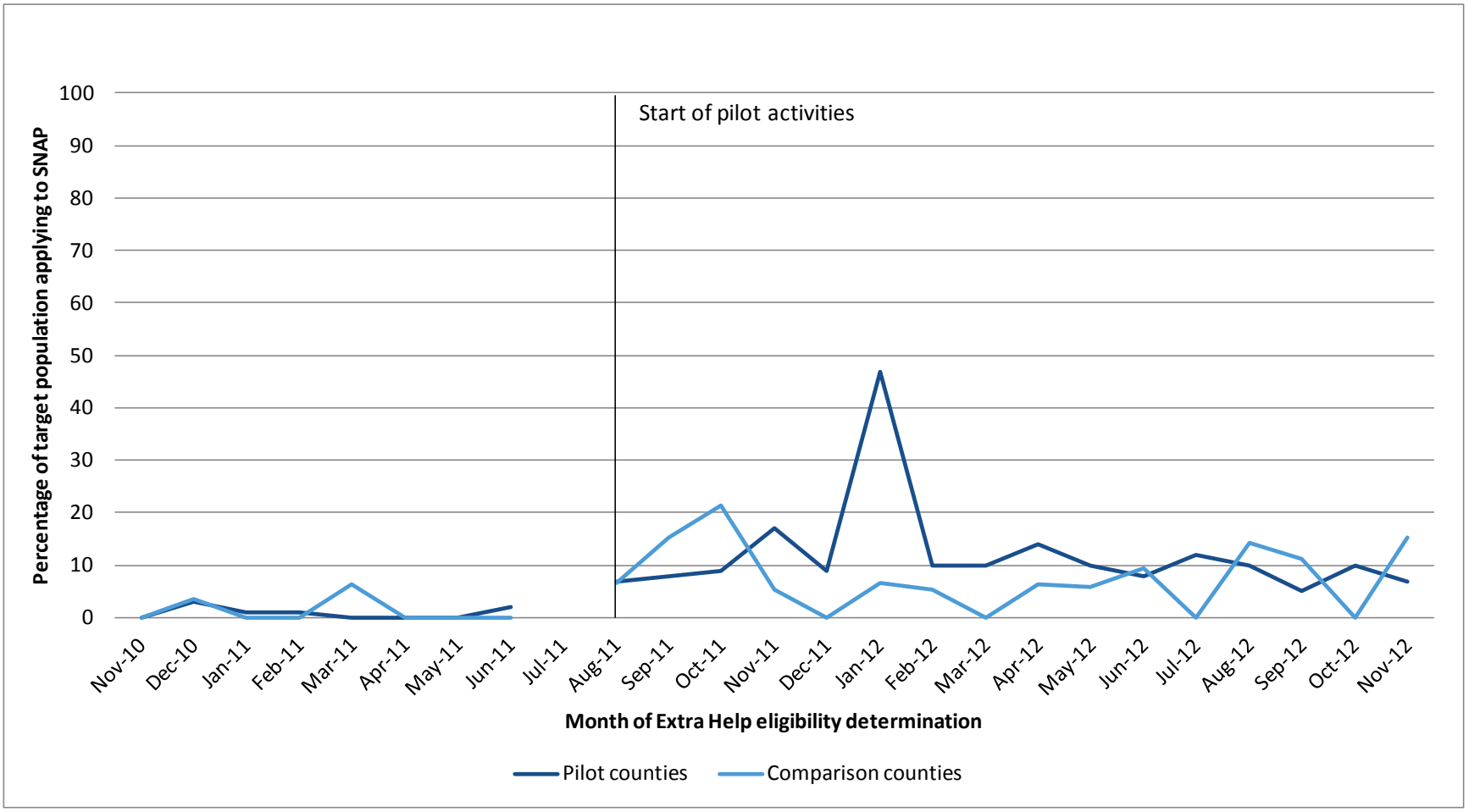
	Pilot counties	Comparison counties	Unadjusted effect		Adjusted effect	
	Difference from baseline	Difference from baseline	Dif. in dif.	Sig.	Adj. dif.	Sig.
Monthly average number of target population people	-3.5	-5.1	n.a.		n.a.	
Applied within 90 days						
Number applying in timeframe	10.5	0.9	9.6	***	9.7	***
Percent applying in timeframe	51.7	5.5	46.2	***	46.6	***
Number applying in timeframe and approved	3.0	0.5	2.5	***	2.4	***
Percent applying in timeframe and approved	14.7	2.7	12.0	***	11.4	***
Average SNAP benefit per person in approved cases	$44	$89	-$46	**	-$56	**
Applied within 120 days						
Number applying in timeframe	10.4	0.7	9.7	***	9.8	***
Percent applying in timeframe	51.4	4.5	46.9	***	47.5	***
Number applying in timeframe and approved	3.0	0.5	2.5	***	2.4	***
Percent applying in timeframe and approved	14.7	3.0	11.7	***	11.1	***
Average SNAP benefit per person in approved cases	$44	$89	-$45	**	-$55	**

Source: Mathematica calculations using administrative data provided by New Mexico HSD.

Note: The first pilot period Extra Help application was approved on July 1, 2011. For each person in the target population in each type of county and each time period, we examined whether they filed a SNAP application in the 90 or 120 days after the MIPPA data from that approved Extra Help application was transferred to HSD. In this table, approved SNAP applications are those that would have been approved for benefits if the revised standardized benefits rules for the New Mexico pilot had been operating for the entire pilot period rather than just in its last few months. This analysis excludes the SNAP nonparticipants in the target population who applied to or participated in SNAP in the 3 months before their Extra Help application. By definition, target population people are not participating in SNAP when their Extra Help application is approved. Results by time period are suppressed due to small cell sizes. Therefore, the first two columns of numbers in this table are analogous to the third and sixth columns of numbers, which represent differences over time, that are presented in similar tables in subsequent appendices.

Sig. = Significantly different from zero at the 0.10 (*), 0.05 (**), and 0.01 (***) levels, respectively, two-tailed test.

Figure C.1.1. Percentage of target population people applying for SNAP in New Mexico, by month of Extra Help application approval



Source: Mathematica calculations using administrative data provided by New Mexico HSD.

Note: The first pilot period Extra Help application was approved on July 1, 2011, but pilot activities began on August 15. People in the target population count as a SNAP applicant if they filed a SNAP application in the 90 days after the MIPPA data from their approved Extra Help application was transferred to HSD. This analysis excludes the SNAP nonparticipants in the target population who applied to or participated in SNAP in the 3 months before their Extra Help application. By definition, target population people are not participating in SNAP when their Extra Help application is approved.

Table C.1.2. Monthly average SNAP outcomes for new SNAP clients in the New Mexico pilot target population under original standardized benefit rules

	Pilot counties	Comparison counties	Unadjusted effect		Adjusted effect	
	Difference from baseline	Difference from baseline	Dif. in dif.	Sig.	Adj. dif.	Sig.
Monthly average number of target population people	-3.5	-5.1	n.a.		n.a.	
Applied within 90 days						
Number applying in timeframe	10.5	0.9	9.6	***	9.7	***
Percent applying in timeframe	51.7	5.5	46.2	***	46.6	***
Number applying in timeframe and approved	6.6	0.5	6.1	***	6.0	***
Percent applying in timeframe and approved	32.4	2.7	29.7	***	29.4	***
Average SNAP benefit per person in approved cases	$45	$89	-$45	**	-$49	**
Applied within 120 days						
Number applying in timeframe	10.4	0.7	9.7	***	9.8	***
Percent applying in timeframe	51.4	4.5	46.9	***	47.5	***
Number applying in timeframe and approved	6.7	0.5	6.2	***	6.1	***
Percent applying in timeframe and approved	32.7	3.0	29.7	***	29.3	***
Average SNAP benefit per person in approved cases	$45	$89	-$44	**	-$48	**

Source: Mathematica calculations using administrative data provided by New Mexico HSD.

Note: The first pilot period Extra Help application was approved on July 1, 2011. For each person in the target population in each type of county and each time period, we examined whether they filed a SNAP application in the 90 or 120 days after the MIPPA data from that approved Extra Help application was transferred to HSD, and whether that SNAP application was approved. This analysis excludes the SNAP nonparticipants in the target population who applied to or participated in SNAP in the 3 months before their Extra Help application. By definition, target population people are not participating in SNAP when their Extra Help application is approved. Results by time period are suppressed due to small cell sizes. Therefore, the first two columns of numbers in this table are analogous to the third and sixth columns of numbers, which represent differences over time, that are presented in similar tables in subsequent appendices.

Sig. = Significantly different from zero at the 0.10 (*), 0.05 (**), and 0.01 (***) levels, respectively, two-tailed test.

Table C.1.3. Monthly average SNAP outcomes for new and returning SNAP clients in the New Mexico pilot target population under original standardized benefit rules

	Pilot counties	Comparison counties	Unadjusted effect		Adjusted effect	
	Difference from baseline	Difference from baseline	Dif. in dif.	Sig.	Adj. dif.	Sig.
Monthly average number of target population people	-4.3	-5.8	n.a.		n.a.	
Applied within 90 days						
Number applying in timeframe	11.1	1.1	10.0	***	10.0	***
Percent applying in timeframe	50.2	6.3	44.0	***	44.1	***
Number applying in timeframe and approved	6.8	0.7	6.1	***	6.0	***
Percent applying in timeframe and approved	30.4	3.6	26.8	***	26.3	***
Average SNAP benefit per person in approved cases	$40	$86	-$47	***	-$17	
Applied within 120 days						
Number applying in timeframe	10.9	0.8	10.1	***	10.2	***
Percent applying in timeframe	49.8	4.9	44.9	***	45.2	***
Number applying in timeframe and approved	6.9	0.6	6.3	***	6.2	***
Percent applying in timeframe and approved	30.9	3.4	27.5	***	27.0	***
Average SNAP benefit per person in approved cases	$40	$90	-$51	***	-$2	

Source: Mathematica calculations using administrative data provided by New Mexico HSD.

Note: The first pilot period Extra Help application was approved on July 1, 2011. For each person in the target population in each type of county and each time period, we examined whether they filed a SNAP application in the 90 or 120 days after the MIPPA data from that approved Extra Help application was transferred to HSD, and whether the SNAP application was actually approved under the original standardized benefit rules. This is an analysis of all people in the target population, including the SNAP nonparticipants in the target population who applied to or participated in SNAP in the 3 months before their Extra Help application. By definition, target population people are not participating in SNAP when their Extra Help application is approved. Results by time period are suppressed due to small cell sizes. Therefore, the first two columns of numbers in this table are analogous to the third and sixth columns of numbers, which represent differences over time, that are presented in similar tables in subsequent appendices.

Sig. = Significantly different from zero at the 0.10 (*), 0.05 (**), and 0.01 (***) levels, respectively, two-tailed test.

Table C.1.4. Monthly average SNAP outcomes for new elderly SNAP clients in the New Mexico pilot target population under original standardized benefit rules

	Pilot counties	Comparison counties	Unadjusted effect		Adjusted effect	
	Difference from baseline	Difference from baseline	Dif. in dif.	Sig.	Adj. dif.	Sig.
Monthly average number of target population people	-2.9	-4.9	n.a.		n.a.	
Applied within 90 days						
Number applying in timeframe	7.6	0.9	6.7	***	6.8	***
Percent applying in timeframe	51.6	7.3	44.3	***	44.9	***
Number applying in timeframe and approved	4.9	0.5	4.4	***	4.4	***
Percent applying in timeframe and approved	33.1	4.0	29.1	***	28.9	***
Average SNAP benefit per person in approved cases	$50	$115	-$65	***	-$55	***
Applied within 120 days						
Number applying in timeframe	7.5	0.7	6.8	***	6.9	***
Percent applying in timeframe	51.3	6.4	44.9	***	45.6	***
Number applying in timeframe and approved	5.0	0.6	4.4	***	4.4	***
Percent applying in timeframe and approved	33.5	4.5	29.0	***	28.9	***
Average SNAP benefit per person in approved cases	$51	$114	-$63	***	-$54	***

sSource: Mathematica calculations using administrative data provided by New Mexico HSD.

Note: The first pilot period Extra Help application was approved on July 1, 2011. The New Mexico pilot project served both elderly and disabled clients, but we focus on elderly clients only here because their needs motivated the pilot project, and define people age 60 and older as elderly. For each elderly person in the target population in each type of county and each time period, we examined whether they filed a SNAP application in the 90 or 120 days after the MIPPA data from that approved Extra Help application was transferred to HSD, and whether the SNAP application was actually approved under the original standardized benefit rules. This analysis excludes the elderly SNAP nonparticipants in the target population who applied to or participated in SNAP in the 3 months before their Extra Help application. By definition, target population people are not participating in SNAP when their Extra Help application is approved. Results by time period are suppressed due to small cell sizes. Therefore, the first two columns of numbers in this table are analogous to the third and sixth columns of numbers, which represent differences over time, that are presented in similar tables in subsequent appendices.

Sig. = Significantly different from zero at the 0.10 (*), 0.05 (**), and 0.01 (***) levels, respectively, two-tailed test.

Table C.1.5. EBT card usage among pilot county target population cases approved for SNAP under original standardized benefit rules during the pilot period in New Mexico

	Usage in pilot counties during pilot period
Number of people approved for SNAP	108
Used benefits within 90 days	
Number	83
Percent	76.9
Used benefits within 180 days	
Number	85
Percent	78.7

Source: Mathematica calculations using administrative data provided by New Mexico HSD.

Note: In New Mexico, data on EBT usage were only available in the pilot counties, and only for the demonstration period. In order to have a full 180 days to observe whether benefits were used, the table above includes all members of the target population who both applied to SNAP in the 90 days after the MIPPA data from their approved Extra Help application was transferred to HSD and who were approved for SNAP under the original standardized benefit rules between August 15, 2011 and October 31, 2012.

APPENDIX C.2

PENNSYLVANIA PILOT PROJECT EFFECTS AND OUTCOMES

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Table C.2.1. Monthly average SNAP outcomes for new SNAP clients in the Pennsylvania pilot target population

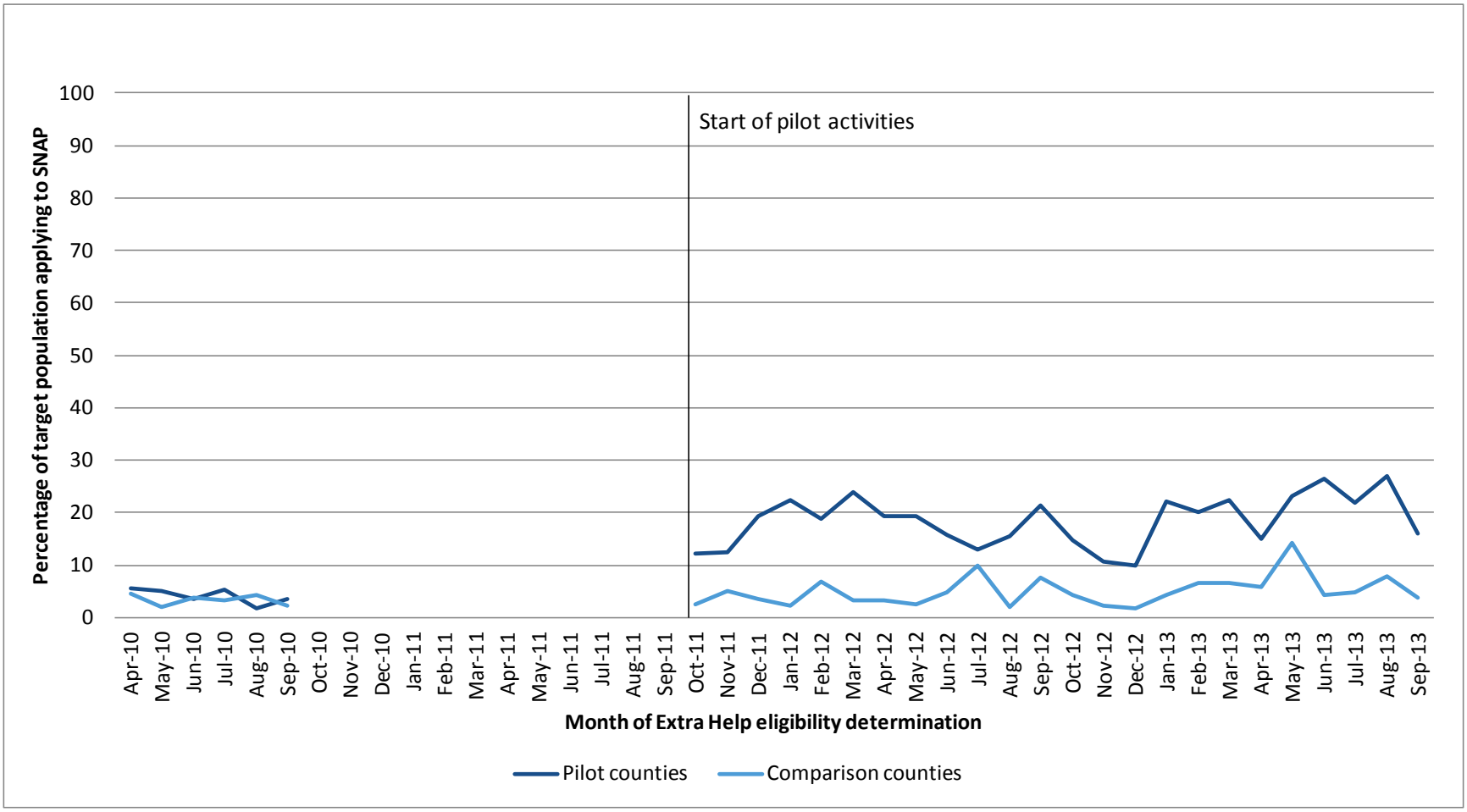
	Pilot counties			Comparison counties			Unadjusted effect		Adjusted effect	
	Baseline period (a)	Pilot period (b)	Difference (c=b-a)	Baseline period (d)	Pilot period (e)	Difference (f=e-d)	Dif. in dif. (g=c-f)	Sig.	Adj. dif.	Sig.
Monthly average number of target population people	140.2	124.8	-15.3	146.3	128.1	-18.2	2.9		n.a.	
Applied within 90 days										
Number applying in timeframe	6.0	19.0	13.0	5.2	4.8	-0.4	13.4	***	13.4	***
Percent applying in timeframe	4.3	15.2	10.9	3.5	3.7	0.2	10.7	***	10.7	***
Number applying in timeframe and approved	4.8	13.0	8.1	3.8	3.4	-0.4	8.5	***	8.5	***
Percent applying in timeframe and approved	3.4	10.4	6.9	2.6	2.7	0.1	6.9	***	6.9	***
Average SNAP benefit per person in approved cases	$70	$44	-$26	$78	$70	-$7	-$18		-$27	
Applied within 120 days										
Number applying in timeframe	7.5	28.8	21.3	6.3	5.7	-0.6	21.9	***	21.9	***
Percent applying in timeframe	5.4	23.0	17.7	4.3	4.5	0.1	17.6	***	17.6	***
Number applying in timeframe and approved	6.2	19.3	13.2	4.8	4.0	-0.8	14.0	***	14.0	***
Percent applying in timeframe and approved	4.4	15.5	11.1	3.3	3.1	-0.2	11.3	***	11.3	***
Average SNAP benefit per person in approved cases	$66	$44	-$22	$76	$67	-$9	-$12		-$24	
Number of target individuals with at least one year of SNAP application data available	140.2	139.7	-0.5	146.3	141.7	-4.6	4.1			
Applied within one year										
Number applying in timeframe	13.3	50.2	36.8	14.7	12.0	-2.7	39.5	***	39.5	***
Percent applying in timeframe	9.5	35.9	26.4	10.0	8.4	-1.6	28.0	***	28.0	***
Number applying in timeframe and approved	10.2	31.3	21.1	11.2	7.3	-3.9	25.0	***	25.0	***
Percent applying in timeframe and approved	7.3	22.4	15.1	7.6	5.1	-2.5	17.7	***	17.7	***
Average SNAP benefit per person in approved cases	$66	$45	-$22	$63	$64	$0	-$22	*	-$30	***

Source: Mathematica calculations using administrative data provided by Pennsylvania DPW.

Note: The determination date for the first pilot period Extra Help application was October 1, 2010. Pilot activities began a year later, on October 7, 2011. For each person in the target population in each type of county and each time period, we examined whether they filed a SNAP application in the 90 or 120 days after their Extra Help determination date. This analysis excludes the SNAP nonparticipants in the target population who applied to or participated in SNAP in the 3 months before their Extra Help application. By definition, target population people are not participating in SNAP when their Extra Help application is approved.

Sig. = Significantly different from zero at the 0.10 (*), 0.05 (**), and 0.01 (***) levels, respectively, two-tailed test.

Figure C.2.1. Percentage of target population people applying for SNAP in Pennsylvania, by month of Extra Help application determination



Source: Mathematica calculations using administrative data provided by Pennsylvania DPW.

Note: The determination date for the first pilot period Extra Help application was October 1, 2010. Pilot activities began a year later, on October 7, 2011. For each person in the target population in each type of county and each time period, we examined whether they filed a SNAP application in the 90 or 120 days after their Extra Help determination date. This analysis excludes the SNAP nonparticipants in the target population who applied to or participated in SNAP in the 3 months before their Extra Help application. By definition, target population people are not participating in SNAP when their Extra Help application is approved.

Table C.2.2. Monthly average SNAP outcomes for new and returning SNAP clients in the Pennsylvania pilot target population

	Pilot counties			Comparison counties			Unadjusted effect		Adjusted effect	
	Baseline period (a)	Pilot period (b)	Difference (c=b-a)	Baseline period (d)	Pilot period (e)	Difference (f=e-d)	Dif. in dif. (g=c-f)	Sig.	Adj. dif.	Sig.
Monthly average number of target population people	142.0	127.2	-14.8	147.2	130.8	-16.4	1.6		n.a.	
Applied within 90 days										
Number applying in timeframe	6.0	19.1	13.1	5.2	4.8	-0.3	13.4	***	13.4	***
Percent applying in timeframe	4.2	15.0	10.8	3.5	3.7	0.2	10.6	***	10.6	***
Number applying in timeframe and approved	4.8	13.1	8.3	3.8	3.5	-0.3	8.6	***	8.6	***
Percent applying in timeframe and approved	3.4	10.3	6.9	2.6	2.7	0.1	6.8	***	6.8	***
Average SNAP benefit per person in approved cases	$70	$45	-$25	$78	$71	-$6	-$19		-$28	
Applied within 120 days										
Number applying in timeframe	7.5	28.9	21.4	6.3	5.8	-0.6	22.0	***	22.0	***
Percent applying in timeframe	5.3	22.7	17.4	4.3	4.4	0.1	17.3	***	17.3	***
Number applying in timeframe and approved	6.2	19.5	13.3	4.8	4.1	-0.8	14.1	***	14.2	***
Percent applying in timeframe and approved	4.3	15.3	11.0	3.3	3.1	-0.2	11.1	***	11.2	***
Average SNAP benefit per person in approved cases	$66	$45	-$21	$76	$68	-$8	-$13		-$25	
Number of target individuals with at least one year of SNAP application data available	142.0	142.2	0.2	147.2	144.4	-2.7	2.9			
Applied within one year										
Number applying in timeframe	13.5	50.4	36.9	14.7	12.1	-2.5	39.4	***	39.4	***
Percent applying in timeframe	9.5	35.5	26.0	10.0	8.4	-1.6	27.5	***	27.5	***
Number applying in timeframe and approved	10.3	31.5	21.2	11.2	7.4	-3.7	24.9	***	25.0	***
Percent applying in timeframe and approved	7.3	22.2	14.9	7.6	5.1	-2.4	17.3	***	17.4	***
Average SNAP benefit per person in approved cases	$67	$45	-$22	$63	$63	$0	-$21	*	-$30	***

Source: Mathematica calculations using administrative data provided by Pennsylvania DPW.

Note: The determination date for the first pilot period Extra Help application was October 1, 2010. Pilot activities began a year later, on October 7, 2011. For each person in the target population in each type of county and each time period, we examined whether they filed a SNAP application in the 90 or 120 days after their Extra Help determination date. This is an analysis of all people in the target population, including the SNAP nonparticipants in the target population who applied to or participated in SNAP in the 3 months before their Extra Help application. By definition, target population people are not participating in SNAP when their Extra Help application is approved.

Sig. = Significantly different from zero at the 0.10 (*), 0.05 (**), and 0.01 (***) levels, respectively, two-tailed test.

Table C.2.3. EBT card usage among pilot county target population cases approved for SNAP during the pilot period in Pennsylvania

	Pilot counties			Comparison counties			Unadjusted effect		Adjusted effect	
	Baseline period (a)	Pilot period (b)	Difference (c=b-a)	Baseline period (d)	Pilot period (e)	Difference (f=e-d)	Dif. in dif. (g=c-f)	Sig.	Adj. dif.	Sig.
Number of people approved for SNAP	29	416	387	23	108	85	302		n.a.	
Used benefits within 90 days										
Number	20	306	286	15	71	56	230		219	
Percent	69.0	73.6	4.6	65.2	65.7	0.5	4.1		4.3	
Used benefits within 180 days										
Number	21	317	296	16	73	57	239		235	
Percent	72.4	76.2	3.8	69.6	67.6	-2.0	5.8		5.9	

Source: Mathematica calculations using administrative data provided by Pennsylvania DPW.

Note: The first pilot period Extra Help application was approved on July 1, 2011. For each person in the target population in each type of county and each time period, we examined whether they filed a SNAP application in the 90 or 120 days after the MIPPA data from that approved Extra Help application was transferred to HSD, and whether the SNAP application was approved. This is an analysis of all people in the target population, including the SNAP nonparticipants in the target population who applied to or participated in SNAP in the 3 months before their Extra Help application. By definition, target population people are not participating in SNAP when their Extra Help application is approved. Results by time period are suppressed due to small cell sizes.

Sig. = Significantly different from zero at the 0.10 (*), 0.05 (**), and 0.01 (***) levels, respectively, two-tailed test.

APPENDIX C.3

WASHINGTON PILOT PROJECT EFFECTS AND OUTCOMES

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Table C.3.1. Monthly average SNAP outcomes for new SNAP clients in the Washington pilot target population

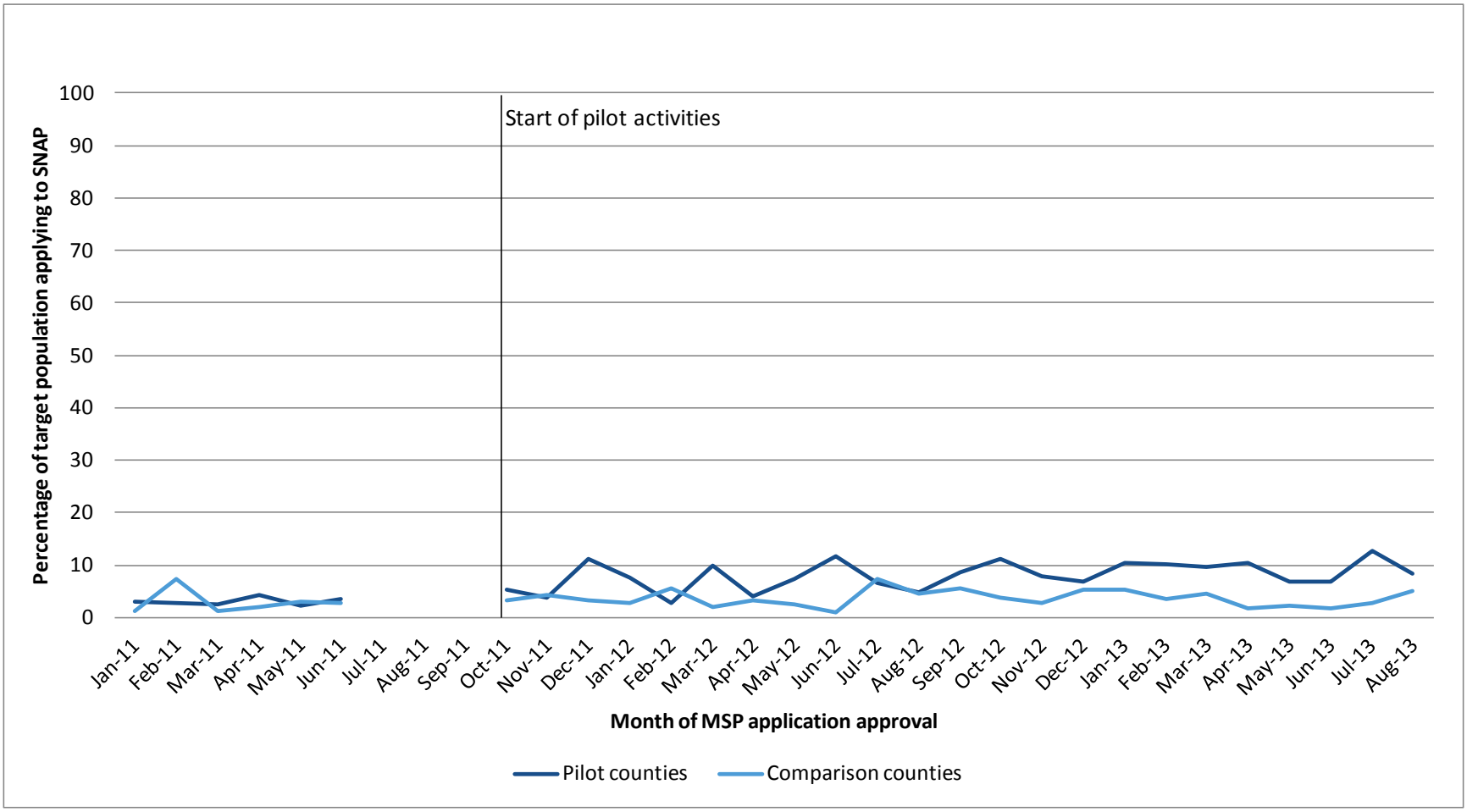
	Pilot counties			Comparison counties			Unadjusted effect		Adjusted effect	
	Baseline period (a)	Pilot period (b)	Difference (c=b-a)	Baseline period (d)	Pilot period (e)	Difference (f=e-d)	Dif. in dif. (g=c-f)	Sig.	Adj. dif.	Sig.
Monthly average number of target population people	184.3	235.8	51.5	138.2	175.3	37.2	14.3		n.a.	
Applied within 90 days										
Number applying in timeframe	5.7	18.4	12.7	4.2	6.3	2.1	10.6	***	10.3	***
Percent applying in timeframe	3.1	7.8	4.7	3.0	3.6	0.6	4.2	***	4.1	***
Number applying in timeframe and approved	2.7	10.6	7.9	2.0	4.3	2.3	5.6	***	5.6	***
Percent applying in timeframe and approved	1.4	4.5	3.0	1.4	2.5	1.0	2.0	***	2.0	***
Average SNAP benefit per person in approved cases	$123	$73	-$50	$70	$88	$18	-$68	***	-$67	***
Applied same day/within 90 days										
Number applying in timeframe	12.2	30.0	17.8	9.0	12.7	3.7	14.1	***	13.6	***
Percent applying in timeframe	6.6	12.7	6.1	6.5	7.3	0.7	5.4	***	5.2	***
Number applying in timeframe and approved	6.7	19.5	12.9	4.0	9.8	5.8	7.1	**	6.7	**
Percent applying in timeframe and approved	3.6	8.3	4.7	2.9	5.6	2.7	2.0	**	1.9	**
Average SNAP benefit per person in approved cases	$91	$74	-$18	$88	$84	-$4	-$14		-$15	
Applied within 120 days										
Number applying in timeframe	7.7	20.1	12.4	5.2	7.9	2.8	9.6	***	9.3	***
Percent applying in timeframe	4.2	8.5	4.4	3.7	4.5	0.8	3.6	***	3.5	***
Number applying in timeframe and approved	3.7	11.7	8.1	2.7	5.5	2.8	5.3	**	5.0	**
Percent applying in timeframe and approved	2.0	5.0	3.0	1.9	3.1	1.2	1.8	**	1.7	**
Average SNAP benefit per person in approved cases	$107	$72	-$35	$76	$84	$8	-$44	**	-$42	**

Source: Mathematica calculations using administrative data provided by Washington DSHS.

Note: The first pilot period MSP application was approved on July 1, 2011. For each person in the target population in each type of county and each time period, we examined whether they filed a SNAP application in the 90 or 120 days after their MSP application was approved, and whether that SNAP application was approved. This analysis excludes the SNAP nonparticipants in the target population who applied to or participated in SNAP in the 3 months before their MSP application approval. By definition, target population people are not participating in SNAP when their MSP application is approved.

Sig. = Significantly different from zero at the 0.10 (*), 0.05 (**), and 0.01 (***) levels, respectively, two-tailed test.

Figure C.3.1. Percentage of target population people applying for SNAP in Washington, by month of MSP application approval



Source: Mathematica calculations using administrative data provided by Washington DSHS.

Note: The first pilot period MSP application was approved on July 1, 2011. For each person in the target population in each type of county and each time period, we examined whether they filed a SNAP application in the 90 or 120 days after their MSP application was approved, and whether that SNAP application was approved. This analysis excludes the SNAP nonparticipants in the target population who applied to or participated in SNAP in the 3 months before their MSP application approval. By definition, target population people are not participating in SNAP when their MSP application is approved.

Table C.3.2. Monthly average SNAP outcomes for new and returning SNAP clients in the Washington pilot target population

	Pilot counties			Comparison counties			Unadjusted effect		Adjusted effect	
	Baseline period (a)	Pilot period (b)	Difference (c=b-a)	Baseline period (d)	Pilot period (e)	Difference (f=e-d)	Dif. in dif. (g=c-f)	Sig.	Adj. dif.	Sig.
Monthly average number of target population people	191.2	260.7	69.6	146.7	196.8	50.2	19.4		n.a.	
Applied within 90 days										
Number applying in timeframe	6.2	20.5	14.3	4.7	7.5	2.9	11.4	***	11.1	***
Percent applying in timeframe	3.2	7.9	4.6	3.2	3.8	0.6	4.0	***	3.9	***
Number applying in timeframe and approved	3.2	12.7	9.5	2.5	5.6	3.1	6.4	***	6.1	***
Percent applying in timeframe and approved	1.7	4.9	3.2	1.7	2.9	1.1	2.1	***	2.0	***
Average SNAP benefit per person in approved cases	$115	$75	-$40	$83	$94	$11	-$51	**	-$50	**
Applied same day/within 90 days										
Number applying in timeframe	12.8	34.5	21.6	9.5	15.2	5.7	15.9	***	15.3	***
Percent applying in timeframe	6.7	13.2	6.5	6.5	7.7	1.2	5.3	***	5.1	***
Number applying in timeframe and approved	7.3	24.0	16.7	4.5	12.2	7.7	9.0	**	8.6	**
Percent applying in timeframe and approved	3.8	9.2	5.4	3.1	6.2	3.1	2.2	**	2.1	**
Average SNAP benefit per person in approved cases	$91	$73	-$19	$93	$86	-$8	-$11		-$10	
Applied within 120 days										
Number applying in timeframe	8.2	22.5	14.3	5.7	9.3	3.7	10.6	***	10.3	***
Percent applying in timeframe	4.3	8.6	4.3	3.9	4.7	0.9	3.5	***	3.4	***
Number applying in timeframe and approved	4.2	14.1	9.9	3.2	6.9	3.8	6.1	**	5.8	**
Percent applying in timeframe and approved	2.2	5.4	3.2	2.2	3.5	1.4	1.9	**	1.8	**
Average SNAP benefit per person in approved cases	$103	$74	-$29	$86	$91	$6	-$35	*	-$33	*

Source: Mathematica calculations using administrative data provided by Washington DSHS.

Note: The first pilot period MSP application was approved on July 1, 2011. For each person in the target population in each type of county and each time period, we examined whether they filed a SNAP application in the 90 or 120 days after their MSP application was approved, and whether that SNAP application was approved. This is an analysis of all people in the target population, including the SNAP nonparticipants in the target population who applied to or participated in SNAP in the 3 months before their Extra Help application. By definition, target population people are not participating in SNAP when their MSP application is approved.

Sig. = Significantly different from zero at the 0.10 (*), 0.05 (**), and 0.01 (***) levels, respectively, two-tailed test.

Table C.3.3. Monthly average SNAP outcomes for new elderly SNAP clients in the Washington pilot target population

	Pilot counties			Comparison counties			Unadjusted effect		Adjusted effect	
	Baseline period (a)	Pilot period (b)	Difference (c=b-a)	Baseline period (d)	Pilot period (e)	Difference (f=e-d)	Dif. in dif. (g=c-f)	Sig.	Adj. dif.	Sig.
Monthly average number of target population people	106.0	149.8	43.8	82.3	121.4	39.1	4.7		n.a.	
Applied within 90 days										
Number applying in timeframe	2.0	10.8	8.8	1.7	3.5	1.9	6.9	***	6.9	***
Percent applying in timeframe	1.9	7.2	5.3	2.0	2.9	0.9	4.4	***	4.4	***
Number applying in timeframe and approved	1.0	6.5	5.5	1.2	2.4	1.3	4.2	***	4.2	***
Percent applying in timeframe and approved	0.9	4.3	3.4	1.4	2.0	0.6	2.8	***	2.8	***
Average SNAP benefit per person in approved cases	$96	$71	-$24	$64	$85	$21	-$46		-$45	
Applied same day/within 90 days										
Number applying in timeframe	5.2	16.0	10.8	3.2	6.8	3.7	7.1	***	7.1	***
Percent applying in timeframe	4.9	10.7	5.8	3.8	5.6	1.8	4.0	***	4.0	***
Number applying in timeframe and approved	2.7	10.7	8.0	2.2	5.3	3.1	4.9	***	4.7	**
Percent applying in timeframe and approved	2.5	7.1	4.6	2.6	4.4	1.7	2.9	***	2.8	**
Average SNAP benefit per person in approved cases	$79	$70	-$9	$75	$77	$2	-$10		-$18	
Applied within 120 days										
Number applying in timeframe	2.8	11.5	8.7	2.5	4.3	1.8	6.9	***	6.9	***
Percent applying in timeframe	2.7	7.7	5.0	3.0	3.6	0.5	4.5	***	4.5	***
Number applying in timeframe and approved	1.2	7.0	5.8	1.8	3.0	1.1	4.7	***	4.6	***
Percent applying in timeframe and approved	1.1	4.7	3.6	2.2	2.4	0.2	3.4	***	3.3	***
Average SNAP benefit per person in approved cases	$92	$71	-$21	$75	$83	$8	-$30		-$30	

Source: Mathematica calculations using administrative data provided by Washington DSHS.

Note: The first pilot period MSP application was approved on July 1, 2011. The Washington pilot project served both elderly and disabled clients, but we focus on elderly clients only here because their needs motivated the pilot project, and define people age 60 and older as elderly. For each elderly person in the target population in each type of county and each time period, we examined whether they filed a SNAP application in the 90 or 120 days after their MSP application was approved, and whether that SNAP application was approved. This analysis excludes the SNAP nonparticipants in the target population who applied to or participated in SNAP in the 3 months before their MSP application approval. By definition, target population people are not participating in SNAP when their MSP application is approved.

Sig. = Significantly different from zero at the 0.10 (*), 0.05 (**), and 0.01 (***) levels, respectively, two-tailed test.

Table C.3.4. EBT card usage among pilot county target population cases approved for SNAP during the pilot period in Washington

	Pilot counties	Comparison counties	Difference	Sig.
Number of people approved for SNAP	248	103	145	
Used benefits within 90 days				
Number	171	63	108	
Percent	69.0	61.2	7.8	
Used benefits within 180 days				
Number	175	63	112	
Percent	70.6	61.2	9.4	

Source: Mathematica calculations using administrative data provided by Washington DSHS.

Note: Data on EBT usage in the baseline period in Washington were not available. In order to have a full 180 days to observe whether benefits were used, the pilot period above includes all members of the target population who applied to SNAP within 90 days and were approved between October 10, 2011 (the start of the pilot) and July 31, 2013.

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APPENDIX D

DETAILED SURVEY RESULTS

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APPENDIX D.1

PENNSYLVANIA CLIENT SURVEY

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Table D.1.1. Demographics and background of survey respondents, Pennsylvania

	Full sample (%)	Pilot sites (%)	Comparison sites (%)	Sig.	Participants (%)	Nonparticipants (%)	Sig.
Demographics							
Female	65.2	64.6	65.8		69.1	64.0	
Elderly	100.0	100.0	100.0		100.0	100.0	
Educational attainment				**			
Less than high school	24.7	28.0	22.0		25.3	24.5	
GED or high school graduate	51.5	53.5	49.9		53.8	50.9	
Attended some college or obtained a college degree	23.8	18.6	28.1		20.9	24.7	
Non-Hispanic white	90.7	92.1	89.4		92.3	90.3	
Primary language is English	98.5	98.8	98.3		96.7	99.0	
Married	35.6	38.1	33.5		34.1	36.1	
Computer access							
Respondent has access to a computer	57.1	58.7	55.7		54.2	58.0	
Computer used most often is at home	56.4	55.3	55.7		54.7	56.8	
Computer usage occurs daily	32.4	31.9	32.8		36.3	31.4	
Benefit receipt							
Ever applied to SNAP	57.4	58.4	56.5		100.0	45.3	***
Enrolled in SNAP	22.2	23.0	21.5		100.0	0.0	
Sample size	**665-679**	**342-349**	**323-330**		**154-156**	**509-521**	

Source: Mathematica analysis of target population survey data in Pennsylvania.

Note: Sample sizes vary due to item nonresponse.

Sig. = *, **, *** Pilot and comparison county or SNAP nonparticipant and participant responses were significantly different at the 0.10, 0.05, and 0.01 levels, respectively, two-tailed test.

Table D.1.2. Food security in the past 30 days, Pennsylvania

	Pilot	Comparison	Sig.	Participants	Nonparticipants	Sig.
Food bought did not last; no money to get more (percent)						***
Often	12.6	13.1		21.9	10.4	
Sometimes	28.2	24.5		28.9	25.5	
Never	59.2	62.4		49.2	64.1	
Could not afford to eat balanced meals (percent)						***
Often	12.5	12.5		21.3	10.0	
Sometimes	29.2	31.0		29.4	30.3	
Never	58.3	56.5		49.3	59.7	
Adult(s) in household cut size of meals or skipped meals because not enough money for food (percent)	21.6	20.1		27.7	18.9	**
If yes, average number of days	8.3	9.1		10.4	8.0	
Ever ate less because not enough money to buy food (percent)	25.1	23.7		30.4	22.7	*
Were hungry but did not eat because could not afford food (percent)	9.8	10.6		21.6	7.1	***
Sample size	**345-349**	**324-328**		**153-156**	**512-519**	

Source: Mathematica analysis of target population survey data in Pennsylvania.

Note: Sample sizes vary due to item nonresponse.

Sig. = *, **, *** Pilot and comparison county or SNAP nonparticipant and participant responses were significantly different at the 0.10, 0.05, and 0.01 levels, respectively, two-tailed test.

Table D.1.3. SNAP knowledge and application reasons, Pennsylvania

	SNAP participants	SNAP nonparticipants[a]	Sig.	Pilot sites	Comparison sites	Sig.
Learning about SNAP						
Percentage reporting that they heard about SNAP:						
While applying for other benefits/referred by other agency	28.5	16.3	*	24.3	24.7	
From friend/family	32.9	43.3		28.1	43.3	**
Had general knowledge about/previous exposure to SNAP	14.9	16.4		16.4	14.5	
Other	32.0	28.8		40.1	23.1	***
Before submitted application, percentage who:						
Called SNAP office or a hotline to learn more about SNAP and how to apply	26.4	35.9		22.3	35.7	**
Had a telephone call or meeting to explore eligibility	59.8	36.9	***	54.7	50.2	
Reasons for applying for SNAP						
Percentage reporting this factor as reason they decided to apply:						
Loss of employment or other income	31.4	33.4		27.7	36.0	
Just decided it was time	38.1	50.8	*	37.5	46.5	
Other	44.3	30.9	*	45.9	34.7	
Percentage reporting this factor affected their decision to apply:						
Able to use a computer to apply	19.0	23.8		19.6	21.5	
Able to have telephone interview instead of going to office	70.5	63.5		68.8	67.6	
More informed about the program	31.4	18.5	**	21.8	31.9	*
People at SNAP office are more helpful than they used to be	72.3	51.9	***	64.3	67.0	
Sample size	**140-156**	**63-72**		**99-118**	**104-110**	

Source: Mathematica analysis of target population survey data in Pennsylvania.

Note: Sample sizes vary due to item nonresponse.

[a]This group includes nonparticipants who applied for SNAP or completed paperwork to recertify for SNAP within the last three years.

Sig. = *, **, *** SNAP nonparticipant and participant or pilot and comparison county responses were significantly different at the 0.10, 0.05, and 0.01 levels, respectively, two-tailed test.

Table D.1.4. Previous SNAP experience among nonparticipants who had ever applied, Pennsylvania

	All SNAP nonparticipants
Number of respondents who ever applied for SNAP before	239
Percentage who completed application process last time they applied for or were recertified for SNAP	90.5
Percentage of them who received benefits	44.8
Number of respondents whose most recent SNAP application was denied and would not apply again	73
Percentage reporting that a specific factor affects decision to not apply again:	
Think they would not be eligible for benefits	63.1
Think they would be eligible for only a small amount of benefits	42.6
Can get by on own without benefits	77.3
Think others need benefits more than they do	68.1
Could get food from friends and/or relatives	41.5
Some other reason	83.5

Source: Mathematica analysis of target population survey data in Pennsylvania.

Table D.1.5. Comfort with SNAP, Pennsylvania

	Experiences of current SNAP participants				Perceptions of SNAP nonparticipants who have never applied before			
	Overall	Pilot sites (%)	Comparison sites (%)	Sig.	Overall	Pilot sites (%)	Comparison sites (%)	Sig.
Percentage of participants reporting that they:								
Have hidden/would hide that they receive SNAP	12.4	12.4	12.5		32.7	27.0	37.2	*
Have avoided/would avoid telling people they receive SNAP	20.9	18.7	23.0		52.3	47.5	56.2	
Sample size	**151-153**	**78-79**	**73-74**		**254-282**	**130-143**	**124-139**	

Source: Mathematica analysis of target population survey data in Pennsylvania.

Note: Sample sizes vary due to item nonresponse.

Sig. = *, **, *** Pilot and comparison county responses were significantly different at the 0.10, 0.05, and 0.01 levels, respectively, two-tailed test.

Table D.1.6. SNAP knowledge and impressions among nonparticipants who never applied, Pennsylvania

	Overall	Pilot	Comparison	Sig.
Knowledge of SNAP				
Percentage who had heard of SNAP before	90.7	91.5	90.1	
Percentage who think they may be eligible to receive SNAP benefits	49.4	53.6	45.6	
Of those, percentage who thought so before they participated in the interview	76.8	76.0	77.9	
Percentage who are somewhat or very certain about where to go or whom to contact to apply for SNAP	53.2	57.1	50.1	
Reasons for not applying for SNAP				
Percentage reporting reason as most important reason for not applying				
Wouldn't be eligible	19.2	19.1	19.3	
Can get by on own without benefits	19.7	15.3	23.4	
Others need benefits more	10.7	11.0	10.3	
Other	50.4	54.5	47.0	
Number of respondents reporting that they can get by on their own	222	112	110	
Of those, percentage who meant that they:				
Have enough food for household	98.2	96.7	99.3	
Have friends or family to help provide them with what they need	43.4	42.5	44.0	
Are able to draw from their assets	63.3	62.2	64.3	
Have some other reason	19.5	22.3	17.2	
Suggested program changes				
Factors that would make nonparticipants more likely to apply				
Simpler application process	54.0	52.1	55.4	
Better treatment by staff at the SNAP office	34.0	33.0	34.8	
More information about eligibility	66.4	65.4	67.3	
Some other change	17.6	18.2	17.1	
Sample size	**196-283**	**106-146**	**90-139**	

Source: Mathematica analysis of target population survey data in Pennsylvania.

Note: Sample sizes vary due to item nonresponse.

Sig. = *, **, *** Pilot and comparison county responses were significantly different at the 0.10, 0.05, and 0.01 levels, respectively, two-tailed test.

Table D.1.7. Activities during most recent SNAP experience, Pennsylvania

	Overall	SNAP participants	SNAP nonparticipants[a]	Sig.	Pilot sites	Comparison sites	Sig.
Mode of application							
Number of respondents who submitted application on their own	119	81	38		54	65	
Percentage who submitted the application in person	49.6	51.4	45.9		40.1	55.6	*
Number of respondents who had help with the application	91	61	30		48	43	
Percentage who got most help from SNAP office staff or any community organization	47.0	49.4	41.9		51.5	42.9	
Percentage who got most help from relative, friend, neighbor, or some other person	53.0	50.6	58.1		48.5	57.1	
Visiting the SNAP office							
Number of respondents who needed to go to the SNAP office to complete the application process	89	60	29		39	50	
Percentage who needed to go to the office just once	59.0	63.2	51.1	***	46.1	67.0	***
Percentage who used own money to pay for transportation to go to the office to obtain something or to complete the application	38.5	37.0	41.7		39.3	37.9	

Source: Mathematica analysis of target population survey data in Pennsylvania.

Note: Sample sizes vary due to item nonresponse.

[a]This group includes nonparticipants who applied for SNAP or completed paperwork to recertify for SNAP within the last three years.

Sig. = *, **, *** SNAP nonparticipant and participant or pilot and comparison county responses were significantly different at the 0.10, 0.05, and 0.01 levels, respectively, two-tailed test.

Table D.1.8. Participation experience among current SNAP participants, Pennsylvania

	Overall (%)	Pilot sites (%)	Comparison sites (%)	Sig.
Respondents satisfied with:				
SNAP program overall	74.5	70.6	78.0	
Process of applying for SNAP	85.6	84.3	86.6	
Using the SNAP benefit card	96.2	96.2	96.2	
Ability to get information or explanations in preferred language	98.9	97.7	100.0	
Respondents who agree that:				
The kinds of services received were suitable for needs	83.7	85.6	82.0	
Overall, the staff keep them well informed	87.6	85.6	89.3	
The staff were doing their part to help solve problems	86.0	84.6	87.3	
Staff were knowledgeable about SNAP benefits and procedures	92.7	91.3	93.9	
Staff treated them respectfully	97.3	100.0	94.9	**
Staff are available to help by telephone	88.8	85.0	92.1	
Staff are available for in-person meetings to help	88.9	86.7	90.8	
Sample size	**144-153**	**72-79**	**72-75**	

Source: Mathematica analysis of target population survey data in Pennsylvania.

Note: Sample sizes vary due to item nonresponse.

Sig. = *, **, *** Pilot and comparison county responses were significantly different at the 0.10, 0.05, and 0.01 levels, respectively, two-tailed test.

Table D.1.9. Satisfaction with information received in pilot sites, Pennsylvania

	Overall (%)	SNAP participants(%)	SNAP nonparticipants (%)	Sig.
Very or somewhat satisfied with ability to get information in own language	98.2	100.0	97.7	*
Very or somewhat satisfied with information received about why they should apply	88.4	93.9	86.7	*
Very or somewhat satisfied with information received about how to apply	89.2	91.4	88.5	
Very or somewhat satisfied with how easy it is to get questions answered about SNAP	84.4	85.2	84.1	
Sample size	**179-256**	**39-56**	**140-200**	

Source: Mathematica analysis of target population survey data in Pennsylvania.

Note: Only includes responses from those who reported receiving information or being contacted about SNAP in the pilot. Sample sizes vary due to item nonresponse.

Sig. = *, **, *** SNAP nonparticipant and participant responses were significantly different at the 0.10, 0.05, and 0.01 levels, respectively, two-tailed test.

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APPENDIX D.2

WASHINGTON CLIENT SURVEY

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Table D.2.1. Demographics and background of survey respondents, Washington

	Full sample (%)	Pilot sites (%)	Comparison sites (%)	Sig.	Participants (%)	Nonparticipants (%)	Sig.
Demographics							
Female	57.7	57.2	58.6		58.1	56.5	
Elderly	52.6	49.7	56.9	***	46.0	69.3	***
Educational attainment							
Less than high school	26.5	28.3	23.9		26.1	27.8	
GED or high school graduate	31.4	31.4	31.5		31.5	30.7	
Attended some college or obtained a college degree	42.1	40.3	44.6		42.4	41.5	
Race/ethnicity							
Hispanic or Latino	13.9	16.7	9.8	***	14.7	12.1	
Non-Hispanic white	63.5	59.9	68.8	***	60.2	72.0	***
Primary language is English	85.6	85.7	85.4		84.6	87.9	*
Married	20.2	19.0	22.1		16.5	29.8	***
Computer access							
Respondent has access to a computer	71.2	69.0	74.4	**	73.6	65.1	***
Computer used most often is at home	64.0	62.4	66.3		62.2	69.4	**
Computer usage occurs daily	43.0	40.1	46.8	**	42.6	44.2	
Benefit receipt							
Ever applied to SNAP	85.1	86.8	82.5	**	100.0	46.1	***
Enrolled in SNAP	72.2	75.3	67.7	***	100.0	0.0	
Sample size	**1704-1727**	**1058-1074**	**641-653**		**1327-1344**	**363-376**	

Source: Mathematica analysis of target population survey data in Washington.

Note: Sample sizes vary due to item nonresponse.

Sig. = *, **, *** Pilot and comparison county or SNAP nonparticipant and participant responses were significantly different at the 0.10, 0.05, and 0.01 levels, respectively, two-tailed test.

Table D.2.2. Food security in the past 30 days, Washington

	Pilot	Comparison	Sig.	Participants	Nonparticipants	Sig.
Food bought did not last; no money to get more (percent)						***
Often	27.3	25.6		31.9	12.6	
Sometimes	32.9	30.7		34.4	26.1	
Never	39.9	43.7		33.7	61.4	
Could not afford to eat balanced meals (percent)						***
Often	24.0	23.6		27.2	15.0	
Sometimes	33.1	30.5		34.5	26.0	
Never	42.9	45.9		38.3	58.9	
Adult(s) in household cut size of meals or skipped meals because not enough money for food (percent)	38.2	33.6	*	42.0	21.9	***
If yes, average number of days	8.8	9.1		8.9	8.8	
Ever ate less because not enough money to buy food (percent)	40.9	36.3	*	44.5	25.0	***
Were hungry but did not eat because could not afford food (percent)	26.6	25.9		31.7	12.3	***
Sample size	**1053-1070**	**641-650**		**1322-1339**	**365-373**	

Source: Mathematica analysis of target population survey data in Washington.

Note: Sample sizes vary due to item nonresponse.

Sig. = *, **, *** Pilot and comparison county or SNAP nonparticipant and participant responses were significantly different at the 0.10, 0.05, and 0.01 levels, respectively, two-tailed test.

Table D.2.3. SNAP knowledge and application reasons, Washington

	SNAP participants	SNAP nonparticipants[a]	Sig.	Pilot sites	Comparison sites	Sig.
Learning about SNAP						
Percentage reporting that they heard about SNAP:						
While applying for other benefits/referred by other agency	29.0	26.5		27.2	31.6	*
From friend/family	35.5	25.7	*	34.8	34.6	
Had general knowledge about/previous exposure to SNAP	17.9	23.3		18.8	18.0	
Other	27.5	33.3		28.5	26.6	
Before submitted application, percentage who:						
Called SNAP office or a hotline to learn more about SNAP and how to apply	20.4	14.7		17.4	24.0	***
Had a telephone call or meeting where someone asked questions about income, assets, or expenses to ascertain whether they might qualify and how much they could receive	40.4	41.1		40.3	40.6	
Reasons for applying for SNAP						
Percentage reporting factor as reason they decided to apply						
Loss of employment or other income	43.5	36.8		43.5	42.0	
Just decided it was time	36.2	39.3		33.7	40.3	**
Other	40.8	33.1		40.7	40.3	
Percentage reporting that factor affected their decision to apply						
Able to use a computer to apply from home or another place	25.9	23.6		26.1	25.2	
Able to have telephone interview instead of going to office	55.4	56.4		55.5	55.5	
More informed about the program because learned about it at a mobile Community Services Office, senior center, or medical clinic	35.6	34.5		35.0	36.0	
People at SNAP office are more helpful than they used to be	64.4	55.9		66.1	59.8	**
Sample size	**1251-1338**	**72-78**		**834-897**	**494-524**	

Source: Mathematica analysis of target population survey data in Washington.

Note: Sample sizes vary due to item nonresponse.

[a]This group includes nonparticipants who applied for SNAP or completed paperwork to recertify for SNAP within the last three years.

Sig. = *, **, *** SNAP nonparticipant and participant or pilot and comparison county responses were significantly different at the 0.10, 0.05, and 0.01 levels, respectively, two-tailed test.

Table D.2.4. Previous SNAP experience among nonparticipants who had ever applied, Washington

	All SNAP nonparticipants
Number of respondents who ever applied for SNAP before	184
Percentage who completed application process last time they applied for or were recertified for SNAP	93.4
Percentage of them who received benefits	66.0
Number of respondents whose most recent SNAP application was denied and would not apply again	59
Percentage reporting a particular factor affected decision to not apply again	49.8
Think they would not be eligible for benefits	45.1
Think they would be eligible for only a small amount of benefits	84.2
Can get by on own without benefits	71.9
Think others need benefits more than they do	24.6
Could get food from friends and/or relatives	80.6
Some other reason	49.8

Source: Mathematica analysis of target population survey data in Washington.

Table D.2.5. Comfort with SNAP, Washington

	Experiences of current SNAP participants				Perceptions of SNAP nonparticipants who have never applied before			
	Overall	Pilot sites (%)	Comparison sites (%)	Sig.	Overall	Pilot sites (%)	Comparison sites (%)	Sig.
Percentage of participants reporting that they:								
Have hidden/would hide that they receive SNAP	16.8	16.3	17.7		23.1	23.9	22.2	
Have avoided/would avoid telling people they receive SNAP	21.0	19.8	23.1		44.7	46.4	42.9	
Sample size	**1321-1335**	**844-851**	**477-484**		**173-181**	**96-101**	**77-80**	

Source: Mathematica analysis of target population survey data in Washington.

Note: Sample sizes vary due to item nonresponse.
Sig. = *, **, *** Pilot and comparison county responses were significantly different at the 0.10, 0.05, and 0.01 levels, respectively, two-tailed test.

Table D.2.6. SNAP knowledge and impressions among nonparticipants who never applied, Washington

	Overall	Pilot	Comparison	Sig.
Knowledge of SNAP				
Percentage who had heard of SNAP before	85.5	87.1	83.7	
Percentage who think they may be eligible to receive SNAP benefits	42.2	37.4	48.1	
Of those, percentage who thought so before they participated in the interview	68.5	63.2	74.0	
Percentage who are somewhat or very certain about where to go or whom to contact to apply for SNAP	44.7	45.9	43.4	
Reasons for not applying for SNAP				
Percentage reporting reason as most important reason for not applying				
Would not be eligible	16.6	19.1	14.0	
Can get by on own without benefits	19.3	20.5	18.0	
Others need benefits more	8.1	7.7	8.5	
Other	56.0	52.7	59.5	
Number of respondents reporting that they can get by on their own	132	80	52	
Of those, the percentage who meant they				
Have enough food for household	94.7	94.3	95.2	
Have friends or family to help provide them with what they need	61.2	61.6	60.6	
Are able to draw from their assets	59.9	66.0	52.9	
Have some other reason	31.8	24.7	40.1	*
Suggested program changes				
Factors that would Make Nonparticipants More Likely to Apply				
Simpler application process	46.4	42.6	50.5	
Better treatment by staff at the SNAP office	29.0	24.3	34.3	
More information about eligibility	57.9	56.9	59.0	
Some other change	18.7	21.0	16.2	
Sample size	**152-187**	**88-107**	**61-80**	

Source: Mathematica analysis of target population survey data in Washington.

Note: Sample sizes vary due to item nonresponse.

Sig. = *, **, *** Pilot and comparison county responses were significantly different at the 0.10, 0.05, and 0.01 levels, respectively, two-tailed test.

Table D.2.7. Activities during most recent SNAP experience, Washington

	Overall	SNAP participants	SNAP nonparticipants[a]	Sig.	Pilot sites	Comparison sites	Sig.
Mode of application							
Number of respondents who submitted application on their own	879	831	47		558	321	
Percentage who submitted the application in person	73.0	73.9	60.1	*	75.7	68.8	**
Number of respondents who had help with the application	601	557	40		381	220	
							*
Percentage who got most help from SNAP office staff or any community organization	37.0	37.2	39.3		34.2	41.5	
Percentage who got most help from relative, friend, neighbor, or some other person	63.0	62.8	60.7		65.8	58.5	
Visiting the SNAP Office							
Number of respondents who had to go to the SNAP office to complete the application process	983	931	49		634	349	
Percentage who had to go to the office just once	69.6	69.3	75.3		68.7	71.2	
Percentage who used own money to pay for transportation to go to the office to obtain something or complete the application	65.5	65.5	65.6		65.8	64.9	

Source: Mathematica analysis of target population survey data in Washington.

[a]This group includes nonparticipants who applied for SNAP or completed paperwork to recertify for SNAP within the last three years.

Sig. = *, **, *** SNAP nonparticipant and participant or pilot and comparison county responses were significantly different at the 0.10, 0.05, and 0.01 levels, respectively, two-tailed test.

Table D.2.8. Participation experience among current SNAP participants, Washington

	Overall (%)	Pilot sites (%)	Comparison sites (%)	Sig.
Respondents satisfied with:				
SNAP program overall	82.8	84.0	80.8	
The process of applying for SNAP	89.5	89.3	89.9	
Using the SNAP benefit card	97.3	97.4	96.9	
Ability to get information or explanations in preferred language	95.3	95.3	95.2	
Respondents who agree that:				
The kinds of services received were suitable for needs	86.3	86.2	86.6	
Overall, the staff kept them well informed	88.5	89.6	86.6	
Staff were doing their part to help solve problems	88.6	88.2	89.2	
Staff were knowledgeable about SNAP benefits and procedures	92.6	93.1	91.7	
Staff treat them respectfully	93.4	94.3	91.9	
Staff are available to help by telephone	79.9	81.6	77.1	*
Staff are available for in-person meetings to help	87.8	87.9	87.6	
Sample size	**1209-1330**	**765-847**	**444-485**	

Source: Mathematica analysis of target population survey data in Washington.

Note: Sample sizes vary due to item nonresponse.

Sig. = *, **, *** Pilot and comparison county responses were significantly different at the 0.10, 0.05, and 0.01 levels, respectively, two-tailed test.

Table D.2.9. Satisfaction with information received in pilot sites, Washington

	Overall (%)	SNAP participants (%)	SNAP nonparticipants (%)	Sig.
Very or somewhat satisfied with ability to get information in own language	95.7	96.5	93.3	
Very or somewhat satisfied with information received about why they should apply	88.2	90.2	81.0	**
Very or somewhat satisfied with information received about how to apply	85.1	88.2	75.2	***
Very or somewhat satisfied with how easy it is to get questions answered about SNAP	80.6	82.6	74.8	*
Sample size	**453-720**	**354-580**	**96-136**	

Source: Mathematica analysis of target population survey data in Washington.

Note: Includes only responses from those who reported receiving information or being contacted about SNAP in the pilot. Sample sizes vary due to item nonresponse.

Sig. = *, **, *** SNAP nonparticipant and participant responses were significantly different at the 0.10, 0.05, and 0.01 levels, respectively, two-tailed test.

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