



## Effects of the Immigration Reform and Control Act

---

United States  
Department of  
Agriculture

Food and  
Consumer  
Service

Office of  
Analysis and  
Evaluation

# Impact of the Legalization Program on the Food Stamp Program



United States  
Department of  
Agriculture

Food and  
Consumer  
Service

3101 Park Center Drive  
Second Floor  
Alexandria, VA 22302

---

## **Impact of the Legalization Program on the Food Stamp Program**

**Kristen Mosteller and Julie Sykes**

A product of  
Phoenix Planning & Evaluation, Ltd.  
3204 Tower Oaks Boulevard  
Suite 200  
Rockville, MD 20852

**August 1995**

Section 404 of the Immigration Reform and Control Act of 1986 mandated two Administration reports on the legalization program established under Section 245A of the Immigration and Nationality Act.

The first report, *Immigration Reform and Control Act: Report on the Legalized Alien Population*, was submitted to the Congress of the United States by the Department of Justice, Immigration and Naturalization Service in 1992.

The second report, *Effects of the Immigration Reform and Control Act*, consists of three volumes:

U.S. Department of Labor, Bureau of International Labor Affairs: *Effects of the Immigration Reform and Control Act: Characteristics and Labor Market Behavior of the Legalized Population Five Years Following Legislation*.

U.S. Department of Health and Human Services, Administration for Children and Families: *Effects of the Immigration Reform and Control Act: State Legalization Impact Assistance Grant Program, Final Report, 1995*.

U.S. Department of Agriculture, Food and Consumer Service: *Effects of the Immigration Reform and Control Act: Impact of the Legalization Program on the Food Stamp Program*.

Copies of these reports can be purchased from the National Technical Information Service by calling (703) 487-4650.

## ACKNOWLEDGMENTS

The authors would like to thank the following persons for their contributions to this report: Jenny Genser of the Food and Consumer Service, who provided guidance throughout the project; Sharron Cristofar, Steven Carlson, Joe Shea, all from FCS, Shirley Smith from the Department of Labor, and John Bjerke from the Immigration and Naturalization Service, for their review of the draft report; Shirley Smith, who assisted with the LPS2 design and provided the LPS2 data; Dave Howell with the Department of Human Services, Office of Refugee Resettlement, who provided access to the LAPS data; and Ray Grose from Martin Marietta Corporation, who developed the matching program and performed the matches. Valuable review and commentary were also provided by Gary Glickman of Phoenix Planning and Evaluation, and by Walter Corson and Tom Fraker of Mathematica Policy Research.

We extend a special thanks to the food stamp agencies in the seven states and eleven California counties for providing us with extracts of food stamp records from their databases. Without the efforts of the following persons, the matching research would not have been possible.

Richard Anderson, Arizona Department of Economic Security

William Hudgens and Ray DeSear, State of Florida Department of Health and Rehabilitative Services

Timothy Grace and Bruce Strom, Illinois Department of Public Aid

William Carter and Rudy Myers, State of New Jersey Department of Human Services

Alison Faehl, New Mexico Department of Human Services

Robert Seaman and Ruth Lowell, New York State Department of Social Services

Ralph Hawkins and Mary Whiteaker, Texas Department of Human Services

Marcia Abbott, Alameda County Social Services Agency

Cathi Huerta, Fresno County Department of Social Services

Gail Dershowitz and Silvia Diaz, Los Angeles County Department of Public Social Services

Arnold Winkle, Orange County Social Services Agency

Patricia Reynolds, Riverside County Department of Public Social Services

Jeanine Chenault, San Bernardino County Department of Public Social Services

Robert Modell, San Diego County Department of Social Services

Leo O'Farrell, San Francisco City and County Department of Social Services

Irene Stevens, San Mateo County Human Services Agency

Larry Engstrom, Santa Clara County Social Services Agency

Pat Judkins, Pat Coin, and Patricia Sanchez, Ventura County Public Social Services Agency

FNS Contract Number: 53-3198-2-012

FNS Project Officer: Jenny Genser

## TABLE OF CONTENTS

| Chapter  | Page      |
|--|-----------|
| Executive Summary . . . . .  | xi        |
| <b>I. BACKGROUND AND MOTIVATION FOR THE STUDY . . . . .</b>  | <b>1</b>  |
| Objectives of the Study . . . . .  | 2         |
| The IRCA Legislation . . . . .   | 2         |
| Organization of the Report . . . . .   | 4         |
| <b>II. RESEARCH METHODOLOGY . . . . .</b>  | <b>5</b>  |
| Research Design . . . . .  | 5         |
| Data Sources . . . . .   | 5         |
| Estimation of FSP Eligibility . . . . .  | 7         |
| Measurement of FSP Participation . . . . .   | 11        |
| Measurement of Cost Impact . . . . .   | 16        |
| Data Limitations . . . . .   | 16        |
| <b>III. CHARACTERISTICS OF THE LEGALIZED POPULATION<br/>AND CHARACTERISTICS OF LEGALIZED ELIGIBLES . . . . .</b>                   | <b>21</b> |
| Number and Characteristics of Legalized Alien Households<br>and Individuals . . . . .  | 22        |
| Number and Characteristics of FSP-Eligible Legalized Alien<br>Households and Individuals . . . . .                                 | 26        |
| Comparison of FSP-Eligible Legalized Alien Households and<br>Individuals with Ineligibles and Other Eligible Populations . . . . . | 33        |
| <b>IV. LEGALIZED ALIEN FOOD STAMP PARTICIPANTS . . . . .</b>   | <b>51</b> |
| Number and Characteristics of Legalized Alien Households<br>and Individuals Participating in the FSP . . . . .                     | 51        |

**TABLE OF CONTENTS**  
**(Continued)**

| <b>Chapter</b>   | <b>Page</b> |
|--|-------------|
| Comparisons of Legalized Alien Participants with Eligible<br>Legalized Aliens and with Other FSP Populations . . . . . | 56          |
| Participation Rates and Comparison of Characteristics<br>by State . . . . .  | 64          |
| <b>V. THE EFFECT OF IRCA ON PARTICIPATION AND COSTS . . . . .</b>  | <b>75</b>   |
| Summary of Participation and Costs . . . . .   | 75          |
| Observed Growth in Participation . . . . .   | 75          |
| FCS Projections and the Research Findings on Participation<br>and Cost . . . . .                                       | 77          |
| Conclusions . . . . .  | 77          |
| <b>References . . . . .</b>  | <b>79</b>   |

## APPENDICES

|  |     |
|--|-----|
| APPENDIX A: STATE MATCH REPORTS . . . . .                    | 83  |
| APPENDIX B: CREATION OF THE LPS2 ANALYSIS DATABASE . . . . . | 137 |
| APPENDIX C: SENSITIVITY OF ELIGIBILITY ESTIMATES . . . . .   | 153 |
| APPENDIX D: FOSTERS FSP ELIGIBILITY MODEL . . . . .          | 159 |



## LIST OF TABLES AND EXHIBITS

| Table  |  | Page |
|--------|--|------|
| 1      | FOOD STAMP PROGRAM ELIGIBILITY AND PARTICIPATION<br>AMONG THE LEGALIZED POPULATION .....         | xiv  |
| 2      | COMPARISON OF PARTICIPATION RATES IN THE GENERAL,<br>HISPANIC AND LEGALIZED POPULATIONS .....    | xvi  |
| 3      | PARTICIPATION IN THE FOOD STAMP PROGRAM AMONG<br>THE LEGALIZED POPULATION .....                  | xix  |
| 4      | LEGALIZED ALIEN INDIVIDUALS AND HOUSEHOLDS AS A<br>PERCENTAGE OF THE FOOD STAMP POPULATION ..... | xx   |
| II.1   | STATES SELECTED FOR THE MATCHING RESEARCH .....  | 14   |
| II.2   | CALIFORNIA COUNTIES SELECTED FOR THE MATCH RESEARCH .....  | 18   |
| II.3   | STRUCTURE OF THE MATCHING PROGRAM .....  | 20   |
| III.1  | THE NUMBER OF HOUSEHOLDS AND PERSONS REPRESENTED<br>IN THE LPS2 SURVEY .....                     | 23   |
| III.2  | PLACE OF CITIZENSHIP OF LEGALIZED ALIENS .....   | 24   |
| III.3  | STATE OF RESIDENCE OF LEGALIZED ALIENS .....   | 25   |
| III.4  | COMPOSITION OF HOUSEHOLDS WITH A LEGALIZED ALIEN .....   | 27   |
| III.5  | DEMOGRAPHIC CHARACTERISTICS OF LPS2 RESPONDENTS .....  | 28   |
| III.6  | LABOR FORCE PARTICIPATION OF LPS2 RESPONDENTS .....  | 29   |
| III.7  | INDUSTRY AND OCCUPATION OF EMPLOYED LPS2<br>RESPONDENTS .....                                    | 30   |
| III.8  | KNOWLEDGE OF AND PARTICIPATION IN THE<br>FOOD STAMP PROGRAM .....                                | 31   |
| III.9  | OVERVIEW OF ELIGIBILITY RESULTS .....  | 32   |
| III.10 | BASELINE ELIGIBILITY RESULTS .....   | 34   |
| III.11 | DISTRIBUTION OF INCOME AND UNIT SIZE OF<br>BASELINE ELIGIBLE UNITS .....                         | 35   |
| III.12 | CHARACTERISTICS OF BASELINE ELIGIBLE UNITS .....   | 36   |
| III.13 | COMPARISON OF FOOD STAMP UNIT COMPOSITION .....  | 38   |
| III.14 | COMPARISON OF FOOD STAMP UNIT SIZE .....   | 39   |

| <b>Table</b>  | <b>Page</b> |
|---|-------------|
| III.15 COMPARISON OF DEMOGRAPHICS OF THE HEAD OF THE FOOD STAMP UNIT .....  | 41          |
| III.16 COMPARISON OF EMPLOYMENT STATUS OF THE HEAD OF THE FOOD STAMP UNIT .....   | 42          |
| III.17 COMPARISON OF FOOD STAMP UNITS GROSS MONTHLY INCOME AS A PERCENT OF POVERTY .....  | 44          |
| III.18 COMPARISON OF EARNED AND UNEARNED INCOME OF THE FOOD STAMP UNIT .....  | 45          |
| III.19 COMPARISON OF FOOD STAMP PROGRAM ELIGIBILITY CRITERIA .....  | 47          |
| III.20 COMPARISON OF SELECTED CHARACTERISTICS OF ELIGIBLE FOOD STAMP UNITS .....  | 48          |
| IV.1 PARTICIPATION IN THE FOOD STAMP PROGRAM AMONG THE LEGALIZED POPULATION .....   | 53          |
| IV.2 CHARACTERISTICS OF PARTICIPATING LEGALIZED ALIEN FOOD STAMP UNITS .....  | 54          |
| IV.3 CHARACTERISTICS OF LEGALIZED ALIEN PARTICIPANTS .....  | 55          |
| IV.4 ELIGIBILITY AND PARTICIPATION RATES AMONG THE LEGALIZED POPULATION .....   | 57          |
| IV.5 PARTICIPATION RATES AMONG ELIGIBLE LEGALIZED ALIEN HOUSEHOLDS .....  | 59          |
| IV.6 PARTICIPATION RATES AMONG ELIGIBLE LEGALIZED ALIENS .....  | 60          |
| IV.7 COMPARISON OF THE LEGALIZED POPULATION TO THE GENERAL AND HISPANIC POPULATIONS .....   | 62          |
| IV.8 COMPARISON OF CHARACTERISTICS OF PARTICIPATING HOUSEHOLDS AMONG THE LEGALIZED ALIEN, GENERAL, AND HISPANIC POPULATIONS ..... | 63          |
| IV.9 COMPARISON OF HOUSEHOLD PARTICIPATION RATES AMONG THE LEGALIZED ALIEN, GENERAL, AND HISPANIC POPULATIONS .....               | 65          |
| IV.10 COMPARISON OF PARTICIPATION RATES AMONG THE LEGALIZED ALIEN, GENERAL, AND HISPANIC POPULATIONS .....                        | 66          |
| IV.11 LEGALIZED ALIEN INDIVIDUALS AND HOUSEHOLDS AS A PERCENTAGE OF THE FOOD STAMP POPULATION .....                               | 67          |
| IV.12 SUMMARY OF MEANS FOR LEGALIZED ALIEN HOUSEHOLDS .....   | 69          |
| IV.13 COMPARISON OF INCOME SOURCES FOR LEGALIZED ALIEN FSP HOUSEHOLDS .....   | 70          |

| <b>Table</b>  | <b>Page</b> |
|---|-------------|
| IV.14 COMPARISON OF MONTHLY BENEFITS FOR LEGALIZED ALIEN<br>AND GENERAL FOOD STAMP HOUSEHOLDS ..... | 72          |
| V.1 LEGALIZED ALIEN PARTICIPATION AND COST<br>SUMMARY OF FINDINGS .....                             | 76          |
| V.2 LEGALIZED ALIEN PARTICIPATION AND COST<br>FCS PROJECTIONS VERSUS MATCH FINDINGS .....           | 78          |
| A.I.1 ARIZONA HOUSEHOLD CHARACTERISTICS .....   | 86          |
| A.I.2 ARIZONA INDIVIDUAL CHARACTERISTICS .....  | 87          |
| A.I.3 ARIZONA COMPARISON OF CHARACTERISTICS<br>AND PARTICIPATION RATES .....                        | 88          |
| A.I.4 ARIZONA HOUSEHOLD CHARACTERISTICS 6/94 AND 10/93 .....  | 89          |
| A.II.1 CALIFORNIA HOUSEHOLD CHARACTERISTICS .....   | 93          |
| A.II.2 CALIFORNIA INDIVIDUAL CHARACTERISTICS .....  | 94          |
| A.II.3 CALIFORNIA COMPARISON OF CHARACTERISTICS<br>AND PARTICIPATION RATES .....                    | 95          |
| A.III.1 FLORIDA HOUSEHOLD CHARACTERISTICS .....   | 99          |
| A.III.2 FLORIDA INDIVIDUAL CHARACTERISTICS .....  | 100         |
| A.III.3 FLORIDA COMPARISON OF CHARACTERISTICS<br>AND PARTICIPATION RATES .....                      | 101         |
| A.IV.1 ILLINOIS HOUSEHOLD CHARACTERISTICS .....   | 105         |
| A.IV.2 ILLINOIS INDIVIDUAL CHARACTERISTICS .....  | 106         |
| A.IV.3 ILLINOIS COMPARISON OF CHARACTERISTICS<br>AND PARTICIPATION RATES .....                      | 107         |
| A.V.1 NEW JERSEY HOUSEHOLD CHARACTERISTICS .....  | 111         |
| A.V.2 NEW JERSEY INDIVIDUAL CHARACTERISTICS .....   | 112         |
| A.V.3 NEW JERSEY COMPARISON OF CHARACTERISTICS<br>AND PARTICIPATION RATES .....                     | 113         |
| A.VI.1 NEW MEXICO HOUSEHOLD CHARACTERISTICS .....   | 117         |
| A.VI.2 NEW MEXICO INDIVIDUAL CHARACTERISTICS .....  | 118         |
| A.VI.3 NEW MEXICO COMPARISON OF CHARACTERISTICS<br>AND PARTICIPATION RATES .....                    | 119         |

| <b>Table</b>   | <b>Page</b> |
|--|-------------|
| A.VII.1 NEW YORK HOUSEHOLD CHARACTERISTICS .....   | 123         |
| A.VII.2 NEW YORK INDIVIDUAL CHARACTERISTICS .....  | 124         |
| A.VII.3 NEW YORK COMPARISON OF CHARACTERISTICS<br>AND PARTICIPATION RATES .....                                  | 125         |
| A.VIII.1 TEXAS HOUSEHOLD CHARACTERISTICS .....   | 129         |
| A.VIII.2 TEXAS INDIVIDUAL CHARACTERISTICS .....  | 130         |
| A.VIII.3 TEXAS COMPARISON OF CHARACTERISTICS<br>AND PARTICIPATION RATES .....                                    | 131         |
| A-1 CHARACTERISTICS OF NOTE .....  | 133         |
| A-2 DIFFERENCES IN EXTRACTS .....  | 134         |
| B.1 IMPUTATION OF VEHICLE VALUES .....   | 143         |
| B.2 VEHICLE VALUE IMPUTATION SELECTION CRITERIA .....  | 144         |
| B.3 EFFECT OF VEHICLE VALUE IMPUTATION .....   | 145         |
| B.4 DISTRIBUTION OF EQUITY-TO-VALUE RATIO OF THE<br>NEWEST VEHICLE BY VEHICLE VALUE .....                        | 146         |
| B.5 DISTRIBUTION OF EQUITY-TO-VALUE RATIO OF ALL<br>OTHER VEHICLES BY AVERAGE VALUE .....                        | 147         |
| B.6 EFFECT OF WEEKLY EARNINGS IMPUTATION .....   | 148         |
| B.7 FSP ELIGIBILITY PARAMETERS FOR 1992 FISCAL YEAR .....  | 149         |
| B.8 STANDARD UTILITY ALLOWANCE FOR STATES THAT DO NOT<br>VARY THE ALLOWANCE BY HOUSEHOLD SIZE JANUARY 1992 ..... | 150         |
| B.9 STANDARD UTILITY ALLOWANCE FOR STATES THAT VARY<br>THE AMOUNT BY HOUSEHOLD SIZE JANUARY 1992 .....           | 151         |
| C.1 SENSITIVITY ANALYSIS .....   | 157         |
| D.1 REFERENCE MONTHS AND INTERVIEW MONTHS OF WAVE 7 OF<br>THE 1990 PANEL AND WAVE 4 OF THE 1991 PANEL .....      | 163         |
| D.2 WEIGHTED AND UNWEIGHTED SAMPLE SIZES IN JANUARY 1992 .....   | 164         |
| <b>Exhibit</b>   | <b>Page</b> |
| II.1 DISTRIBUTION OF THE LEGALIZED POPULATION .....  | 13          |
| II.2 DISTRIBUTION OF THE CALIFORNIA LEGALIZED POPULATION .....   | 17          |

## EXECUTIVE SUMMARY

This report was conducted to obtain information about how a group of immigrants legalized by the Immigration Reform and Control Act of 1986 (IRCA) has affected participation and costs in the Food Stamp Program (FSP). Sponsored by the Food and Consumer Service (FCS), U.S. Department of Agriculture, this research focuses on the participation of people legalized by Section 245A of the IRCA legislation.<sup>1</sup> This section applied to individuals who in 1986 had resided continuously in the United States since January 1982. People seeking temporary residency under this provision were required to wait five years<sup>2</sup> before applying for social welfare programs such as the FSP and Aid to Families with Dependent Children (AFDC). For most applicants, this five-year wait ended between May 1992 and May 1993.

The legalized population provides a unique opportunity to study food stamp participation patterns. Never before has such a large number of potential food stamp participants become eligible to participate in the FSP within such a short period of time. In addition, because a relatively large percentage of legalized aliens have wage earnings, the legalized population may shed some light on food stamp participation among the working poor.

Studies have shown that the legalized population is poorer than the U.S. population in general, with a sizable proportion living in poverty. However, research also indicates that the vast majority of legalized aliens work, and are more likely to avoid government assistance even when they qualify for benefits.<sup>3,4,5</sup> Some researchers, pointing to the low incomes of this population, predicted that many legalized aliens would participate in the FSP, thereby increasing caseloads and costs. Others cited their high labor force participation as evidence that legalized aliens were unlikely to participate in the FSP in large numbers. This study was sponsored by the FCS, in order to gain a better understanding of exactly how the legalized population has influenced FSP participation and costs, and how this population might affect future costs.

---

<sup>1</sup> Throughout this report, people legalized under Section 245A of the Immigration Reform and Control Act of 1986 will be referred to as *legalized aliens* or as the *legalized population*.

<sup>2</sup> The five-year waiting period began when the applicant was granted lawful temporary resident status, defined as "successful application."

<sup>3</sup> "The New Immigration: Implications for Poverty and Public Assistance Utilization." *Migration World*, vol. XV, no. 5, pp. 7-13, 1990. Leif Jensen, Marta Tienda.

<sup>4</sup> "A Survey of Newly Legalized Persons in California." Prepared for the California Health and Welfare Agency by Comprehensive Adult Student Assessment System 1989.

<sup>5</sup> U.S. Department of Justice, Immigration and Naturalization Service. "Immigration Reform and Control Act Report on the Legalized Alien Population." Washington, DC: DOJ, March 1992.

## STUDY OBJECTIVES AND METHODS

Given the reasons for FCS's interest in the effects of IRCA, this study focused on the following questions concerning the legalized population:

- What are the characteristics of the legalized population?
- How many legalized aliens are eligible to participate in the FSP? What are the characteristics of eligible legalized aliens? How do eligible legalized aliens compare to ineligible legalized aliens? How do eligible legalized aliens compare to other eligible populations such as Hispanics and the general population?
- How many legalized aliens are participating in the FSP? What are the characteristics of these participants? How do legalized alien food stamp participants differ from eligible legalized aliens *not* receiving food stamps? How do they differ from other FSP participants in the Hispanic and general populations?
- What is the overall impact of IRCA on the FSP? How has legalized alien participation changed over time? How does legalized alien participation in the FSP compare to FCS projections?

To answer these questions, two research techniques were employed. To estimate eligibility, we used household information from a large survey of the legalized population, the Second Legalized Population Survey (LPS2), in conjunction with a computer model that simulates the steps of a food stamp case worker in determining eligibility. Using the income and asset information reported by LPS2 respondents, the model determined whether or not households were eligible for food stamps at the time of the survey (summer 1992). For eligible households, the model also calculated the benefit amount.

To measure legalized alien participation in the FSP, we matched extracts of food stamp case records from food stamp offices in eight states with a database of legalized aliens maintained by the U.S. Immigration and Naturalization Service (INS). For each state, participant information was linked with INS data, and output reports were generated containing counts of legalized alien households and individuals participating in the FSP, as well as summary characteristics. These reports provide information about legalized alien FSP participation in the spring and summer of 1994.

Findings from the LPS2 analysis and the "matching" research were combined to obtain food stamp participation rates for the legalized population. The results are summarized in the following discussion.

## **THE LEGALIZED POPULATION**

Findings from the LPS2 survey provide the following information about the legalized population in the summer of 1992:

- The majority of legalized aliens immigrated from Mexico and Central America (70 and 14 percent, respectively).
- Over half (55 percent) of the legalized population resided in California. The rest resided primarily in the following seven states: Texas (17 percent), Illinois (7 percent), New York (7 percent), Florida (3 percent), Arizona (2 percent), New Jersey (2 percent), and New Mexico (1 percent).
- There were few elderly people or children represented in the legalized population. The median age of a legalized alien was 35.
- Legalized aliens have relatively little formal education. At the time of the survey, 71 percent did not have a high school diploma or the equivalent.
- Legalized aliens were likely to live in large extended families with children. Almost half (46 percent) of all legalized alien households contained a married couple with children. Almost a quarter (24 percent) of the survey respondents lived with extended family members. The average household size was 4.5 persons.
- Legalized aliens worked primarily in blue-collar jobs (79 percent) and earned slightly more than the minimum wage. Most were employed full-time (65 percent) working an average of 41 hours a week.
- Legalized aliens tended to be poor. Over half (52 percent) of all households interviewed qualified to be asked the special set of FSP-related questions.

## **LEGALIZED ALIENS ELIGIBLE TO PARTICIPATE IN THE FSP**

In 1992, approximately 27 percent of legalized aliens (395,996 persons) were eligible for food stamps, based on their income and assets at the time (Table 1). Approximately 27 percent of households containing a legalized alien (246,317 households) were eligible for food stamps (Table 1). The eligibility analysis also revealed the following about FSP-eligible legalized aliens:

- Eligible legalized alien households contained an average of 4.4 members. These households had an average gross income of \$909 and an average net food stamp income of \$532. They qualified for an average benefit of \$237.

TABLE 1

**FOOD STAMP PROGRAM ELIGIBILITY AND PARTICIPATION  
AMONG THE LEGALIZED POPULATION**

| FSP ELIGIBILITY  | 1992    |         |
|--|---------|---------|
| Eligible legalized alien households  | 246,317 |         |
| As a percent of all legalized alien households   | 27%     |         |
| Eligible legalized alien individuals   | 395,996 |         |
| As a percent of all legalized aliens   | 27%     |         |
| FSP PARTICIPATION  | 1992    | 1994    |
| Participating legalized alien households <sup>a</sup>  | 115,694 |         |
| As a percent of all legalized alien households   | 13%     |         |
| Participating legalized alien households w/ legalized aliens included in the unit <sup>b</sup> | 12,011  | 141,987 |
| As a percent of all legalized alien households   | 1%      | 16%     |
| Participating legalized alien individuals  | 15,723  | 192,483 |
| As a percent of all legalized aliens   | 1%      | 13%     |

**SOURCES:** Estimates of eligible legalized aliens came from the eligibility model based on LPS2 data. Estimates of legalized alien participants came from matches of INS data with state food stamp records, as adjusted for the nation. Legalized alien FSP households and individuals as a percentage of all households and individuals were computed using the numbers of legalized alien households (905,386) and individuals (1,474,738) estimated to be residing in the United States at the time of the LPS2 survey. Legalized alien participation as a percentage of total participation was computed using the average number of households (11,130,401) and participants (27,105,564) in the FSP in FY 1994 through April (Food Stamp Program National Data Bank.)

<sup>a</sup> There were 115,694 legalized alien households participating in the FSP in the summer of 1992. Although legalized aliens resided in these households, in most cases they were not participating in the food stamp program. This is primarily because most were still prohibited from participating in the FSP by the five-year waiting period.

<sup>b</sup> Of the 115,694 legalized alien households participating in the FSP in the summer of 1992, 12,011 contained legalized alien members that were participating in the FSP. These aliens had, by definition, fulfilled the five-year waiting period.

- Almost half (47 percent) of all eligible legalized alien households were two-parent households, and the majority (84 percent) contained children.
- The majority (85 percent) of eligible legalized alien households received no public assistance at the time of the survey. About 12 percent received AFDC benefits.

The FSP eligibility rate for legalized alien households (27 percent) exceeds that of the general population (15 percent), but it is comparable to the eligibility rate for the Hispanic population (31 percent) (Table 2). The comparison of the legalized alien participation rate with the Hispanic participation rate is appropriate because a large majority (91 percent) of the legalized population is of Mexican, Caribbean, Central American, or South American origin. Although these populations are not analogous,<sup>1</sup> they are similar enough to suggest that the participation of legalized aliens may approach that of Hispanics.

### **LEGALIZED ALIENS PARTICIPATING IN THE FSP**

Estimates of participation based on the matching research conducted in the spring and summer of 1994 show that approximately 13 percent (192,483) of all legalized aliens were participating in the FSP (Table 1). With respect to legalized alien households, about 16 percent (141,987) were participating in the FSP.

The characteristics of legalized aliens and legalized alien households participating in the FSP in 1994 were similar to the characteristics of eligibles found in the LPS2 research:

- The average legalized alien food stamp unit contained 3.5 persons. The average number of legalized aliens per unit was 1.4.
- The average benefit amount per household was \$201, and the average benefit per person was \$58. The large majority (84 percent) of participating legalized alien households lived in poverty. Seventeen percent of all legalized alien FSP households were poor enough to receive the maximum food stamp benefit.<sup>2</sup>

---

<sup>1</sup> The Hispanic population contains a substantial percentage of Puerto Ricans, a group not represented in the legalized population. The Hispanic population also contains a much larger percentage of Cubans than the legalized population. In addition, the legalized population includes small numbers of Asians, Africans, Europeans, and non-Hispanic Caribbeans, groups that are not represented in the Hispanic population.

<sup>2</sup> In 1994, the maximum benefit allotment for a household of two in the continental United States was \$206. The maximum allotment for a household of four was \$375. Benefit amounts were considerably larger for residents of Alaska and Hawaii.

TABLE 2

**COMPARISON OF PARTICIPATION RATES IN THE  
GENERAL, HISPANIC AND LEGALIZED POPULATIONS**

|                                      | Legalized<br>Aliens | General<br>Population | Hispanic<br>Population |
|--------------------------------------|---------------------|-----------------------|------------------------|
|                                      | Percent             |                       |                        |
| <b>HOUSEHOLDS</b>                    |                     |                       |                        |
| Percent Eligible                     | 27                  | 15                    | 31                     |
| Percent Participating                | 16                  | 10                    | 19                     |
| Eligible legalized alien individuals | 58                  | 69                    | 61                     |
| <b>PERSONS</b>                       |                     |                       |                        |
| Percent Eligible                     | 27                  | 13                    | 28                     |
| Percent Participating                | 13                  | 10                    | 15                     |
| Participation Rate                   | 49                  | 74                    | 53                     |

SOURCES: Estimates of eligible legalized aliens came from the eligibility model based on LPS2 data. Estimates of legalized alien participants came from matches of INS data with state food stamp records, as adjusted for the nation. Estimates of eligible people and eligible Hispanic people came from the FOSTERS eligibility model, which is based on SIPP data. Estimates of participating people and participating Hispanic people came from FSP Program Operations Data.

- Legalized alien food stamp households tended to have income from wages (42 percent) and AFDC (58 percent). Relatively few legalized alien households received income from General Assistance (GA), Supplemental Security Income (SSI), Social Security, or Unemployment Insurance (UI).
- Half of all legalized alien food stamp recipients were between the ages of 25 and 39, and an additional 25 percent were between the ages of 40 and 59. There were few legalized alien elderly or child participants.<sup>1</sup>
- More than half (65 percent) of all legalized aliens participating in the FSP were female.

### **INCREASE IN FSP PARTICIPATION**

In 1992, based on the LPS2 data, 13 percent of households with legalized aliens were participating in the FSP. Most were receiving food stamps based on the the eligibility of other household members, such as U.S. born children. In fact, only 1 percent (12,011) of participating households included legalized aliens in the food stamp grant at that time, and only 1 percent (15,723) of the legalized population actually participated in the FSP (Table 1).

By comparing the participation levels in 1992 and 1994, we found that the number of legalized alien FSP participants increased from 1 percent to 13 percent over this time period. This increase in participation corresponds with the expiration of the five-year waiting period. As of May 1993, virtually all legalized aliens were permitted to apply for food stamp benefits, whereas very few were eligible to apply in the summer of 1992. Compared with individual participation, household participation grew less during this period — rising from 13 percent to 16 percent. This is because nonlegalized alien household members were not restricted by the five-year waiting period.

### **LEGALIZED ALIEN FSP PARTICIPATION RATES**

The combination of eligibility and participation estimates indicates a food stamp participation rate of 49 percent for legalized alien individuals, and a rate of 58 percent for legalized alien households (Table 2). The participation rate for legalized alien households is close to the rate estimated for Hispanic households (61 percent) in January 1992.<sup>2</sup> If the participation pattern of the legalized population is assumed to follow that of the Hispanic population, future increases in the participation rate are likely to be small.

---

<sup>1</sup> The small number of child participants is not surprising since these children represent the small group of very young immigrants who moved to the U.S. prior to 1982.

<sup>2</sup> "Food Stamp Program Participation Rates: January 1992." Final report submitted to FCS October 1994. Carole Trippe, Julie Sykes.

## THE EFFECT OF IRCA ON PARTICIPATION AND COSTS

Legalized aliens made up less than one percent (0.7 percent) of all food stamp participants in fiscal year (FY) 1994. Households with legalized alien members comprised about 1 percent of all food stamp households in 1994 (Table 3).

In 1994, approximately \$354 million in food stamp benefits was issued to households with legalized aliens. This is about 1.6 percent of the \$22 billion in food stamp benefits issued in FY 1994. Approximately \$135 million in food stamp benefits was issued specifically to legalized aliens. This accounts for about 0.6 percent of all food stamp issuance in 1994.

Because the geographic distribution of the legalized population is uneven, their participation in the FSP has affected some states, such as California, much more than others. These differences are highlighted in Table 4, which shows legalized alien FSP households as a percentage of all food stamp households in each state. In the state of California, legalized alien households comprised approximately 6 percent of all food stamp households, and legalized alien participants comprised 3 percent of all food stamp participants. This finding was not unexpected considering the fact that 55 percent of the legalized population resides in that state. By comparison, in five of the eight match states, legalized aliens accounted for less than one percent of all food stamp participants.

The cost of legalized alien participation in the FSP, as measured by the matching research, is very close to cost projections generated by FCS in December of 1991. At that time, FCS anticipated that in 1994 about 10 percent of the legalized population would participate in the FSP, at an annual cost of \$131 million. Match estimates revealed that approximately 13 percent (192,483) of the legalized population participated, at an annual cost of \$135 million.<sup>1</sup> The total cost of issuance attributed to legalized alien food stamp participants was very close to the cost anticipated by FCS. Issuance as measured by the match exceeded the FCS projection by less than 3 percent.

---

<sup>1</sup> These amounts represent total benefits issued, exclusive of administrative expense.

TABLE 3

**PARTICIPATION IN THE FOOD STAMP PROGRAM  
AMONG THE LEGALIZED POPULATION**

| <b>FOOD STAMP PARTICIPATION</b>                           |                |
|---|----------------|
| Participating Legalized Alien Households                  | 141,987        |
| As a Percent of All FSP Households                        | 1.3%           |
| As a Percent of All Legalized Alien Households            | 15.7%          |
| <b>Participating Legalized Aliens</b>                     | <b>192,483</b> |
| As a Percent of All Participants                          | 0.7%           |
| As a Percent of All Legalized Aliens                      | 13.1%          |
| <b>COST OF PARTICIPATION - LEGALIZED ALIEN HOUSEHOLDS</b> |                |
| Total Monthly Issuance to FSP Households                  | \$29,508,023   |
| Total Annual Issuance to FSP Households                   | \$354,096,276  |
| As a Percent of Total Issuance in FY 1994                 | 1.6%           |
| <b>COST OF PARTICIPATION - LEGALIZED ALIENS</b>           |                |
| Total Monthly Issuance to Legalized Aliens                | \$11,215,984   |
| Total Annual Issuance to Legalized Aliens                 | \$134,591,808  |
| As a Percent of Total Issuance in FY 1994                 | 0.6%           |

SOURCES: Estimates of legalized alien participation and benefit issuance came from matches of INS data with state food stamp records, as adjusted for the nation. Legalized alien FSP households and individuals as a percentage of all legalized alien households and individuals were computed using the numbers of legalized alien households (905,386) and individuals (1,474,738) estimated to be residing in the United States at the time of the LPS2 survey. Legalized alien participation as a percentage of total participation was computed using the average number of households (11,130,401) and participants (27,105,564) in the FSP in FY 1994 through April (Food Stamp Program National Data Bank). Legalized alien benefit issuance as a percentage of total issuance was computed using total benefits issued in FY 1994 (\$22,751,723,863), as reported by FCS.

TABLE 4

LEGALIZED ALIEN INDIVIDUALS AND HOUSEHOLDS  
AS A PERCENTAGE OF THE FOOD STAMP POPULATION

|   | Arizona | California | Florida   | Illinois  | New Jersey | New Mexico | New York  | Texas     | Total      |
|---|---------|------------|-----------|-----------|------------|------------|-----------|-----------|------------|
| Legalized Alien FSP Households  | 5,421   | 76,497     | 4,249     | 4,313     | 831        | 1,557      | 6,593     | 32,620    | 132,081    |
| All FSP Households (FY 1994)  | 188,464 | 1,189,824  | 611,027   | 500,354   | 224,601    | 86,977     | 992,392   | 1,013,042 | 4,806,681  |
| Legalized Alien FSP Households<br>as a Percentage of all FSP Households     | 2.9%    | 6.4%       | 0.7%      | 0.9%      | 0.4%       | 1.8%       | 0.7%      | 3.2%      | 2.7%       |
| Legalized Alien FSP Participants  | 7,258   | 100,946    | 5,706     | 5,454     | 953        | 2,197      | 12,734    | 43,806    | 179,054    |
| All FSP Participants (FY 1994)  | 513,710 | 3,162,592  | 1,488,473 | 1,192,486 | 545,027    | 245,665    | 2,134,562 | 2,756,943 | 12,039,458 |
| Legalized Alien FSP Participants<br>as a Percentage of all FSP Participants | 1.4%    | 3.2%       | 0.4%      | 0.5%      | 0.2%       | 0.9%       | 0.6%      | 1.6%      | 1.5%       |
| Legalized Alien FSP Participants  | 7,258   | 100,946    | 5,706     | 5,454     | 953        | 2,197      | 12,734    | 43,806    | 179,054    |
| Total Legalized Aliens  | 27,637  | 909,736    | 47,747    | 114,419   | 27,329     | 15,064     | 110,240   | 289,510   | 1,541,682  |
| Percentage of Legalized Aliens<br>Participating in the FSP                  | 26.3%   | 11.1%      | 12.0%     | 4.8%      | 3.5%       | 14.6%      | 11.6%     | 15.1%     | 11.6%      |

XX

SOURCES: Estimates of legalized alien FSP households and individuals came from matches of INS data with state food stamp records. Total FSP households and individuals came from the Food Stamp Program National Data Bank and represent average monthly participation in FY 1994 through April. Total legalized aliens came from the INS Legalization Application Processing System file (LAPS), August 1992.

FILENAME: C:\DATA\IMMIG\UNDOC.CAL  
9/22/1995

1996 1997 1998 1999 2000 2001 2002 2003 2004 2005

---

DEEMING ALL INCOME FOR ELIGIBILITY AND BENEFIT DETERMINATION

|             |          |          |          |          |          |          |          |          |          |          |
|-------------|----------|----------|----------|----------|----------|----------|----------|----------|----------|----------|
| Benefits    | \$24,298 | \$25,476 | \$26,598 | \$27,703 | \$28,819 | \$30,083 | \$31,340 | \$32,393 | \$33,661 | \$35,016 |
| Cost Inceas | -.250%   | -.250%   | -.250%   | -.250%   | -.250%   | -.250%   | -.250%   | -.250%   | -.250%   | -.250%   |
| Cost        | \$-61    | \$-64    | \$-66    | \$-69    | \$-72    | \$-75    | \$-78    | \$-81    | \$-84    | \$-88    |

CALIFORNIA ONLY

|             |          |          |          |          |          |          |          |          |          |          |
|-------------|----------|----------|----------|----------|----------|----------|----------|----------|----------|----------|
| Benefits    | \$24,298 | \$25,476 | \$26,598 | \$27,703 | \$28,819 | \$30,083 | \$31,340 | \$32,393 | \$33,661 | \$35,016 |
| Cost Inceas | -.110%   | -.110%   | -.110%   | -.110%   | -.110%   | -.110%   | -.110%   | -.110%   | -.110%   | -.110%   |
| Cost        | \$-27    | \$-28    | \$-29    | \$-30    | \$-32    | \$-33    | \$-34    | \$-36    | \$-37    | \$-39    |

EXTEND TO ALIENS IN US LESS THAN FIVE YEARS

|               |          |          |          |          |          |          |          |          |          |          |
|---------------|----------|----------|----------|----------|----------|----------|----------|----------|----------|----------|
| Benefits      | \$24,298 | \$25,476 | \$26,598 | \$27,703 | \$28,819 | \$30,083 | \$31,340 | \$32,393 | \$33,661 | \$35,016 |
| Cost Increase |          |          |          |          |          |          |          |          |          |          |
| Cost          |          |          |          |          |          |          |          |          |          |          |

---

Notes:

The proposals are to count 100 percent of the income of undocumented aliens residing in the same household as a qualified FSP unit. The first proposal is to count 100 percent of the income for eligibility determination only. The second proposal is to count 100 percent of the income for eligibility and benefit determination.

Both results obtained from MPR run xxx, dated 9/12/95, based on the full-year 1993 IQCS data.

## I. BACKGROUND AND MOTIVATION FOR THE STUDY

Between May 1992 and May 1993, nearly 1.6 million aliens granted permanent legal residency under Section 245A of the Immigration Reform and Control Act of 1986 (IRCA) became eligible to apply for food stamp benefits. Under provisions of the law, legalized aliens<sup>1</sup> were prohibited from applying for food stamp and other social welfare benefits for five years following their successful application for temporary residency, which for most individuals occurred during a one-year period lasting from May 5, 1987, until May 4, 1988.<sup>2</sup> Therefore, all applicants for legal resident status became eligible to apply for food stamp benefits between May 5, 1992, and May 4, 1993. These immigrants, and their subsequent impact on the Food Stamp Program (FSP), are the subject of this report.

The legalized population provides a unique opportunity to study food stamp participation patterns. Never before has such a large number of potential food stamp participants become eligible to participate in the FSP within such a short period of time. In addition, because a relatively large percentage of legalized aliens have wage earnings, the legalized population may shed some light on food stamp participation among the working poor.

Studies have shown that the legalized population is poorer than the U.S. population in general, with a sizable proportion living in poverty. However, research also indicates that the vast majority of legalized aliens work, and are more likely to avoid government assistance even when they qualify for benefits.<sup>3,4,5</sup> Some researchers, pointing to the low incomes of this population, predicted that many legalized aliens would participate in the FSP, thereby increasing caseloads and costs. Others cited their high labor force participation as evidence that legalized aliens were unlikely to participate in the FSP in large numbers. This study was sponsored by the Food and Consumer Service (FCS), U.S. Department of Agriculture, in order to gain a better understanding

---

<sup>1</sup> Throughout this report, people legalized under Section 245A of the Immigration Reform and Control Act of 1986 will be referred to as *legalized aliens* or as the *legalized population*.

<sup>2</sup> Although the application period for amnesty ended on May 4, 1988, an extension was granted for over 50,000 immigrants who were allowed to apply later.

<sup>3</sup> "The New Immigration: Implications for Poverty and Public Assistance Utilization." *Migration World*, vol. XV, no. 5, pp. 7-13, 1990. Leif Jensen, Marta Tienda.

<sup>4</sup> "A Survey of Newly Legalized Persons in California." Prepared for the California Health and Welfare Agency by Comprehensive Adult Student Assessment System 1989.

<sup>5</sup> U.S. Department of Justice, Immigration and Naturalization Service. "Immigration Reform and Control Act Report on the Legalized Alien Population." Washington, DC: DOJ, March 1992.

of exactly how the legalized population has influenced FSP participation and costs, and how this population might affect future costs.

#### **A. OBJECTIVES OF THE STUDY**

FCS contracted with Phoenix Planning and Evaluation, Ltd., (PP&E) and Mathematica Policy Research, Inc., (MPR) to conduct a study of the legalized population. This project focused on two tasks: estimating the number of IRCA-legalized immigrants eligible for the FSP and determining the number that actually participate in the program. The primary research questions addressed by this study were:

- What are the characteristics of the legalized population?
- How many legalized alien households meet the FSP eligibility guidelines?
- What is the extent of food stamp participation among legalized alien households?
- How do legalized alien FSP households differ from eligible legalized alien households *not* receiving food stamps?
- How has IRCA affected FSP participation and costs?

Estimates of eligibility were based on data collected through a special survey of newly legalized immigrants, the Second Legalized Population Survey.<sup>1</sup> Participation estimates were based on the matching of state-level food stamp caseload data with a database of legalized aliens maintained by the Immigration and Naturalization Service (INS).

#### **B. THE IRCA LEGISLATION**

IRCA, enacted on November 6, 1986, was created to control illegal immigration into the United States. One of the most important provisions of the act granted a one-year amnesty period to all illegal aliens who had lived in the United States continuously since January 1, 1982. During this amnesty period, these individuals could apply for temporary residency status. Nearly 1.8 million people applied for temporary residency, and about 1.7 million of these applicants received temporary residency status. The majority of those who received temporary residency (1.6 million) subsequently became permanent legal residents. To lessen the potential impact of this large,

---

<sup>1</sup> This survey was conducted by Westat under contract to the Department of Labor in the summer of 1992.

newly legalized population receiving public assistance benefits, the IRCA legislation precluded most of these people from receiving food stamps or other public assistance for five years.<sup>1</sup>

IRCA focused on reducing illegal immigration into the United States through several mechanisms. First, the act required employers to verify that all new employees were authorized to work in the United States. Employers not in compliance with this provision faced strict penalties. Second, IRCA provided additional funding to increase border patrol and inspection efforts. And third, in addition to new employer requirements and greater law enforcement efforts, IRCA provided a means for certain immigrants who had been living in the United States illegally to become permanent legal residents.

IRCA provided for the legalization of three categories of undocumented aliens living in the United States and gave different privileges to each group. The first group, known as special agricultural workers (SAWs), included 1.3 million individuals who had worked in agricultural jobs for at least 90 days between 1984 and 1986. Upon approval of their application for residency status, they immediately became temporary residents of the United States and were eligible to apply for permanent residency in 1990 or 1991. They also gained immediate access to the various assistance programs of the federal and state governments (e.g., Aid to Families with Dependent Children [AFDC], Supplemental Security Income [SSI], Medicaid, and food stamps).

The second group legalized by IRCA included a relatively small number of Cubans and Haitians who were already on record with the INS as living in this country. Like the SAWs, they gained immediate access to public assistance programs.

The third group of immigrants legalized by IRCA, and the focus of this study, were people who had resided in the United States continuously since January 1982. These individuals were given a one-year amnesty period (May 4, 1987, to May 5, 1988) to apply for temporary residency.<sup>2</sup> They were then given an additional year to meet certain requirements before being granted permanent residency. As of August 1992, nearly 1.6 million aliens had applied for and received permanent residency status under this program. This group, unlike the SAWs, was not immediately eligible to participate in public assistance benefit programs. They were prohibited from applying to these programs for five years following their initial application for temporary residency, a period that ended between May 1992 and May 1993.

To provide a better understanding of the legalized population, the IRCA legislation mandated that two reports be published describing the legalized population. These reports were based on two comprehensive surveys of the legalized population — the First Legalized Population

---

<sup>1</sup> An exception was made for people who were blind, elderly, or disabled. These applicants were granted access to public assistance programs immediately after attaining temporary legal residency status.

<sup>2</sup> An extension was granted to over 50,000 immigrants, who were allowed to apply after May 4, 1988.

Survey (LPS1) and the Second Legalized Population Survey (LPS2). These surveys, and the LPS2 in particular, were instrumental in providing the data needed to conduct the eligibility analysis for this research project.

### **C. ORGANIZATION OF THE REPORT**

This report presents the findings of the study team with respect to legalized alien eligibility and participation in the FSP. Chapter II describes the research methodology and data sources and explains how eligibility was estimated and how participation was measured. Chapter III profiles the legalized population and describes FSP-eligible households and individuals. In addition, eligible legalized aliens are compared to ineligible legalized aliens as well as to other eligible population groups. Food stamp participation, as measured by the matching research, is presented in Chapter IV, including comparisons of legalized alien participants with eligible nonparticipants and with other FSP populations. Chapter IV also presents a comparison of participation characteristics by state. Chapter V concludes the report with an analysis of the effect of IRCA on overall participation and costs in the FSP.

Four appendices to this report present further information on legalized alien participation and eligibility. Appendix A presents the results of the state-level match findings in greater detail. Appendix B describes the creation of the LPS2 analysis file, and Appendix C presents the sensitivity of the baseline eligibility estimates. The FOSTERS FSP eligibility model, which was used to produce the eligibility estimates for the U.S. and Hispanic populations, is presented in Appendix D.

## II. RESEARCH METHODOLOGY

### A. RESEARCH DESIGN

This research project was composed of two distinct yet complementary research tasks. The first element, the eligibility analysis, estimated the numbers of legalized aliens and households eligible to participate in the FSP and their benefit amounts. This work was based primarily on an analysis of the LPS2 survey, as described here. Data from this survey were used to evaluate household characteristics such as unit size, household income, and assets.

The second element of the research was a determination of the numbers of legalized aliens and legalized alien households that participate in the FSP. This component of the study, referred to as the matching research, measured actual food stamp participation among legalized alien households in the spring and summer of 1994.<sup>1</sup> This work was based on an analysis of data generated through a computer match of state food stamp records with the INS database of legalized aliens, also described here.

Together, the LPS2 research and the matching analysis answer a number of questions about the FSP participation rate of legalized aliens and their overall impact on the FSP. The methodologies used to conduct the survey analysis and the matching research are presented in this chapter, beginning with a description of key extant data sources.

### B. DATA SOURCES

#### 1. The Second Legalized Population Survey

The primary source of data used in the eligibility analysis was the Second Legalized Population Survey, a large survey of the legalized population conducted during the summer of 1992.<sup>2</sup> The LPS2 followed up on an earlier survey of legalized aliens, the First Legalized Population Survey, which gathered information on English proficiency; migration patterns; family composition; income; labor force participation; and health, education and welfare.<sup>3,4</sup> The LPS2 reinterviewed LPS1 respondents,

---

<sup>1</sup> Participation measurements were based on matches of food stamp case records submitted by the states on different dates within this time period. This is because some states took longer to process our request or to perform the extract. In several cases, there were problems that required additional data extracts, which were submitted later.

<sup>2</sup> For more information on the LPS2, see U.S. Department of Labor. "Immigration Reform and Control Act Second Report on the Legalized Alien Population," forthcoming.

<sup>3</sup> LPS2 respondents are a subset of those people originally interviewed for the LPS1 survey. Overall 4,012 individuals responded to the LPS2. They represent the 1.3 million legalized alien adults (age 21 and over) granted permanent residency status that were still residing in the United States at the time of the survey.

<sup>4</sup> For more information on the LPS1, see U.S. Department of Justice, Immigration and Naturalization Service. "Immigration Reform and Control Act Report on the Legalized Alien Population." Washington, DC: DOJ, March 1992.

and provided an additional focus on patterns of employment and participation in social service programs. More specifically, the LPS2 included a special set of questions designed to assess whether respondents and their households were eligible for the FSP.

## **2. SIPP**

Information from the Survey of Income and Program Participation (SIPP) was used to estimate the FSP eligibility and participation rates of the general U.S. and Hispanic populations. The SIPP offers detailed monthly information on household characteristics, labor force activity, and participation in public assistance programs including Medicaid, SSI, AFDC, and the FSP.

## **3. FOSTERS FSP ELIGIBILITY MODEL**

Eligibility analyses for the U.S. and Hispanic populations were based on the FOSTERS FSP eligibility model. Using data from the SIPP, this model estimates food stamp participation rates and measures the impact of changes in food stamp eligibility rules on FSP caseloads and costs. The FOSTERS model is described in detail in Appendix D.

## **4. LAPS**

With respect to the matching research, information about the number and characteristics of legalized aliens participating in the FSP came from a data set generated by linking state food stamp case records to the INS database of legalized aliens — the Legalization Application Processing System (LAPS) data file. The LAPS file contains the Alien Registration number, Social Security number, year of birth, and date of application for legal residency for every IRCA-legalized alien.

## **5. IQCS**

The match data are also compared with data from the January and February 1992 Integrated Quality Control Samples (IQCS), which contains information about the characteristics of food stamp households nationwide. The IQCS was designed for quality control purposes, to help FCS determine the accuracy with which eligibility and benefit amount determinations are made. Because the IQCS data are representative of FSP populations at the state and national levels, the data are also used to perform various other analyses.

## **6. Food Stamp National Data Bank**

Information from the Food Stamp Program National Data Bank was also used in the matching analysis. This source provided numbers of participating households and individuals for the general food stamp population in the match states, as well as average benefit amounts. These data were used in comparisons with the match results.

## C. ESTIMATION OF FSP ELIGIBILITY

To estimate the number of legalized aliens eligible for the FSP, a computer model was developed to simulate the steps of a food stamp caseworker in determining eligibility. The model first analyzed each household surveyed by the LPS2 and determined which members belonged in the food stamp unit. Once the size of the food stamp unit was established, the model determined the amount of income and assets that were accessible to the unit and the dollar value of any deductible expenses. If the food stamp unit's income and assets were below the FSP thresholds, the model then computed the amount of food stamp benefit the unit was eligible to receive. The following sections present the FSP eligibility guidelines and explain how they were modeled.<sup>1</sup>

### 1. Determination of the Food Stamp Unit

Because the FSP eligibility rules apply only to people in the food stamp unit, determination of who belongs in the unit is critical. In general, individuals who live together in a residential unit and customarily purchase and prepare food together constitute a food stamp household (or food stamp unit).<sup>2</sup> Special provisions allow elderly and other people who, because of substantial disability cannot prepare and purchase food, to apply as a separate unit as long as the total monthly income of the other members of the household does not exceed 165 percent of the federal poverty guidelines. Some groups of individuals are not permitted to apply separately even if they have different food purchasing and preparation arrangements. These groups include married couples, parents and their minor children, childless nonelderly individuals living with their nonelderly parents, and childless nonelderly individuals living with their childless nonelderly siblings.

FSP rules also require that certain individuals be excluded from the food stamp unit even if they share food preparation with other household members. For example, the FSP excludes all SSI recipients living in California from the food stamp unit because California's SSI program includes a special monetary supplement that is paid in lieu of food stamps. The FSP also excludes people enrolled half-time or more in postsecondary education programs unless they work 20 or more hours a week, receive AFDC, or are the parents of young children.

Undocumented aliens are not completely excluded from the food stamp unit. The FSP acknowledges the presence of these aliens in the household by counting a pro-rata share of their

---

<sup>1</sup> Major aspects of the FSP not modeled are described in this section, but a number of more subtle omissions are not described. For a complete understanding of the FSP rules, see the *Code of Federal Regulations* (CFR, parts 270-273).

<sup>2</sup> Unless otherwise indicated, subsequent uses of the term "household" refer to the food stamp unit, rather than to all individuals residing with a survey respondent.

income and deeming all of their assets as accessible to the food stamp unit.<sup>1</sup> However, the FSP excludes undocumented aliens from the food stamp unit when determining the income thresholds for program eligibility and the food stamp benefit to which the unit would be entitled.

Because the LPS2 lacks certain information, we could not apply the aforementioned FSP rules governing who belongs in the food stamp unit with complete precision. First, the LPS2 did not capture food purchasing and preparation information. Second, it did not capture enough detail about resident status and family relationships to accurately identify whether a person qualified as an undocumented alien or as a postsecondary student. And third, it did not capture the income and assets of other relatives (e.g. uncles, aunts, cousins, nephews, nieces) and nonrelatives.

Therefore, we approximated the unit composition by making some assumptions. First, because the incidence of undocumented aliens and postsecondary students was likely to be very small, we assumed that it was not necessary to identify and exclude them. Second, because we did not know which people in the household purchase and prepare food together, we assumed that family members were the most likely to buy food and eat together. However, we were unsure whether other relatives or nonrelatives were likely to be included in this arrangement.

To determine whether to include or exclude other relatives and/or nonrelatives in the simulated food stamp unit, we analyzed whether surveyed households that participated in the FSP included those people in the food stamp unit. We found that many of these food stamp units contained other related children, but very few contained other related adults or nonrelatives. We therefore decided to omit other related adults and nonrelatives from the simulated food stamp unit. To further ensure that our omission of other related adults and nonrelatives would have minimal impact on the eligibility estimates, we measured the impact of excluding them from the food stamp unit using a database that captured income and asset data for them. As described in Appendix C, the impact on the estimated number of eligible units was very small — less than half of 1 percent.

Consequently, our simulation model approximated the food stamp unit using the following rules. The unit included the survey respondent, all people directly related to the respondent

elderly people in the unit, the asset limit is \$3,000. If the food stamp unit contains only people on public assistance (SSI, AFDC, or General Assistance [GA]), the unit is automatically asset-eligible regardless of the amount of countable assets. This rule presumes that food stamp units containing only people on public assistance are already asset-eligible for the FSP, because the public assistance programs have more restrictive asset guidelines than the FSP.

The FSP categorizes only certain types of assets as countable. Countable assets include cash on hand, other liquid assets (such as money in checking or savings accounts, savings certificates, stocks or bonds, and lump-sum payments), and certain nonliquid assets (vehicles and equity in vacation property). Countable assets do not include other types of property, such as family homes, furnishings, tools of a trade, or business property used to earn income. The FSP also excludes vehicles used to produce income, to provide a residence, or to transport disabled persons. All remaining vehicles are counted based on the following rules. The first vehicle and all vehicles required for work-related travel are valued at the *Blue Book* listing less \$4,500. For all other vehicles owned by members of the unit, the FSP counts the larger of the vehicle's value in excess of \$4,500 or the vehicle's equity value.

Only LPS2 respondents likely to be eligible for the FSP were asked to provide detailed information about their vehicular and financial assets. To qualify for these detailed questions, a respondent had to report that his or her family income was no more than 150 percent of the poverty level and that the family's financial assets were no more than \$3,000. If these criteria were met, the respondent was then asked for the total value of cash, bank deposits, and other financial investments as well as the year, make, and model of each vehicle.<sup>1</sup> If the respondent did not know the year, make, and model of a vehicle, the respondent was asked to approximate its value. Because the LPS2 did not directly provide the market and equity value of every vehicle, we imputed this information as described in Appendix B.

Although the LPS2 asks the amount of a family's liquid assets, the survey only requires that the family identify this amount to the closest \$1,000. We conducted a sensitivity analysis, described in Appendix C, which demonstrates that eligibility figures are somewhat sensitive to this approximation.

### **3. Determination of Income Eligibility**

A food stamp unit is income-eligible for the FSP if its total monthly income does not exceed 130 percent of the federal poverty guideline and its net income (gross income less

---

<sup>1</sup> If the criteria were not met, our simulation model assumed the respondent's family was not eligible for food stamps.

allowable deductions) does not exceed 100 percent of the federal poverty guideline.<sup>1</sup> There are two exceptions to these rules. First, if the unit contains an elderly or disabled person, the household is exempt from the gross income test. Second, if the unit contains only people on public assistance (SSI, AFDC, or GA), the unit is automatically income-eligible for the FSP regardless of its income. Again, because these assistance programs have more restrictive eligibility rules than the FSP, it is presumed that recipients of such benefits are already income-eligible for the FSP.

The FSP defines gross income as all cash income, including all earned cash income and most sources of unearned income such as AFDC, SSI, GA, and Social Security income. Earned Income Tax Credits, energy assistance, most educational assistance, and the earnings of high school students are not included.

Once again, only those LPS2 respondents likely to be eligible for the FSP were asked to provide detailed information about each family member's income.<sup>2</sup> For those who were potentially eligible for the FSP, the respondent was asked how much income a family member usually earns in a week (to the nearest \$50) and how much unearned income the family received the previous month. The simulation model then approximated monthly income by adding monthly earned income (i.e., weekly earnings times the number of weeks in a month) and unearned income. Because 12 percent of the households did not know or refused to provide the weekly earnings of some of their family members, this missing information was imputed, as described in Appendix B.

The FSP defines net income as gross income less certain deductions. For Fiscal Year 1992 these deductions were as follows:

- A standard deduction of \$122 (continental U.S.), \$209 (Alaska), or \$173 (Hawaii)
- An earned-income deduction equaling 20 percent of earnings, in recognition of taxes and work-related expenses
- A dependent-care expense deduction of no more than \$160 per dependent (dependent care includes the care of elderly people and children)

---

<sup>1</sup> The poverty guidelines are based on the official monthly poverty guidelines published by the U.S. Department of Health and Human Services, which are adjusted each year to account for inflation. These guidelines and other FSP parameters are generally the same for the 48 contiguous states and the District of Columbia and vary slightly for Alaska, Hawaii, and the territories. The poverty guidelines and parameters are listed in Appendix B.

<sup>2</sup> Again, if the criteria were not met, our simulation model assumed the respondent's family was not eligible for food stamps.

- A medical expense deduction equaling the unit's total medical expenses in excess of \$35, provided these expenses are incurred by elderly or disabled people
- An excess shelter deduction equaling the unit's shelter expense in excess of 50 percent of net income after taking the previous four deductions. For units without an elderly or disabled person, this deduction is subject to a cap of \$194 (continental U.S.), \$337 (Alaska), or \$276 (Hawaii). The shelter expense includes the unit's reported utility expenses or the standard utility allowance, whichever is larger. These utility allowances vary by state and are listed in Appendix B.

With respect to deductible expenses, the LPS2 collected most but not all of the necessary information needed to simulate net income eligibility for the FSP. In particular, the LPS2 collected information on shelter, utility, and child care expenses, but it did not collect information on out-of-pocket medical expenses for elderly or disabled people, nor did it collect information on expenses paid for the care of elderly people. Both exclusions are minor because few legalized aliens live with elderly people and FSP households rarely report either type of expense.<sup>1</sup> Therefore, the missing values were not imputed.

#### **4. Determination of the Food Stamp Benefit Amount**

If the food stamp unit was both asset- and income-eligible, the model computed the food stamp benefit based on the unit's net income and the maximum allowable benefit for a unit of that size. The benefit amount is the maximum coupon allotment for a unit of that size minus 30 percent of the unit's net income. If the unit contains one or two people, the minimum benefit is \$10 even if this formula indicates a smaller benefit.

#### **D. MEASUREMENT OF FSP PARTICIPATION**

FSP participation among the legalized population was measured by linking participant and case data from states and counties with a database of legalized aliens maintained by the INS. The INS database contains information about all people legalized by IRCA. This information includes Social Security number, Alien Registration number, date of birth, country of origin, and date of application for legalization.

The INS database was matched with food stamp case records obtained from the states with the largest populations of legalized aliens: California, Texas, Illinois, New York, Florida, Arizona, New Jersey, and New Mexico. Approximately 93 percent of all legalized aliens

---

<sup>1</sup> The LPS2 indicates that 3.6 percent of legalized alien households include an elderly person. The FSP Integrated Quality Control System reports that fewer than 3 percent of the FSP households in January and February 1992 reported dependent care or out-of-pocket medical expenses (Sykes, 1994).

nationwide reside in the eight states selected (Exhibit II.1, Table II.1). The state food stamp records obtained for this study contained information about the characteristics of households and individuals participating in the FSP as well as benefit allotment data. A program developed specifically for this project matched INS data and state food stamp records, to produce a new data set for each state. These data sets contain benefit allotment and household characteristic information for the legalized population in each state. The matching analysis provides answers to the following research questions:

- What is the magnitude of FSP participation among the legalized population? Are legalized aliens participating at a greater rate than either the Hispanic population or the general food stamp population?
- What are the costs associated with legalized alien participation in the FSP?
- What are the characteristics of the average legalized alien household participating in the FSP? Does the profile differ depending upon geographic area?

To ensure confidentiality, all output data generated for the purposes of this project were reported in aggregate form. No identifying information from state FSP files was provided to the INS, nor was any identifying INS data shared with the participating states or with the FCS. All FSP information provided for the matching analysis was purged upon completion of this project.

## **1. Development of the Matching Program**

The matching program was developed by Martin Marietta Information Systems Group. The program was based on preexisting software, the State Legalization Impact Assistance Grants Cost Documentation System (SLIAG CDS). This system was originally developed by the U.S. Department of Health and Human Services to assist states in tracking costs covered by the SLIAG program.

As part of the IRCA legislation, the SLIAG program allowed states to request compensation from the federal government for costs incurred as a result of eligible legalized alien participation in state and local programs. The SLIAG CDS program linked INS data with program and cost information submitted by the states using participant Social Security numbers and Alien Registration numbers. The software program developed for this study built on the matching capability of the SLIAG CDS, joining records based upon participant Social Security or Alien Registration number. The matching procedure is outlined in Table II.3, and the resulting state output reports are shown in Appendix A.

## **2. State Food Stamp Data**

To facilitate the matching procedure and help ensure comparability of the match results, we requested that state food stamp records be submitted in a standard file format. In several cases



TABLE II.1

## STATES SELECTED FOR THE MATCHING RESEARCH

| States       | Legalized Aliens | Percent      | FSP Recipients<br>(April 1994) |
|--------------|------------------|--------------|--------------------------------|
| California   | 909,802          | 54.6         | 3,162,592                      |
| Texas        | 289,531          | 17.4         | 2,756,943                      |
| Illinois     | 114,427          | 6.9          | 1,192,486                      |
| New York     | 110,248          | 6.6          | 2,134,562                      |
| Florida      | 47,750           | 2.9          | 1,488,473                      |
| New Jersey   | 27,331           | 1.6          | 545,027                        |
| Arizona      | 27,639           | 1.7          | 513,710                        |
| New Mexico   | 15,065           | 0.9          | 245,665                        |
| Subtotal     | 1,541,794        | 92.6         | 12041452                       |
| Other States | 124,058          | 7.4          | 15,566,016                     |
| <b>Total</b> | <b>1,665,852</b> | <b>100.0</b> | <b>27,605,564</b>              |

SOURCES: Legalized Alien numbers are from the Immigration and Naturalization Service LAPS file, August 1992. They represent applications for temporary residency approved and pending. Approximately 6 percent of these applicants did not achieve permanent residency.

FSP recipients are from the U.S. Department of Agriculture, Food and Consumer Service

the matching program was modified to accommodate states that were unable to extract files from their databases in the prescribed format.

As previously noted, the legalized population became eligible to apply to the FSP during a one-year time period that lasted from May 5, 1992, to May 4, 1993. Our request for data was designed to capture food stamp cases that became active following the five-year waiting period, which began to expire on May 5, 1992.<sup>1</sup>

Data elements requested from the states included Social Security number, Alien Registration number,<sup>2</sup> date of birth, and sex of the head of household (the payee). These data were also collected for up to 10 additional members of the food stamp unit. Additional case information collected included: number of persons in the food stamp unit, benefit application date, food stamp income, gross income, monthly benefit amount,<sup>3</sup> and for inactive cases, the date the case became inactive. Inactive cases are defined as cases that were closed at the time of extract.

We also requested information about the presence of earnings from six different sources: wages, AFDC, Social Security, SSI, GA, and Unemployment Insurance (UI). These fields indicate whether or not the food stamp case had any earnings from these sources but do not specify the amount of income.

State management information systems varied in the type of client data gathered and the length of time it was maintained. One common difference was the length of time inactive cases are kept in the system. For some states, the difference was large enough to jeopardize the comparability of the inactive case data. For this reason, our analysis focused exclusively on

---

<sup>1</sup> We requested all cases that applied for FSP benefits in April 1992 or thereafter. This may have resulted in a slight undercount of legalized alien FSP households, since there were some households with legalized aliens participating in the FSP prior to this time, based on the eligibility of other household members. However, the amount of undercount is considered slight because most state and county agencies found it more expedient to extract all active cases at a point in time, with no limitation on the date of entry into the program.

<sup>2</sup> In most states, Alien Registration numbers (A-numbers) were either incomplete, unreliable, or not available for many benefit recipients. Because of the problems associated with this data field, some states and counties decided not to include A-numbers. Because the primary match was on Social Security number, rather than Alien Registration number, recipients without A-numbers and those with faulty A-numbers were not excluded from the match.

<sup>3</sup> Benefit amount is the food stamp grant for the most recent month available. This field provides us with valuable information about current participation costs. However, the implied total cost associated with each case could be overstated or understated depending upon whether or not the grant changed over time spent in the program.

findings for active food stamp cases. Furthermore, the amount of time households participate in the FSP varies significantly. Therefore, assuming a fairly constant caseload, participation in any one month can be used to estimate annual participation.

### **3. California County Data**

In California, the FSP is administered at the county level, and each county maintains its own information system. We therefore requested data from counties with the largest populations of legalized aliens: Alameda, Fresno, Los Angeles, Orange, Riverside, San Bernardino, San Diego, San Francisco, San Mateo, Santa Clara, and Ventura (Exhibit II.2). About 92 percent of California's legalized aliens reside in these 11 counties (Table II.2). This information was aggregated into a California total using the weighted average number of legalized aliens per county.

#### **E. MEASUREMENT OF COST IMPACT**

Data on FSP participation and benefit issuance from the matching research enabled us to approximate the cost of legalized alien participation in the FSP. To estimate this cost, we first summed monthly issuance for legalized alien households in the eight states. Because these states contain 93 percent of all legalized aliens, total monthly issuance was multiplied by 1.07 to represent the entire legalized population. The adjusted monthly total was then multiplied by 12 to estimate benefit issuance annually. The result is the approximate value of food stamp benefits distributed to legalized alien households in 1994. This cost figure covers all persons within a legalized alien food stamp household, not just legalized alien members.

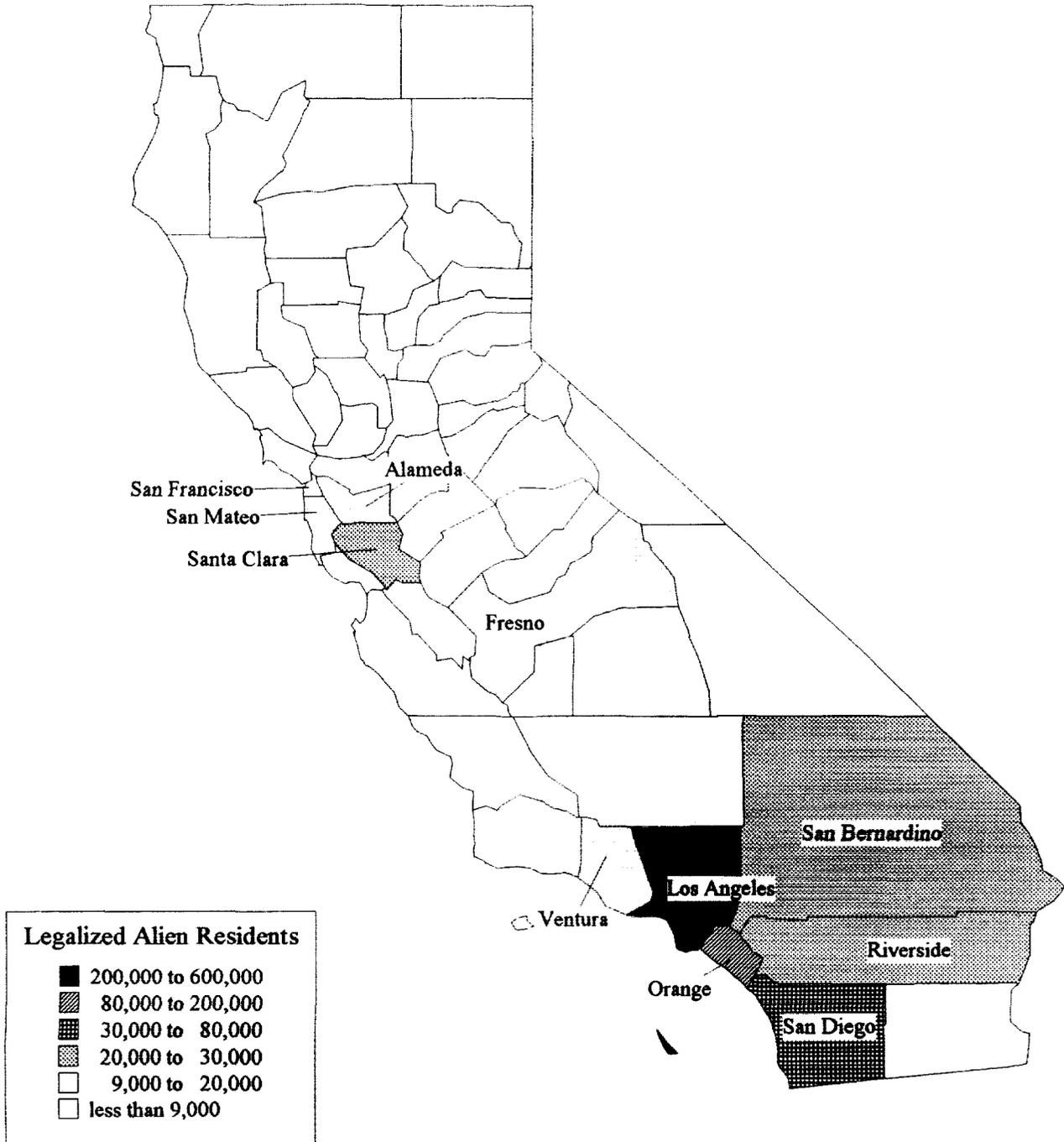
We also estimated the impact of legalized alien individuals specifically. This was determined by multiplying the average monthly benefit per person across all legalized alien FSP households by the total number of legalized alien food stamp participants.

#### **F. DATA LIMITATIONS**

Several limitations of the source data merit attention. First, there were several problems with the LPS2 survey data. In some cases, respondents did not know the answers to certain interview questions or otherwise refused to answer questions. For the most part this type of nonresponse bias was infrequent and occurred for survey questions inapplicable to the eligibility analysis. However, there were two substantive areas for which nonresponse was significant and required an imputation procedure for the missing information. These were questions about the earnings of employed family members and the year, make and model of owned vehicles. In addition, the LPS2 survey did not include a question about vehicular equity, so this information was also imputed.

## EXHIBIT II.2

### DISTRIBUTION OF THE CALIFORNIA LEGALIZED POPULATION



SOURCE: Immigration and Naturalization Service Legalization Application Processing System file (LAPS), August 1992

TABLE II.2

## CALIFORNIA COUNTIES SELECTED FOR THE MATCHING RESEARCH

| County         | Percent in California | Legalized Aliens |
|----------------|-----------------------|------------------|
| Alameda        | 1.2                   | 10,672           |
| Fresno         | 1.4                   | 13,036           |
| Los Angeles    | 64.0                  | 582,594          |
| Orange         | 9.2                   | 83,968           |
| Riverside      | 2.6                   | 23,510           |
| San Bernardino | 3.1                   | 28,261           |
| San Diego      | 4.3                   | 39,419           |
| San Francisco  | 1.1                   | 9,779            |
| San Mateo      | 1.3                   | 11,465           |
| Santa Clara    | 2.5                   | 23,108           |
| Ventura        | 1.2                   | 10,516           |
| Subtotal       | 91.9                  | 836,328          |
| Other Counties | 8.1                   | 73,408           |
| <b>Total</b>   | <b>100.0</b>          | <b>909,736</b>   |

SOURCE: Immigration and Naturalization Service LAPS file, August 1992

There were also several data limitations with respect to the matching research. One of the most significant was the fact that food stamp data from the states and counties was not extracted in the same period (Appendix A, Table A-2). This was due to resource limitations at the state and local agencies and problems with the data tapes. In several cases data were resubmitted because of tape errors.

Another problem encountered in the matching research was the absence of some of the requested data elements. In most of the participating states and counties, one or more of the requested data elements could not be provided (Appendix A, Table A-2). Of note was the lack of gross income data for Florida, New Jersey, and California and the lack of information about net food stamp income for Florida and Texas. The Texas extract also excluded information about AFDC participation.

As previously mentioned, because we had incomplete information about inactive cases, our participation measurements reflect only those households and people actively participating in the FSP at the time of extract. Also, because case information was extracted at just one point in time for each state and county, the length of time spent on the FSP could not be measured with accuracy, and we could not determine how many times a household had gone on and off the program.

Finally, we note that there are fundamental differences between the two data sources used to determine eligibility and participation. Eligibility was based on self-reported survey data, while participation was based on matches of food stamp case records. We also note that the LPS2 did not interview legalized aliens under the age of 21, thereby excluding children that were represented in the matching research. Finally, we note that there is a two-year period between when the eligibility and participation data were gathered. This is because the LPS2 survey was conducted in 1992, while the food stamp case data was extracted in 1994. Our participation rates therefore assume that the number and characteristics of eligible legalized aliens was constant during this two-year time period. The estimates of FSP eligibility and participation presented in this report must be considered in light of the aforementioned data variations.

TABLE II.3

STRUCTURE OF THE MATCHING PROGRAM

| State Input  | INS Input  | Output Reports |
|--|--|----------------|
| Social Security Number or Alien Registration Number for Head of Household<br><br>Social Security Number or Alien Registration Number | Social Security Number or Alien Registration Number for Localization Applicant | (Appendix A)   |

### III. CHARACTERISTICS OF THE LEGALIZED POPULATION AND CHARACTERISTICS OF LEGALIZED ELIGIBLE ALIENS (LPS2 ANALYSIS)

This chapter provides the foundation for understanding the potential impact of the legalized population on the FSP. We begin by describing the number and types of people that became legalized under Section 245A of IRCA. We then present the number and types of legalized aliens who were eligible for food stamps, as simulated by the FSP eligibility model using LPS2 data. This figure represents the estimated upper limit of the number of legalized aliens who might enter the FSP, because not all eligible people participate in the program.<sup>1</sup>

To understand the sensitivity of our estimate of the number of legalized aliens eligible for the FSP, we compared the characteristics of those simulated to be eligible with those simulated to be ineligible. If the characteristics of ineligible aliens look quite similar to these of eligible ones, we would expect an even larger percentage of the legalized population to become eligible with a change in economic circumstances.<sup>2</sup>

In this chapter we also compare the eligible legalized population with the entire FSP-eligible population and with the Hispanic FSP-eligible population. The comparison with Hispanics is made because most legalized aliens (91 percent) are of Mexican, Caribbean, Central American, or South American origin. Although legalized aliens, as a group, are not identical to Hispanics,<sup>3</sup> they share some of the same characteristics, such as large family size, and are more like the Hispanic population than the general U.S. population.

The comparison of eligible people in the general, Hispanic, and legalized populations shows the extent to which these groups differ and sheds light on whether we should expect the eligible legalized population to participate in the FSP at the same rate as either of these comparison groups.

---

<sup>1</sup> Those eligible to participate in the FSP may avoid participating because of perceived stigma or the burden of applying for and receiving food stamps.

<sup>2</sup> We also performed a sensitivity analysis of our simulation model. These results are presented in Appendix C.

<sup>3</sup> The Hispanic population contains a substantial percentage of Puerto Ricans, a group not represented in the legalized population. The Hispanic population also contains a much larger percentage of Cubans than the legalized population. In addition, the legalized population includes small numbers of Asians, Africans, Europeans, and non-Hispanic Caribbeans, groups that are not represented in the Hispanic population.

## **A. NUMBER AND CHARACTERISTICS OF LEGALIZED ALIEN HOUSEHOLDS AND INDIVIDUALS**

It is important to remember that the LPS2 respondents represent a subset of the legalized population. The target population of the LPS2 includes only people who met the following four conditions at the time of the survey: 1) responded to the LPS1 survey, 2) had been granted permanent residency under Section 245A of IRCA according to the January 1992 LAPS file, 3) resided in the United States, and 4) were at least 21 years old. The LPS2 was administered to a representative sample of 4,012 such persons, and they represent 1,294,562 persons age 21 or over living in 905,386 households (Table III.1).

Legalized aliens between the ages of 10 and 20, were not sampled in the LPS2 survey, but the size of this group can be approximated using information provided by LPS2 respondents on the age and resident status of others living in the household. Based on this information, we estimated that there were approximately 180,176 legalized aliens between the ages of 10 and 20. This estimate may be somewhat low, because there could have been legalized aliens in this age range who were not living with an older legalized alien at the time of the survey. However, we believe that the number of such people is very small. Consequently, we estimated that there were 1,474,738 legalized aliens ages 10 or over represented in the LPS2 (Table III.1). This number and our methodology will become important as we investigate how many of these people were eligible for food stamps.

In the rest of this section, we briefly describe characteristics of the legalized population and their households. We base this sketch almost entirely on responses to the LPS2 survey. Data on the legalized aliens' country of citizenship and current state of residence came from LAPS, because the LPS2 was not designed to be representative at those levels.

Most legalized aliens immigrated from Mexico or Central America (Table III.2). Using LAPS data, we found that 69.9 percent immigrated from Mexico and that 13.5 percent immigrated from Central America, primarily El Salvador and Guatemala. A smaller number, 4.2 percent, came from South America, primarily Colombia. Others came from Asia (4.5 percent), primarily Iran and the Philippines; from Europe (2.0 percent), primarily Poland; and from the Caribbean (3.3 percent), primarily the Dominican Republic and Haiti. The remaining 2.6 percent immigrated from other regions.

Legalized aliens were highly concentrated in a few areas. Over half resided in California (Table III.3). Using LAPS data, we found that 54.6 percent lived in California, primarily Los Angeles County. Another 38 percent lived in the following seven states: Texas (17.4 percent), Illinois (6.9 percent), New York (6.6 percent), Florida (2.9 percent), Arizona (1.7 percent), New Jersey (1.6 percent), and New Mexico (0.9 percent). The remaining 7.4 percent lived elsewhere in the United States, Guam, Puerto Rico, or the Virgin Islands.

TABLE III.1

THE NUMBER OF HOUSEHOLDS AND PERSONS  
REPRESENTED IN THE LPS2 SURVEY

|                        | Number    | Percent |
|------------------------|-----------|---------|
| Households             | 905,386   | 100.0   |
| Persons                |           |         |
| Age 21 or over         | 1,294,562 | 87.8    |
| Age 10 - 20            | 180,176   | 12.2    |
| Total Legalized Aliens | 1,474,738 | 100.0   |

SOURCE: Tabulations from the LPS2, summer 1992

NOTE: People/children under 10 years of age cannot technically be legalized aliens because Section 245A required that legalized aliens be living in the U.S. since January 1, 1982.

TABLE III.2

## PLACE OF CITIZENSHIP OF LEGALIZED ALIENS

| Characteristics                     | Number    | Percent |
|-------------------------------------|-----------|---------|
| Country or Continent of Citizenship |           |         |
| Mexico                              | 1,163,994 | 69.9    |
| Central America                     | 224,277   | 13.5    |
| South America                       | 69,553    | 4.2     |
| Asia                                | 75,779    | 4.5     |
| Europe                              | 33,588    | 2.0     |
| Caribbean                           | 55,376    | 3.3     |
| Other                               | 43,284    | 2.6     |
| Total                               | 1,665,852 | 100.0   |

SOURCE: Tabulations from the LAPS file, August 1992

NOTE: This table represents applications for temporary residency approved and pending as of August 1992. A small percentage of these applicants were not granted permanent residency.

TABLE III.3

## STATE OF RESIDENCE OF LEGALIZED ALIENS

| State of Residence | Number    | Percent |
|--------------------|-----------|---------|
| California         | 909,802   | 54.6    |
| Texas              | 289,531   | 17.4    |
| Illinois           | 114,427   | 6.9     |
| New York           | 110,248   | 6.6     |
| Florida            | 47,750    | 2.9     |
| Arizona            | 27,639    | 1.7     |
| New Jersey         | 27,331    | 1.6     |
| New Mexico         | 15,065    | 0.9     |
| Other              | 124,058   | 7.4     |
| Total              | 1,665,852 | 100.0   |

SOURCE: Tabulations from the LAPS file, August 1992

NOTE: This table represents applications for temporary residency approved and pending in August 1992. A small percentage of these applicants were not granted permanent residency.

Legalized aliens tended to live in large households with children; many of their households also included extended family members or nonrelatives (Table III.4). The average size of a legalized alien household was 4.5 persons. Almost half (45.9 percent) of the LPS2 respondents lived in households in which the respondent was married and living with children. Very few (4.3 percent) were single parents. Almost a quarter of legalized alien households (24.3 percent) contained extended family members (i.e., related people outside the nuclear family — uncles, aunts, grandparents, etc.), and 14 percent contained nonrelatives. Given that our simulation model did not include other related adults and nonrelatives in the food stamp unit, it is interesting to note that 21.9 percent of the households contained those types of people. This is probably not important for the eligibility analysis because such people are generally not a part of the FSP unit.

LPS2 respondents were relatively young and had received little formal education (Table III.5). Just over half of the respondents were 21 to 35 years of age. Only 4 percent were elderly, as classified by the FSP (age 60 or over). Almost three-quarters of the respondents (71 percent) had not attained a high school diploma or the equivalent.

LPS2 respondents worked primarily in blue-collar jobs and earned slightly more than the minimum wage (Tables III.6 and III.7). Most were employed full-time and worked an average of 41 hours per week. Of those employed, one-third were machine operators and another 27 percent worked in the service sector, primarily in food preparation and cleaning. Only 7 percent were executives or white-collar professionals.

Most LPS2 respondents reportedly knew about the FSP, but did not understand the program's eligibility guidelines and participation requirements (Table III.8). Eighty percent of the respondents knew about the FSP, but only one-fourth of the respondents knew how to apply for food stamps and understood the participation requirements. Thirteen percent lived in a household in which one or more members were actually receiving food stamps. Most of these FSP recipients were U.S.-born children and were therefore able to receive food stamps regardless of the resident status of their parents or other household members.

## **B. NUMBER AND CHARACTERISTICS OF FSP-ELIGIBLE LEGALIZED ALIEN HOUSEHOLDS AND INDIVIDUALS**

Using the eligibility model developed for the LPS2 data, we estimate that at the time of the LPS2 survey, approximately one in four legalized alien households (27.2 percent) was eligible for food stamp benefits (Table III.9). Specifically, we estimated that 395,996 legalized aliens living in 246,317 households were eligible for food stamps. Among those legalized aliens who

TABLE III.4

## COMPOSITION OF HOUSEHOLDS WITH A LEGALIZED ALIEN

| Household Composition                                 | Percent |
|---|---------|
| <b>Households with Children</b>                       |         |
| Respondent is married, spouse present                 | 45.9    |
| Respondent is married, spouse absent                  | 2.9     |
| Respondent is unmarried, partner present              | 7.8     |
| Respondent is single female                           | 3.7     |
| Respondent is single male                             | 0.6     |
| Other composition <sup>a</sup>                        | 11.2    |
| Subtotal  | 72.1    |
| <b>Households without Children</b>                    |         |
| Respondent is married, spouse present                 | 6.7     |
| Respondent is married, spouse absent                  | 3.6     |
| Respondent is unmarried, partner present              | 2.4     |
| Respondent is single female                           | 1.7     |
| Respondent is single male                             | 4.2     |
| Other composition <sup>a</sup>                        | 9.5     |
| Subtotal  | 27.9    |
| <b>Further Composition Information</b>                |         |
| Households with extended family members <sup>b</sup>  | 24.3    |
| Households with nonrelatives                          | 14.0    |
| Households with other adult relatives or nonrelatives | 21.9    |
| <b>Averages</b>                                       |         |
| Average Household Size                                | 4.5     |
| Average Family Size                                   | 3.9     |
| Total Households with Legalized Aliens                | 905,386 |
| Sample Size   | 4,012   |

SOURCE: Tabulations from the LPS2, summer 1992

<sup>a</sup> Other composition includes households in which the respondent is not married and lives with other adults.

<sup>b</sup> Extended family members are related persons outside the nuclear family such as aunts, uncles and grandparents.

TABLE III.5  
DEMOGRAPHIC CHARACTERISTICS OF LPS2 RESPONDENTS

| Characteristics                        | Percent   |
|--|-----------|
| <b>Race or Ethnic Origin *</b>         |           |
| White                                  | 46.6      |
| Black                                  | 4.3       |
| Hispanic                               | 40.5      |
| Other                                  | 8.6       |
| Total                                  | 100.0     |
| <b>Education Attained</b>              |           |
| Less than high school                  | 55.3      |
| Some high school                       | 16.1      |
| High school diploma or GED             | 13.8      |
| Some college                           | 9.7       |
| Four-year degree and beyond            | 5.1       |
| Total                                  | 100.0     |
| <b>Age</b>                             |           |
| Younger than 21                        | 0.0       |
| 21-35                                  | 54.4      |
| 36-59                                  | 42.0      |
| 60 or older                            | 3.6       |
| Total                                  | 100.0     |
| <b>Averages</b>                        |           |
| Median Education                       | 8th grade |
| Total Legalized Aliens Age 21 and over | 1,294,562 |
| Sample Size                            | 4,012     |

SOURCE: Tabulations from the LPS2, summer 1992

\* The LPS2 does not include a direct question on whether the respondent is Hispanic. This distinction is made only when respondents report that their race is not white, black, or Asian/Pacific Islander.

TABLE III.6  
LABOR FORCE PARTICIPATION OF LPS2 RESPONDENTS

| Percentages                            |           |
|--|-----------|
| <b>Employment Status</b>               |           |
| Employed                               | 76.3      |
| Full-time                              | 65.0      |
| Part-time                              | 11.3      |
| Unemployed                             | 8.4       |
| Not in Labor Force                     | 15.2      |
| Total                                  | 100.0     |
| <b>Labor Force Participation Rate</b>  |           |
| Men and women                          | 9.9       |
| Men                                    | 8.2       |
| Women                                  | 13.0      |
| Averages                               |           |
| Median Hourly Wage                     | \$5.76    |
| Median Weekly Earnings                 | \$301     |
| Average Usual Hours Worked per Week    | 41        |
| Total Legalized Aliens Age 21 and over | 1,294,562 |
| Sample Size                            | 4,012     |

SOURCE: Tabulations from the LPS2, summer 1992

TABLE III.7  
INDUSTRY AND OCCUPATION OF EMPLOYED LPS2 RESPONDENTS

|  | Percent |
|--|---------|
| <b>Industry</b>                              |         |
| Agriculture                                  | 5.2     |
| Construction                                 | 8.3     |
| Manufacturing                                | 24.4    |
| Sales  | 26.5    |
| Services                                     | 27.5    |
| Transportation                               | 4.3     |
| Finance                                      | 3.8     |
| Total  | 100.0   |
| <b>Occupation</b>                            |         |
| <b>White-Collar Jobs</b>                     |         |
| Executive                                    | 3.7     |
| Professional                                 | 3.0     |
| Technical                                    | 1.1     |
| Sales  | 5.3     |
| Clerical                                     | 7.1     |
| Subtotal                                     | 20.2    |
| <b>Blue-Collar Jobs</b>                      |         |
| <b>Services</b>                              |         |
| Private households                           | 5.1     |
| Protective services                          | 0.6     |
| Food preparation and service                 | 10.7    |
| Health service                               | 1.5     |
| Cleaning (not private)                       | 7.8     |
| Personal service                             | 1.4     |
| Subtotal                                     | 27.1    |
| <b>Farm</b>                                  |         |
|  | 5.7     |
| <b>Production</b>                            |         |
| Mechanic                                     | 4.1     |
| Construction                                 | 5.8     |
| Extraction/precision                         | 4.5     |
| Subtotal                                     | 14.4    |
| <b>Operative</b>                             |         |
| Machine                                      | 19.6    |
| Transportation                               | 4.1     |
| Handlers/helpers/laboreres                   | 8.9     |
| Subtotal                                     | 32.6    |
| Subtotal                                     | 78.8    |
| Total  | 100.0   |
| <hr/>  |         |
| Total Employed Legalized Aliens Age 21 to 64 | 943,665 |
| Sample Size                                  | 2,951   |

SOURCE: Tabulations from the LPS2, summer 1992

TABLE III.8  
 KNOWLEDGE OF AND PARTICIPATION IN THE  
 FOOD STAMP PROGRAM

|  | Percent   |
|--|-----------|
| Respondents Said They Had Heard of the Program                     | 80.5      |
| Respondents Said They Knew How to Apply for Food Stamps            | 29.1      |
| Respondents Said They Understood the Requirements of Participation | 26.5      |
| Legalized Alien Households That Received Food Stamps               | 12.8      |
| <hr/>  |           |
| Total Legalized Aliens Age 21 and over                             | 1,294,562 |
| Sample Size  | 4,012     |
| Total Households with Food Stamps                                  | 115,694   |
| Sample Size  | 430       |

SOURCE: Tabulations from the LPS2, summer 1992

NOTE: The majority of legalized alien households participating in the FSP at the time of the LPS2 survey *did not* include legalized aliens in the food stamp grant. Most of the grant recipients within these households were U.S.-born children.

TABLE III.9  
OVERVIEW OF ELIGIBILITY RESULTS

---

|                                      |         |
|--------------------------------------|---------|
| Number of Legalized Alien Households | 905,386 |
| Number Eligible for FSP              | 246,317 |
| Percent Eligible for FSP             | 27.2    |

---

|                                       |           |
|---------------------------------------|-----------|
| Number of Legalized Alien Individuals | 1,474,738 |
| Number Eligible for FSP               | 395,996   |
| Percent Eligible for FSP              | 26.9      |

---

SOURCE:      Tabulations from the LPS2, summer 1992

NOTE:         In this table eligibility is defined as meeting the income and asset requirements necessary to participate in the FSP.

were ineligible for food stamps, almost one-third were asset-ineligible. The remaining 43 percent were income-ineligible (Table III.10).<sup>1</sup>

We found that on average, eligible households had significant amounts of income but were eligible for substantial food stamp benefits because their household size was large relative to their income (Table III.10). Eligible households had an average of \$909 in gross income and \$532 in net income. They qualified for an average of \$237 in food stamps. Only 2.7 percent were eligible for the minimum benefit of \$10, whereas 16.1 percent were eligible for the maximum benefit (which varies by household size).

Other interesting characteristics of eligible legalized alien households (Tables III.11 and III.12) were that:

- Just over two-thirds (68.7 percent) had income below the poverty line.
- About two-thirds (66.9 percent) contained four or more people.
- Most (83.5 percent) contained children.
- Almost half (47 percent) were two-parent households. Another 15.3 percent were single female households with children.
- Eighty-five percent received no public assistance at the time of the survey (in the summer of 1992). Twelve percent received AFDC. Five percent of legalized alien households reported that all members of the simulated food stamp unit received public assistance, classifying these units as "pure PA" households.

### **C. COMPARISON OF FSP-ELIGIBLE LEGALIZED ALIEN HOUSEHOLDS AND INDIVIDUALS WITH INELIGIBLE ALIENS AND OTHER ELIGIBLE POPULATIONS**

In this section we compare FSP-eligible legalized alien households and individuals with three groups: 1) the FSP-eligible population for the entire United States; 2) the Hispanic FSP-

---

<sup>1</sup> The asset-ineligible groups are mutually exclusive in the LPS2 survey, when in reality some cases are probably both asset- and income-ineligible. We were unable to determine who was ineligible for both reasons because of the LPS2 skip patterns. In the LPS2 survey, only households that were asset-eligible for the FSP were asked to provide detailed income data, so we could not identify whether an asset-ineligible household was also income-ineligible. Consequently, our simulation results were categorized in the same manner; asset ineligibility took precedence when a household was ineligible for both reasons.

TABLE III.10  
BASELINE ELIGIBILITY RESULTS

---

|   |         |
|---|---------|
| <b>Eligibility Status <sup>a</sup></b>    |         |
| Percent eligible                          | 27.2    |
| Percent asset-ineligible                  | 30.8    |
| Percent income-ineligible                 | 42.0    |
| <b>Food Stamp Benefits <sup>b</sup></b>   |         |
| Average benefit                           | \$237   |
| Percent with minimum benefit              | 2.7     |
| Percent with maximum benefit              | 16.1    |
| <b>Income</b>                             |         |
| Average gross income                      | \$909   |
| Average net income                        | \$532   |
| <b>Deductions</b>                         |         |
| Average earnings deduction                | \$208   |
| Percent with earnings deduction           | 74.0    |
| <br>                                      |         |
| Average child care deduction              | \$158   |
| Percent with child card deduction         | 10.9    |
| <br>                                      |         |
| Average excess shelter expense deduction  | \$166   |
| Percent with excess shelter deduction     | 70.7    |
| <hr/>                                     |         |
| Total Eligible Legalized Alien Households | 246,317 |
| Total Legalized Alien Households          | 905,386 |
| Sample Size (Eligible Households)         | 947     |

---

SOURCE: Tabulations from the LPS2, summer 1992

<sup>a</sup> Due to the LPS2 skip patterns, the asset and income ineligibility groups are mutually exclusive, with asset ineligibility taking precedence over income ineligibility. Consequently, some asset ineligible households may also be income ineligible, and all income ineligible households are asset eligible.

<sup>b</sup> Benefits and deductions are based on the simulation results and therefore represent the amount households would receive, on average, if they applied for food stamp benefits.

TABLE III.11  
DISTRIBUTION OF INCOME AND UNIT SIZE  
OF BASELINE ELIGIBLE UNITS

| Characteristics                                      | Percent |
|--|---------|
| <b>Gross Income as a Percentage of Poverty Level</b> |         |
| less than or equal to 0 percent                      | 11.0    |
| between 0 and 50 percent                             | 13.2    |
| between 50 and 100 percent                           | 44.5    |
| between 100 and 150 percent                          | 31.1    |
| more than 150 percent                                | 0.2     |
| Total  | 100.0   |
| <b>Unit Size</b>                                     |         |
| 1 person   | 9.7     |
| 2 people   | 10.6    |
| 3 people   | 12.9    |
| 4 people   | 20.2    |
| 5 people   | 18.7    |
| 6 or more people                                     | 28.0    |
| Total  | 100.0   |
| <hr/>  |         |
| Total Eligible Units                                 | 246,317 |
| Sample Size  | 947     |

SOURCE: Tabulations from the LPS2, summer 1992

TABLE III.12  
CHARACTERISTICS OF BASELINE ELIGIBLE UNITS

|   |  | Percent                       |
|---|--|-------------------------------|
| <b>Unit Composition</b>                           |  |                               |
| <b>One Adult</b>                                  |  |                               |
| Female with children                              |  | 15.3                          |
| Male with children                                |  | 2.1                           |
| No children                                       |  | 9.7                           |
| <b>Multiple Adults</b>                            |  |                               |
| Married couple with children                      |  | 47.0                          |
| Not married, female head with children            |  | 12.8                          |
| Not married, male head with children              |  | 6.2                           |
| No children                                       |  | 6.8                           |
| <b>Total</b>                                      |  | <b>100.0</b>                  |
| <b>Multiple Program Participation</b>             |  |                               |
| No public assistance                              |  | 84.6                          |
| AFDC  |  | 12.0                          |
| SSI   |  | 0.9                           |
| GA  |  | 2.8                           |
| All members receive public assistance ("Pure PA") |  | 5.2                           |
| <b>Other Characteristics</b>                      |  |                               |
| With earners                                      |  | 73.8                          |
| With elderly people                               |  | 8.2                           |
| With children                                     |  | 83.5                          |
|   | <u>Average over those with an Amount</u> | <u>Percent with an Amount</u> |
| <b>Assets</b>                                     |  |                               |
| Total countable assets                            | 655                                      | 98.1                          |
| Financial assets                                  | 565                                      | 97.4                          |
| Countable vehicle assets                          | 453                                      | 20.4                          |
| <hr/>   |  |                               |
| Total Legalized Aliens Age 21 and over            |  | 246,317                       |
| Sample Size                                       |  | 947                           |

SOURCE: Tabulations from LPS2, summer 1992

eligible population; and 3) the FSP-ineligible legalized alien population.<sup>1</sup> By comparing eligible legalized aliens with the first two groups, we can examine the extent to which the three populations differ and evaluate whether we should expect the legalized alien population to participate in the FSP at the same rate as either the general FSP-eligible population or the Hispanic eligible population. By comparing the eligible legalized aliens to ineligible legalized aliens, we can examine the extent to which they differ and assess how sensitive the eligibility estimate is to the current circumstances of the legalized alien population. The comparisons focus on four broad areas: demographic characteristics, employment characteristics, income characteristics, and eligibility criteria.

## **1. Demographic Characteristics**

The first set of comparisons focuses on the demographic characteristics of the eligible legalized population relative to the general eligible population and the Hispanic eligible population. We compare the composition and size of the food stamp unit and the race, age, and education of the head of the food stamp unit.

The composition of eligible legalized alien food stamp units differed significantly from eligible units in the general and Hispanic populations (Table III.13). Almost all eligible legalized alien units (84 percent) contained children, and almost half (47 percent) contained married couples with children. In contrast, food stamp units in the general eligible population were split almost evenly between units with and without children, and only 14 percent contained a married couple with children. About 22 percent of Hispanic eligible units contained a married couple with children.

FSP-eligible legalized alien households had larger food stamp units than the general and Hispanic eligible populations (Table III.14).<sup>2</sup> For example, 43 percent of the food stamp units in the general eligible population contained only one person, whereas this occurred only 10 percent of the time among the eligible legalized alien food stamp units. Similarly, 28 percent of the eligible legalized alien units had six or more people, whereas only 5 percent of the units in the general population had that many. On average, the legalized alien food stamp units had 4.3 persons, and the general and Hispanic units were smaller by one to two persons.

---

<sup>1</sup> It is important to emphasize that the relatively small percentage of legalized aliens participating in the AFDC program is due to the timing of the LPS2 survey. At the time of the survey in the summer of 1992, most legalized aliens were still subject to the five-year waiting period and were prohibited from applying for AFDC benefits. Increased participation in AFDC was expected following expiration of the waiting period.

<sup>2</sup> Some of these differences could be due to differences in the way in which the food stamp units were modeled. However, because the food stamp units of the general FSP-eligible population are a subset of a household as often as they are in the legalized population, we do not think that differences created by modeling were significant.

TABLE III.13

## COMPARISON OF FOOD STAMP UNIT COMPOSITION

| Food Stamp Unit Composition                        | Legalized Aliens |              | January 1992 Eligible Units |              |
|--|------------------|--------------|-----------------------------|--------------|
|  | Eligible         | Ineligible   | All                         | Hispanic     |
| Percentages  |                  |              |                             |              |
| <b>One Adult</b>                                   |                  |              |                             |              |
| Female with children                               | 15.3             | 2.5          | 27.3                        | 31.5         |
| Male with children                                 | 2.1              | 0.7          | 1.3                         | 1.2          |
| No children  | 9.7              | 16.6         | 42.5                        | 29.6         |
| <b>Multiple Adults</b>                             |                  |              |                             |              |
| Married couple with children                       | 47.0             | 44.4         | 13.6                        | 21.6         |
| Not married, female head w/children                | 12.8             | 8.1          | 3.5                         | 3.9          |
| Not married, male head w/children                  | 6.2              | 5.7          | 0.8                         | 1.5          |
| No children  | 6.8              | 22.1         | 10.5                        | 10.3         |
| Child only   | 0.0              | 0.0          | 0.5                         | 0.4          |
| <b>Total</b>                                       | <b>100.0</b>     | <b>100.0</b> | <b>100.0</b>                | <b>100.0</b> |
| <b>Other Characteristics</b>                       |                  |              |                             |              |
| With elderly (age 60 or more)                      | 8.2              | 7.6          | 32.7                        | 23.5         |
| With children (age newborn to 17)                  | 83.5             | 61.3         | 47.1                        | 60.1         |
| With pre-school age children<br>(age newborn to 4) | 50.8             | 33.8         | 25.3                        | 32.6         |
| With school-age children (5 to 17)                 | 70.9             | 49.3         | 35.7                        | 46.6         |
| <hr/>  |                  |              |                             |              |
| Total Households                                   | 246,317          | 659,069      | 13,982,931                  | 2,117,088    |
| Sample Size  | 947              | 3,065        | 33,849                      | 865          |

SOURCES: Tabulations from LPS2, summer 1992  
 January 1992 FOSTERS Model, Wave 7 of the 1990 Panel and Wave 4 of the 1991 Panel of Survey of Income  
 Program Participation

TABLE III.14  
COMPARISON OF FOOD STAMP UNIT SIZE

| Size   | Legalized Alien Units |            | January 1992 Eligible Units |           |
|--|-----------------------|------------|-----------------------------|-----------|
|  | Eligible              | Ineligible | All                         | Hispanic  |
| Percent  |                       |            |                             |           |
| 1 person   | 9.7                   | 16.6       | 42.7                        | 29.9      |
| 2 people   | 10.6                  | 13.7       | 20.4                        | 18.7      |
| 3 people   | 12.9                  | 16.3       | 15.3                        | 16.5      |
| 4 people   | 20.2                  | 20.6       | 10.6                        | 15.9      |
| 5 people   | 18.7                  | 14.1       | 6.0                         | 9.1       |
| 6 or more people   | 28.0                  | 18.8       | 5.0                         | 9.9       |
| Total  | 100.0                 | 100.0      | 100.0                       | 100.0     |
| Food Stamp Unit Does<br>not Include All<br>Household Members | 21.2                  | 26.0       | 19.6                        | 24.2      |
| Average  |                       |            |                             |           |
| Household Size   | 4.4                   | 4.3        | 2.4                         | 2.9       |
| Total Households   | 246,317               | 659,069    | 13,982,931                  | 2,117,088 |
| Sample Size  | 947                   | 3,065      | 33,849                      | 865       |

SOURCES: Tabulations from LPS2, summer 1992  
January 1992 FOSTERS Model, Wave 7 of the 1990 Panel and Wave 4 of the 1991 Panel of  
SIPP

The heads of the eligible legalized alien food stamp units had less formal education than the general and Hispanic eligible populations (Table III.15). Among eligible food stamp units in the legalized population, 70 percent of the heads of households had less than a high school education. This percentage was significantly higher than the corresponding percentages for

legalized alien heads who were ineligible for the FSP (48 percent), suggesting that ineligible aliens might not participate at the same rate as current eligible individuals if their economic circumstances were to change slightly. This percentage is also significantly higher than those of the general and Hispanic eligible populations (25 and 40 percent, respectively). Differences in education among these groups are even more pronounced when we compare the median grade level achieved — 6th grade for heads of eligible legalized alien units, 9th grade for heads of ineligible legalized alien units, 11th grade for heads of units in the general eligible population, and 10th grade for heads in the Hispanic eligible population (Table III.15).

Heads of eligible legalized alien food stamp units were much younger than their counterparts in the general and Hispanic eligible populations (Table III.15). The median age for the head of an eligible legalized alien food stamp unit was 35, whereas median ages were 41 and 39, respectively, for the general and Hispanic eligible populations. The median age for the head of an ineligible legalized alien food stamp unit was comparable to that of the eligible legalized alien group.

## **2. Employment Characteristics**

The second set of comparisons focuses on various employment characteristics of the head of the food stamp unit. We compare labor force participation and the type of industry in which the heads of households work

TABLE III.15  
COMPARISON OF DEMOGRAPHICS OF THE HEAD OF THE  
FOOD STAMP UNIT

| Size                         | Heads of Legalized Alien Units |            | Heads of January 1992 Eligible Units |            |
|------------------------------|--------------------------------|------------|--------------------------------------|------------|
|                              | Eligible                       | Ineligible | All                                  | Hispanic   |
| Percent                      |                                |            |                                      |            |
| <b>Race or Ethnic Origin</b> |                                |            |                                      |            |
| White                        | 54.9                           | 42.8       | 55.8                                 | 0.0        |
| Black                        | 3.8                            | 5.7        | 25.8                                 | 0.0        |
| Hispanic                     | 34.7                           | 41.0       | 15.1                                 | 100.0      |
| Other                        | 6.5                            | 10.4       | 3.2                                  | 0.0        |
| Total                        | 100.0                          | 100.0      | 100.0                                | 100.0      |
| <b>Education</b>             |                                |            |                                      |            |
| Less than high school        | 69.6                           | 47.8       | 25.4                                 | 40.0       |
| High school                  | 15.3                           | 16.7       | 26.4                                 | 28.7       |
| High school diploma or GED   | 9.1                            | 16.0       | 33.0                                 | 20.4       |
| Beyond high school           | 5.9                            | 19.5       | 15.2                                 | 10.9       |
| Total                        | 100.0                          | 100.0      | 100.0                                | 100.0      |
| <b>Age</b>                   |                                |            |                                      |            |
| Less than 21                 | 0.0                            | 0.0        | 3.7                                  | 3.7        |
| 21-35                        | 53.0                           | 55.5       | 35.6                                 | 37.6       |
| 36-59                        | 42.6                           | 41.5       | 28.9                                 | 36.6       |
| 60 or more                   | 4.4                            | 3.0        | 31.8                                 | 22.0       |
| Total                        | 100.0                          | 100.0      | 100.0                                | 100.0      |
| Average                      |                                |            |                                      |            |
| Median Age                   | 35                             | 34         | 41                                   | 39         |
| Median Education             | 6th grade                      | 9th grade  | 11th grade                           | 10th grade |
| Total Households             | 246,317                        | 659,069    | 13,982,931                           | 2,117,088  |
| Sample Size                  | 947                            | 3,065      | 33,849                               | 865        |

SOURCES: Tabulations from LPS2, summer 1992

January 1992 FOSTERS Model, Wave 7 of the 1990 Panel and Wave 4 of the 1991 Panel of SIPP

TABLE III.16

COMPARISON OF EMPLOYMENT STATUS  
OF THE HEAD OF THE FOOD STAMP UNIT

| Size                               | Legalized Alien Heads |            | January 1992 Eligible Heads |           |
|------------------------------------|-----------------------|------------|-----------------------------|-----------|
|                                    | Eligible              | Ineligible | All                         | Hispanic  |
| Percent                            |                       |            |                             |           |
| <b>Labor Force Participation</b>   |                       |            |                             |           |
| Employed                           | 55.0                  | 84.8       | 31.5                        | 25.0      |
| Unemployed                         | 19.3                  | 4.7        | 14.8                        | 13.4      |
| Not in labor force                 | 25.7                  | 10.5       | 53.6                        | 53.5      |
| Total                              | 100.0                 | 100.0      | 100.0                       | 100.0     |
| <b>Industry of Primary Job</b>     |                       |            |                             |           |
| Agriculture                        | 7.5                   | 4.4        | 11.2                        | 11.2      |
| Construction                       | 5.8                   | 8.8        | 4.2                         | 4.1       |
| Manufacturing                      | 27.5                  | 22.9       | 13.9                        | 22.9      |
| Sales                              | 23.7                  | 28.3       | 24.4                        | 20.1      |
| Services                           | 29.8                  | 27.2       | 36.2                        | 31.2      |
| Transportation                     | 4.0                   | 4.3        | 4.5                         | 4.2       |
| Other                              | 1.9                   | 4.0        | 5.7                         | 6.2       |
| Total                              | 100.0                 | 100.0      | 100.0                       | 100.0     |
| <b>Occupation</b>                  |                       |            |                             |           |
| <b>White-collar jobs</b>           |                       |            |                             |           |
| Executive                          | 0.6                   | 4.4        | 6.3                         | 3.3       |
| Professional                       | 1.4                   | 3.7        | 5.1                         | 3.4       |
| Technical                          | 0.1                   | 1.4        | 1.3                         | 1.4       |
| Sales                              | 4.2                   | 5.6        | 11.2                        | 8.9       |
| Clerical                           | 3.6                   | 7.9        | 10.0                        | 9.7       |
| Subtotal                           | 9.9                   | 23.0       | 33.9                        | 26.7      |
| <b>Blue-collar jobs</b>            |                       |            |                             |           |
| Private households                 | 11.5                  | 4.4        | 1.4                         | 0.8       |
| Protective services                | 0.2                   | 0.5        | 1.1                         | 0.2       |
| Food preparation/service           | 11.3                  | 11.1       | 9.2                         | 7.4       |
| Health service                     | 1.6                   | 1.5        | 5.0                         | 3.2       |
| Cleaning (not private)             | 10.1                  | 6.9        | 9.0                         | 11.6      |
| Personal service                   | 1.4                   | 1.4        | 3.7                         | 3.4       |
| Farm                               | 7.1                   | 5.2        | 6.1                         | 8.1       |
| Mechanic                           | 2.9                   | 4.3        | 3.1                         | 2.6       |
| Construction                       | 3.9                   | 6.1        | 5.2                         | 5.4       |
| Extraction/precision               | 3.8                   | 4.8        | 2.3                         | 3.9       |
| Machine operator                   | 23.1                  | 17.3       | 9.2                         | 13.2      |
| Transportation                     | 5.1                   | 4.0        | 4.5                         | 4.0       |
| Handlers/laborers                  | 8.0                   | 9.2        | 5.8                         | 9.9       |
| Other                              | 0.0                   | 0.1        | 0.5                         | 1.6       |
| Subtotal                           | 90.0                  | 76.8       | 66.1                        | 73.3      |
| Total                              | 100.0                 | 100.0      | 100.0                       | 100.0     |
| <b>Total Households Whose Head</b> |                       |            |                             |           |
| is Age 21 - 64                     | 239,987               | 645,890    | 9,905,792                   | 1,700,295 |
| Sample Size                        | 920                   | 2,997      | 3,529                       | 699       |
| <b>Total Households Whose Head</b> |                       |            |                             |           |
| is Age 21 - 64 and Employed        | 127,395               | 540,844    | 3,125,119                   | 561,749   |
| Sample Size                        | 467                   | 2,484      | 1,092                       | 214       |

SOURCES: Tabulations from LPS2, summer 1992  
January 1992 FOSTERS Model, Wave 7 of the 1990 Panel and Wave 4 of the 1991 Panel of SIPP

### 3. Income Characteristics

The third set of comparisons focuses on the income of the food stamp units in each group. We examine gross monthly income, earnings, and unearned income. We also include specific comparisons of unearned income from AFDC, SSI, GA, and UI.

As we would expect given the food stamp eligibility rules, the distribution of gross income relative to the federal poverty guideline in the eligible legalized alien food stamp units was similar to that in the general and Hispanic populations and very different from that in the ineligible legalized population (Table III.17). Across the three eligible groups, two-thirds to three-quarters had income below the poverty level. Approximately 45 percent had incomes of between 50 and 100 percent of the poverty level. As expected, the ineligible legalized aliens differed significantly from the eligible groups, with the majority having gross income greater than 150 percent of the poverty level.

A greater proportion of eligible legalized alien food stamp units earned more money and received less public assistance than was the case among the general eligible and Hispanic eligible populations (Table III.18). For example, 74 percent of the eligible legalized alien units had an average of \$1,040 in earned income, whereas only 28 percent of the general eligible population had an average of \$744 in earnings. Earned income in the Hispanic eligible units was slightly higher, with 35 percent earning an average of \$841. Moreover, ineligible legalized alien units were more likely to have earnings and to earn more than their eligible counterparts. In particular, 86 percent of the ineligible legalized alien units had an average of \$2,162 in earnings.

As expected, the eligible legalized alien units were much less likely to receive public assistance than the general and Hispanic eligible food stamp units<sup>1</sup> (Table III.18). In particular, 22 and 27 percent of the general and Hispanic eligible food stamp units, respectively, received AFDC. In contrast only 12 percent of the eligible legalized aliens received AFDC. Just 2 percent of food-stamp-ineligible legalized aliens received AFDC. Similarly, the percentage of units receiving SSI was significantly lower among eligible legalized aliens than among other eligible groups, which is consistent with the fact that legalized alien units were younger and contained fewer elderly people than the general and Hispanic eligible populations. Receipt of UI benefits, on the other hand, was more prevalent in the eligible legalized alien units than in the general or Hispanic eligible populations (8 percent versus 5 and 6 percent, respectively). This result was consistent with information presented in Table III.16, which showed that a greater proportion of eligible legalized alien heads were unemployed compared with the other two populations.

---

<sup>1</sup> It is important to emphasize that the relatively small percentage of legalized aliens participating in the AFDC program is due to the timing of the LPS2 survey. At the time of the survey in the summer of 1992, most legalized aliens were still subject to the five-year waiting period and were prohibited from applying for AFDC benefits. Increased participation in AFDC was expected following expiration of the waiting period.

TABLE III.17  
 COMPARISON OF FOOD STAMP UNITS  
 GROSS MONTHLY INCOME  
 AS A PERCENT OF THE POVERTY LEVEL

| Gross Income as a<br>Percent of Poverty<br>Level | Legalized Alien Units |                 |                       |                 | January 1992 Eligible Units |                 |                     |                 |
|--|-----------------------|-----------------|-----------------------|-----------------|-----------------------------|-----------------|---------------------|-----------------|
|  | Eligible<br>Percent   | Cum.<br>Percent | Ineligible<br>Percent | Cum.<br>Percent | All<br>Percent              | Cum.<br>Percent | Hispanic<br>Percent | Cum.<br>Percent |
| 0  | 11.0                  | 11.0            | 0.7                   | 0.7             | 6.3                         | 6.3             | 6.6                 | 6.6             |
| More than 0 - 50                                 | 13.2                  | 24.2            | 0.3                   | 1.0             | 21.7                        | 28.0            | 22.7                | 29.3            |
| More than 50 - 100                               | 44.5                  | 68.7            | 1.5                   | 2.5             | 45.6                        | 73.6            | 50.5                | 79.8            |
| More than 100 -150                               | 31.1                  | 99.8            | 8.3                   | 10.8            | 20.6                        | 94.2            | 17.2                | 97.0            |
| More than 150                                    | 0.2                   | 100.0           | 89.3                  | 100.0           | 5.8                         | 100.0           | 3.1                 | 100.0           |
| Total Households                                 | 246,317               |                 | 659,069               |                 | 13,982,931                  |                 | 2,117,088           |                 |
| Sample Size                                      | 947                   |                 | 3,065                 |                 | 33,849                      |                 | 865                 |                 |

SOURCES: Tabulations from LPS2, summer 1992  
 January 1992 FOSTERS Model, Wave 7 of the 1990 Panel and Wave 4 of the 1991 Panel of SIPP

TABLE III.18  
COMPARISON OF EARNED AND UNEARNED INCOME  
OF THE FOOD STAMP UNIT

|                       | Legalized Aliens |            | January 1992 Eligible Units |           |
|-----------------------|------------------|------------|-----------------------------|-----------|
|                       | Eligible         | Ineligible | All                         | Hispanic  |
| Percent with Earnings | 73.8             | 85.7       | 28.3                        | 34.5      |
| Average Earned Income | \$1,040          | \$2,162    | \$744                       | \$841     |
| Percent with AFDC     | 12.0             | 1.6        | 22.4                        | 26.9      |
| Average AFDC Benefit  | \$455            | \$440      | \$384                       | \$445     |
| Percent with SSI      | 0.9              | 1.3        | 19.1                        | 17.2      |
| Average SSI Benefit   | \$397            | \$428      | \$302                       | \$314     |
| Percent with GA       | 2.8              | 0.5        | 5.3                         | 5.6       |
| Average GA Benefit    | \$410            | \$517      | \$251                       | \$267     |
| Percent with UI       | 8.0              | 4.8        | 4.6                         | 5.5       |
| Average UI Benefit    | \$416            | \$494      | \$490                       | \$482     |
| <hr/>                 |                  |            |                             |           |
| Total Households      | 246,317          | 659,069    | 13,982,931                  | 2,117,088 |
| Sample Size           | 947              | 3,065      | 33,849                      | 865       |

SOURCES: Tabulations from LPS2, summer 1992  
January 1992 FOSTERS Model, Wave 7 of the 1990 Panel and Wave 4 of the 1991 Panel of SIPP

#### **4. Eligibility Criteria**

The last set of comparisons focuses on FSP eligibility criteria, deductions from food stamp gross income, and food stamp countable assets. Eligibility criteria include the gross and net income tests, the asset test, and whether the unit is eligible for food stamp benefits. The deductions include a standard deduction, an earnings deduction, a dependent care deduction, and an excess shelter expense deduction.

Legalized alien food stamp units were almost as likely as Hispanic food stamp units to be eligible for the FSP — 27 percent of the legalized alien units were eligible and 32 percent of the Hispanic units were eligible (Table III.19). In contrast, only 15 percent of food stamp units in the general population were eligible. Moreover, a larger percentage of legalized alien and Hispanic units were asset-eligible for the FSP compared to the general population (44 and 58 percent versus 32 percent, respectively). These findings indicate that legalized aliens and Hispanics tend to have fewer assets and income than the general population.

A larger proportion of legalized alien households and Hispanic units qualified for deductions from food stamp gross income, and these deductions were larger on average than those of the general population (Table III.20). Consequently, legalized alien households and Hispanic units were eligible for a larger food stamp benefit, on average. For example, 74 and 35 percent of the units in the legalized alien and Hispanic groups, respectively, qualified for an earnings deduction, whereas 28 percent of the units in the general population qualified. This finding was not surprising, given that more of the eligible legalized aliens and Hispanic food stamp units contained earners than did the general population. Moreover, the proportion of eligible legalized alien units that qualified for a child care deduction was twice as large as the proportion in the general population. In contrast, the proportion that qualified for an excess shelter expense deduction was roughly the same across the three groups, although the deduction amount was higher on average for legalized aliens and Hispanics.

#### **5. Summary of Comparisons**

The eligibility comparisons showed that in a number of ways, eligible legalized alien food stamp units differed from eligibles in both the general U.S. and Hispanic populations. First, a greater percentage of the legalized population met the eligibility requirements necessary to participate in the FSP. Second, legalized alien units qualified for a larger average benefit amount than units in the comparison populations.

The comparisons also showed that eligible legalized alien units differed significantly from ineligible legalized alien units. Some notable differences are that ineligible legalized alien heads of households were more educated and more likely to be employed than their eligible counterparts. In addition, ineligible food stamp units had greater income and assets than eligible units. Consequently, we do not expect a large influx of new eligible units to result from minor changes in economic circumstances.

TABLE III.19

## COMPARISON OF FOOD STAMP PROGRAM ELIGIBILITY CRITERIA

|   | All Legalized<br>Alien Food Stamp<br>Units | Food Stamp Units |           |
|---|--|------------------|-----------|
|   |  | All              | Hispanic  |
|   |  | Percent          |           |
| Asset-Eligible                              | 44.4                                       | 31.8             | 57.5      |
| Gross- and Net-Income-Eligible              | 30.1                                       | 20.0             | 37.2      |
| Net-Income-Eligible                         | 34.3                                       | 22.0             | 40.9      |
| Income- and Asset-Eligible for \$0 Benefit  | 0.0  | 0.1              | 0.3       |
| Eligible                                    | 27.2                                       | 14.7             | 31.8      |
| Total Potential Eligible Units <sup>a</sup> | 905,386                                    | 94,912,477       | 6,662,433 |
| Sample Size                                 | 4,012                                      | 33,511           | 2,713     |

SOURCES: Tabulations from LPS2, summer 1992  
January 1992 FOSTERS Model, Wave 7 of the 1990 Panel and Wave 4 of the 1991 Panel of SIPP

<sup>a</sup> Potential eligible food stamp units represent the total number of households in the universe minus any households that would be barred from the FSP (such as SSI cashout households) plus any multiple food stamp units.

TABLE III.20

COMPARISON OF SELECTED CHARACTERISTICS  
OF ELIGIBLE FOOD STAMP UNITS

|   | Legalized Alien | January 1992 Eligible Units |           |
|---|-----------------|-----------------------------|-----------|
|   | Eligible Units  | All                         | Hispanic  |
|   | Eligible        |                             |           |
| Average Food Stamp Benefit                    | \$237           | \$142                       | \$178     |
| Average Gross Income                          | \$909           | \$598                       | \$633     |
| Average Net Income                            | \$532           | \$317                       | \$342     |
| Deductions from Food Stamp Gross Income       |                 |                             |           |
| Percent with earned income deduction          | 74.0            | 28.3                        | 34.5      |
| Average earned income deduction               | \$208           | \$149                       | \$168     |
| Percent with child care deduction             | 10.9            | 3.5                         | 4.3       |
| Average child care deduction                  | \$158           | \$115                       | \$135     |
| Percent with excess shelter expense deduction | 70.7            | 67.3                        | 66.7      |
| Average excess shelter expense deduction      | \$166           | \$146                       | \$155     |
| <hr/>   |                 |                             |           |
| Total Households                              | 246,317         | 13,982,931                  | 2,117,088 |
| Sample Size                                   | 947             | 33,849                      | 865       |

SOURCES: Tabulations from LPS2, summer 1992  
January 1992 FOSTERS Model, Wave 7 of the 1990 Panel and Wave 4 of the 1991 Panel of SIPP

Because of their unique combination of characteristics, we cannot be certain that over the long run eligible legalized aliens will participate in the FSP at the same rate as eligible people in either the general U.S. population or the Hispanic population. Some characteristics of eligible legalized alien households indicated that they might have a higher rate of participation than the comparison populations. For instance, eligible legalized alien households were larger on average than households in the comparison groups, and they contained more children. Also, the heads of eligible legalized alien food stamp units were younger and had less education than their counterparts in the general and Hispanic populations. On the other hand, there were also characteristics suggesting that eligible legalized aliens would be less likely to participate in the FSP. For example, eligible legalized alien households were more likely to contain married couples and wage earners, and income from wages was higher in these households than in the other population groups.



#### IV. LEGALIZED ALIEN FOOD STAMP PARTICIPANTS

In this chapter, the focus shifts from eligibility to participation. We present a profile of legalized alien food stamp participants based on the results of the matching research and compare these participants to other food stamp populations. First, we present our measurements of FSP participation for the legalized population and provide a general description of participating households. Next, we compare legalized aliens participating in the FSP with the eligible legalized population, with Hispanic participants, and with the food stamp population as a whole. The chapter concludes with a comparison of data from the eight match states, concentrating on key differences in household variables. In addition to highlighting these differences, we also compare state match findings to other state-level data from FCS. These comparisons enable us to determine the extent to which legalized alien food stamp households in the eight match states reflect characteristics of general food stamp households in those states.

##### A. NUMBER AND CHARACTERISTICS OF LEGALIZED ALIEN HOUSEHOLDS AND INDIVIDUALS PARTICIPATING IN THE FSP

For the eight states included in the matching research (Arizona, California, Florida, Illinois, New Jersey, New Mexico, New York, Texas), we found that there were 179,054 legalized aliens and 132,081 legalized alien households participating in the FSP in 1994. Because the match states contain 93 percent of the legalized population, these participation figures were inflated by 7 percent to represent all legalized aliens. We estimated that there were 192,483 legalized aliens and 141,987 legalized alien households participating in the FSP. Legalized alien households made up 1.3 percent of all FSP households and about 0.7 percent of all FSP participants (Table IV.1).

The monthly benefit cost associated with the legalized alien food stamp households was approximately \$30 million. We emphasize that this figure represents food stamp benefits distributed to all people within a legalized alien food stamp household, not just legalized alien members. In fact, the majority of people living in legalized alien FSP households *are not* legalized aliens. The monthly benefit amount associated with legalized alien recipients exclusively is about \$11 million. This is simply the average benefit per person (\$58) times the total number of legalized alien participants (192,483).

As noted previously, FSP participation was measured at different points in time depending upon the date of extract for each state.<sup>1</sup> Despite this fact, monthly cost figures (as measured by the matches and adjusted for the nation) can be used to imply a rough annual cost of \$354 million

---

<sup>1</sup> Specific extract dates for the eight match states are presented in Appendix A.

(Table IV.1). Again, this is the cost of providing benefits to legalized alien households containing legalized alien *and* nonlegalized alien members.

The average legalized alien FSP household was shown to have the following characteristics (Tables IV.2 and IV.3):

- The average size of the FSP unit was 3.5 persons.
- The average number of legalized aliens in the unit was 1.4.
- The average benefit amount per household was \$201.
- Eighty-four percent of participating legalized alien households lived in poverty.
- Seventeen percent of all legalized alien FSP households were extremely poor and therefore received the maximum food stamp benefit allotment.<sup>1</sup>
- Legalized alien FSP households were likely to have income from wages and AFDC.<sup>2</sup> Forty-two percent of such households received earned income and 58 percent received AFDC benefits. Relatively few legalized alien households received income from GA (13 percent), SSI (4 percent), Social Security (2 percent), or UI (10 percent).
- Half of all legalized alien FSP participants were between the ages of 25 and 39, and an additional 25 percent were between the ages of 40 and 59. Very few (4 percent) were elderly, and very few (9 percent) were children.<sup>3</sup>
- The majority of legalized aliens participating in the FSP (65 percent) were female.

---

<sup>1</sup> In 1994 the maximum benefit for a household of two in the continental United States was \$206. The maximum benefit for a household of four was \$375. Benefit amounts were considerably larger for residents of Alaska and Hawaii.

<sup>2</sup> The lack of AFDC information for Texas may have skewed this average. If legalized alien FSP households participated in AFDC at the same rate as the general FSP population in Texas (23 percent), then the AFDC participation rate for all legalized alien FSP units would be 51 percent. Average participation falls with the inclusion of this data because food stamp recipients in Texas have lower AFDC participation when compared with the other states.

<sup>3</sup> The small number of child participants is not surprising because these children represent the small group of very young immigrants who moved to the U.S. prior to 1982.

TABLE IV.1

PARTICIPATION IN THE FOOD STAMP PROGRAM  
AMONG THE LEGALIZED POPULATION

| Food Stamp Participation                           |               |
|--|---------------|
| Participating Legalized Alien Households           | 141,987       |
| As a Percent of All FSP Households                 | 1.3%          |
| As a Percent of All Legalized Alien Households     | 15.7%         |
| Participating Legalized Aliens                     | 192,483       |
| As a Percent of All Participants                   | 0.7%          |
| As a Percent of All Legalized Aliens               | 13.1%         |
| Cost of Participation - Legalized Alien Households |               |
| Total Monthly Issuance to FSP Households           | \$29,508,023  |
| Total Annual Issuance to FSP Households            | \$354,096,276 |
| As a Percent of Total Issuance in FY 1994          | 1.6%          |
| Cost of Participation - Legalized Aliens           |               |
| Total Monthly Issuance to Legalized Aliens         | \$11,215,984  |
| Total Annual Issuance to Legalized Aliens          | \$134,591,808 |
| As a Percent of Total Issuance in FY 1994          | 0.6%          |

SOURCES: Estimates of legalized alien participation and benefit issuance came from matches of INS data with state food stamp records, as adjusted for the nation. Legalized alien FSP households and individuals as a percentage of all legalized alien households and individuals were computed using the numbers of legalized alien households (905,386) and individuals (1,474,738) estimated to be residing in the United States at the time of the LPS2 survey. Legalized alien participation as a percentage of total participation was computed using the average number of households (11,130,401) and participants (27,105,564) in the FSP in FY 1994 through April (Food Stamp Program National Data Bank). Legalized alien benefit issuance as a percentage of total issuance was computed using total benefits issued in FY 1994 (\$22,751,723,863), as reported by FCS.

TABLE IV.2

**CHARACTERISTICS OF PARTICIPATING  
LEGALIZED ALIEN FOOD STAMP UNITS**

|  | Percentages<br>and<br>Averages |
|--|--------------------------------|
| <b>Unit Size</b>   |                                |
| 1 person   | 14                             |
| 2 people   | 19                             |
| 3 people   | 22                             |
| 4 people   | 19                             |
| 5 or more people   | 26                             |
| <b>Average Size</b>                                      | 3.5                            |
| <b>Number of Legalized Aliens in Unit</b>                |                                |
| 1  | 69                             |
| 2  | 25                             |
| 3  | 4                              |
| 4 or more  | 2                              |
| <b>Average Number</b>                                    | 1.4                            |
| <b>Gross Income as a Percent of Poverty <sup>a</sup></b> |                                |
| Zero   | 8                              |
| More than 0 - 50   | 24                             |
| More than 50 - 100                                       | 52                             |
| More than 100  | 16                             |
| <b>Benefit as a Percentage of the Maximum Allotment</b>  |                                |
| 1 - 24   | 7                              |
| 25 - 49  | 21                             |
| 50 - 74  | 38                             |
| 75 - 99  | 17                             |
| 100  | 17                             |
| <b>Average Benefit</b>                                   | <b>\$201</b>                   |
| <b>With Income from Certain Sources <sup>b</sup></b>     |                                |
| Wage Earnings  | 42                             |
| AFDC   | 58                             |
| SSI  | 4                              |
| GA   | 13                             |
| Social Security  | 2                              |
| UI   | 10                             |

SOURCE: Estimates of household characteristics came from matches of INS data with state food stamp records.

<sup>a</sup> California, Florida and New Jersey were not included in the average, since we lacked gross income for these states.

<sup>b</sup> Averages were taken across all states that provided information on the source of income. AFDC does not include Texas; UI does not include New Mexico or Texas; GA does not include California, Florida, New Mexico, or Texas.

TABLE IV.3  
CHARACTERISTICS OF LEGALIZED ALIEN PARTICIPANTS

|               | Number  | Percentage |
|---------------|---------|------------|
| <b>Gender</b> |         |            |
| Male          | 67,369  | 35         |
| Female        | 125,114 | 65         |
| Total         | 192,483 | 100        |
| <b>Age</b>    |         |            |
| < 18          | 17,323  | 9          |
| 18 - 25       | 23,098  | 12         |
| 26 - 39       | 96,242  | 50         |
| 30 - 59       | 48,121  | 25         |
| 60+           | 7,699   | 4          |
| Total         | 192,483 | 100        |

SOURCE: Estimates of participant characteristics and total participants came from matches of INS data with state food stamp records, as adjusted for the nation.

In general, the match findings on household and individual characteristics did not differ greatly from what was anticipated based on the profile of eligible legalized aliens presented in the LPS2 research. A comparison of the similarities and differences among the match states is presented at the end of this chapter.

**B. COMPARISONS OF LEGALIZED ALIEN PARTICIPANTS WITH ELIGIBLE LEGALIZED ALIENS AND WITH OTHER FSP POPULATIONS**

Using the LPS2 eligibility simulation in combination with the match results, we can compare legalized aliens participating in the FSP with those eligible to participate in the FSP. The comparison of characteristics for these two groups helps identify eligible aliens in the legalized population that are likely to participate in the FSP. Legalized alien participants are also compared with participants from the general food stamp population and participants from the Hispanic food stamp population. These comparisons allow us to determine the extent to which the legalized population mirrors other groups participating in the FSP.

We note that the food stamp participation rates of the legalized population are based on data from two separate sources (the LPS2 survey and the matching research) collected at different points in time (in 1992 and 1994 respectively). The participation rate in 1994 is based on the eligibility of the legalized population as measured by the LPS2 in 1992. This assumes that household income and assets remained unchanged from 1992 to 1994. If income and assets rose

TABLE IV.4  
ELIGIBILITY AND PARTICIPATION RATES  
AMONG THE LEGALIZED POPULATION

|   | Persons   | Households | Benefits     |
|---|-----------|------------|--------------|
| Total Legalized Population                          | 1,474,738 | 905,386    |              |
| <b>Eligibility in 1992 Based on LPS2</b>            |           |            |              |
| Eligibles   |           |            |              |
| Number  | 395,996   | 246,317    | \$58,328,004 |
| Percent of Total Legalized Aliens                   | 27%       | 27%        |              |
| <b>Reported Participation in 1992 Based on LPS2</b> |           |            |              |
| Participants  |           |            |              |
| Total Number  | 15,723    | 115,694    | \$18,716,860 |
| Percent of Total Legalized Aliens                   | 1%        | 13%        |              |
| Participation Rates                                 | 4%        | 47%        |              |
| Participants  |           |            |              |
| Number w/ Legalized Aliens in Unit                  | 15,723    | 12,011     | \$1,953,731  |
| Percent of Total Legalized Aliens                   | 1%        | 1%         |              |
| Participation Rates                                 | 4%        | 5%         |              |
| <b>Participation in 1994 Based on Match Data</b>    |           |            |              |
| Participants  |           |            |              |
| Number  | 192,483   | 141,987    | \$29,508,023 |
| Percent of Total Legalized Aliens                   | 13%       | 16%        |              |
| Participation Rates                                 | 49%       | 58%        |              |

SOURCES: Estimates of eligible aliens in 1992 came from the eligibility model based on LPS2 data. Estimates of participants and benefits in 1992 came from the LPS2. Estimates of participants and benefits in 1994 came from matches of INS data with state food stamp records, as adjusted for the nation.

administered in the summer of 1992, only a small number of legalized aliens had met the requirement for a five-year waiting period. By the time the matching research was conducted in 1994, all legalized aliens had fulfilled the waiting period. At the time of the LPS2, 13 percent of all households with legalized aliens participated in the FSP (Table IV.4). Although this figure seems surprising in light of the fact that most had not yet completed the five-year waiting period, the data indicate that in most of these households the legalized alien was excluded from the food stamp grant. In other words, these food stamp households included only people who could legally participate in the FSP at that time (e.g. U.S.-born children of legalized aliens, SAWs, other citizen household members, and other permanent residents). Only 1 percent of legalized alien households reportedly included a legalized alien in the food stamp grant, and only 1 percent of all legalized aliens reported participating in the FSP at the time of the survey (Table IV.4).

From the time of the LPS2 survey to the time of the match,<sup>1</sup> FSP participation among legalized aliens increased significantly, while the number of participating households with legalized aliens rose modestly (Table IV.4). Specifically, the percentage of legalized aliens participating in the FSP increased to 13 percent and the percentage of households with a legalized alien increased to 16 percent. Increases in participation were larger for legalized alien individuals (12 percentage points) than for legalized alien households (3 percentage points).

### **3. Participation Rates of Legalized Alien Households and People by Selected Characteristics**

An examination of eligible aliens and participants by certain characteristics identifies the households and people in the legalized population that tend to participate in the FSP. As shown in Table IV.5, eligible small households (with one or two persons) participated at a higher rate (94 percent) than large households (48 percent). Eligible households with low gross income (income at or below 50 percent of the poverty level) were more likely to participate (76 percent) than households with income between 50 and 100 percent of the poverty level (67 percent), which in turn were more likely to participate than households with income above poverty (29 percent). Similarly, after taking into account the size of the household, eligible households with low net income (households with FSP benefits at or above 50 percent of the maximum allotment) participated at a slightly higher rate (50 percent) than households with high net income (44 percent).

Eligible females in the legalized population were more likely to participate in the FSP than eligible males — 58 versus 38 percent (Table IV.6). Eligible adults age 21 to 59 were just as likely as those over the age of 59 to participate (53 versus 52 percent), but legalized aliens under the age of 18 were less likely to participate (27 percent).

---

<sup>1</sup> The match period lasted from April to December 1994, but most of the matches used data extracted in the spring and summer of 1994. Specific extract dates are presented in Appendix A.

TABLE IV.5

PARTICIPATION RATES AMONG ELIGIBLE  
LEGALIZED ALIEN HOUSEHOLDS

|   | Eligible<br>Households<br>in 1992 | Participating<br>Households<br>in 1994 | Participation<br>Rates |
|---|-----------------------------------|--|------------------------|
| <b>Unit Size</b>  |                                   |  |                        |
| Small Unit (1 to 2 persons)                             | 50,125                            | 46,856                                 | 94%                    |
| Large Unit (3 or more persons)                          | 196,192                           | 95,131                                 | 48%                    |
| Total   | 246,317                           | 141,987                                | 58%                    |
| <b>Gross Income as a Percent of Poverty</b>             |                                   |  |                        |
| 0 - 50  | 59,475                            | 45,436                                 | 76%                    |
| > 50 - 100  | 109,711                           | 73,833                                 | 67%                    |
| > 100   | 77,132                            | 22,718                                 | 29%                    |
| Total   | 246,317                           | 141,987                                | 58%                    |
| <b>Benefit as a Percentage of the Maximum Allotment</b> |                                   |  |                        |
| 01 - 49   | 90,889                            | 39,756                                 | 44%                    |
| 50 - 100  | 155,429                           | 78,093                                 | 50%                    |
| Total   | 246,317                           | 141,987                                | 58%                    |

SOURCES: Estimates of eligible household characteristics in 1992 came from the eligibility model based on LPS2 data. Estimates of household characteristics in 1994 came from matches of INS data to state food stamp records, as adjusted for the nation.

**TABLE IV.6**  
**PARTICIPATION RATES AMONG ELIGIBLE**  
**LEGALIZED ALIENS**

|                         | Eligibles<br>in 1992 | Participants<br>in 1994 | Participation<br>Rates |
|-------------------------|----------------------|-------------------------|------------------------|
| <b>Gender</b>           |                      |                         |                        |
| Male                    | 179,124              | 67,369                  | 38%                    |
| Female                  | 216,872              | 125,114                 | 58%                    |
| <b>Total</b>            | <b>395,996</b>       | <b>192,483</b>          | <b>49%</b>             |
| <b>Age</b>              |                      |                         |                        |
| Children (under age 21) | 63,887               | 17,323                  | 27%                    |
| Adults (age 21 to 59)   | 317,265              | 167,461                 | 53%                    |
| Elderly (over age 59)   | 14,844               | 7,699                   | 52%                    |
| <b>Total</b>            | <b>395,996</b>       | <b>192,483</b>          | <b>49%</b>             |

**SOURCES:** Estimates of characteristics for eligibles in 1992 came from the eligibility model based on LPS2 data. Estimates of characteristics for participants in 1994 came from the results of matches of INS data with state food stamp records, as adjusted for the nation.

#### **4. Comparison of Legalized Alien Households with the General U.S. Population and the Hispanic Population**

Characteristics of the legalized population were also compared to characteristics of the general and Hispanic populations. Overall, we found that households containing legalized aliens differed from both the general and the Hispanic households. However, legalized alien households had more in common with Hispanic households than with the general U.S. population.

Legalized aliens were twice as likely to be eligible for the FSP as the entire U.S. population and were almost as likely to be eligible as the general Hispanic population (Table IV.7). Specifically, 27 percent of the legalized aliens were eligible compared to 13 percent of the entire U.S. population and 28 percent of the Hispanic population.

Legalized aliens and Hispanics were more likely than the general U.S. population to receive food stamps. About 13 percent of legalized aliens and 15 percent of Hispanics participated in the FSP in 1994. For the general U.S. population, about 1 in 10 participated.

When we combine the estimates of eligible people and participants, the participation rate of eligible legalized aliens (49 percent) is close to that of eligible Hispanics (53 percent) but much lower than the participation rate for all eligible people in the U.S. (74 percent). The participation rate of eligible legalized alien households (58 percent) also approaches that of eligible Hispanic households (61 percent) and remains lower than the participation rate for eligible U.S. households overall (69 percent). These data imply that although legalized aliens are more likely to be eligible, those who are eligible are less likely to participate in the FSP than people in the general population.

Legalized alien households participating in the FSP differ from both the general and Hispanic food stamp populations (Table IV.8). First, the average legalized alien food stamp unit contains 3.5 persons, which is larger than the average food stamp unit in both the general population (2.5 persons) and the Hispanic population (2.9 persons). Second, food stamp households with legalized aliens were less needy than the general food stamp population and about as needy as the Hispanic food stamp population. In fact, participating legalized alien households were twice as likely to have income above the poverty level than the other two groups (16 versus 8 and 8 percent). Legalized alien households in the FSP were also less likely to have zero net income than the general population (17 versus 23 percent) but were slightly more likely than the Hispanic population to have zero net income (17 versus 16 percent). Because legalized alien households tend to be larger than those in the general and Hispanic populations, the average food stamp benefit received by a household with legalized aliens was much higher than that received by a household in the general food stamp population (\$201 versus \$172), but the benefit per person was lower (\$58 versus \$69). Third, FSP households with legalized aliens were more likely to have earnings than either the general or Hispanic populations (42 versus 20 and 19 percent). Fourth, legalized alien FSP households were more likely than both general and Hispanic FSP households to participate in the AFDC program (58 versus 39 and 43 percent). And finally, the

TABLE IV.7

COMPARISON OF THE LEGALIZED POPULATION  
TO THE GENERAL AND HISPANIC POPULATIONS

|                       | Legalized<br>Aliens | General<br>Population | Hispanic<br>Population |
|-----------------------|---------------------|-----------------------|------------------------|
|                       | Percent             |                       |                        |
| Households            |                     |                       |                        |
| Percent Eligible      | 27                  | 15                    | 31                     |
| Percent Participating | 16                  | 10                    | 19                     |
| Participation Rate    | 58                  | 69                    | 61                     |
| Persons               |                     |                       |                        |
| Percent Eligible      | 27                  | 13                    | 28                     |
| Percent Participating | 13                  | 10                    | 15                     |
| Participation Rate    | 49                  | 74                    | 53                     |

SOURCES: Estimates of eligible legalized aliens came from the eligibility model based on LPS2 data. Estimates of participating legalized aliens came from matches of INS data to state food stamp records. Estimates of eligible people and eligible Hispanic people came from the FOSTERS eligibility model, which is based on SIPP data. Estimates of participating people and participating Hispanic people came from the FSP Program Operations data.

TABLE IV.8

COMPARISON OF CHARACTERISTICS OF PARTICIPATING HOUSEHOLDS  
AMONG THE LEGALIZED ALIEN, GENERAL, AND HISPANIC POPULATIONS

|   | Legalized<br>Alien<br>Households<br>(percentage) | General<br>Population<br>(percentage) | Hispanic<br>Population<br>(percentage) |
|---|--|---------------------------------------|--|
| <b>Unit Size</b>  |  |                                       |  |
| 1 person  | 14   | 33                                    | 28                                     |
| 2 people  | 19   | 24                                    | 28                                     |
| 3 people  | 22   | 19                                    | 18                                     |
| 4 people  | 19   | 13                                    | 14                                     |
| 5 or more people  | 26   | 11                                    | 13                                     |
| <b>Average Size</b>                                     | 3.5 people                                       | 2.5 people                            | 2.9 people                             |
| <b>Gross Income as a Percent of Poverty Level</b>       |  |                                       |  |
| Zero  | 8  | 10                                    | 7                                      |
| More than 0 - 50  | 24   | 32                                    | 27                                     |
| More than 50 - 100                                      | 52   | 50                                    | 59                                     |
| More than 100   | 16   | 8                                     | 8                                      |
| <b>With Income from Certain Sources</b>                 |  |                                       |  |
| Wage Earnings   | 42   | 20                                    | 19                                     |
| AFDC  | 58   | 39                                    | 43                                     |
| SSI   | 4  | 18                                    | 19                                     |
| GA  | 13   | 9                                     | 7                                      |
| Unemployment Compensation                               | 10   | 3                                     | 2                                      |
| <b>Benefit as a Percentage of the Maximum Allotment</b> |  |                                       |  |
| 1 - 24  | 7  | 11                                    | 9                                      |
| 25 - 49   | 21   | 17                                    | 17                                     |
| 50 - 74   | 38   | 22                                    | 29                                     |
| 75 - 99   | 17   | 28                                    | 28                                     |
| 100   | 17   | 23                                    | 16                                     |
| <b>Average Benefit</b>                                  | <b>\$201</b>                                     | <b>\$172</b>                          | N.A.                                   |
| <b>Average Per Capita Benefit</b>                       | <b>\$58</b>                                      | <b>\$69</b>                           | N.A.                                   |

SOURCES: Estimates of household characteristics for legalized aliens came from matches of INS data with state food stamp records. Estimates of participating people and participating Hispanic people came from the FSP Program Operations data and the FSP IQCS data of January and February 1992. Estimates of average benefits for the general food stamp population in 1994 came from the 1994 FSP Program Operations data.

N.A. = Average benefits for the Hispanic population in 1994 are not yet available.

percentage of FSP households receiving SSI was much lower in legalized alien households than in the other two population groups.

As shown in Table IV.9, the magnitude of participation differs among the three population groups. For example, in any population group, eligible households with income below the poverty level are much more likely to participate than households with income above the poverty level. Similarly, households with low net income, after taking into account the size of the unit, tend to participate at a much higher rate than households with high net income.

Participation rates by gender and age are compared for the three population groups in Table IV.10. The data show that eligible males in the legalized population are less likely to participate in the FSP than eligible males in the general and Hispanic populations (38 versus 74 and 51 percent respectively). Eligible females in the legalized population were also less likely to participate than those in the general population but slightly more likely to participate than those in the Hispanic population (58 versus 73 and 55 percent respectively).

Eligible adults age 21 to 59 in the legalized alien population were less likely to participate than those in the general population, but more likely to participate than those in the Hispanic population (53 percent versus 77 and 49 percent respectively). Eligible elderly legalized aliens were more likely to participate than eligible elderly people in the other two population groups (52 versus 33 and 45 percent respectively).

### **C. PARTICIPATION RATES AND COMPARISON OF CHARACTERISTICS BY STATE**

As shown in Table IV.11, legalized alien participation in the FSP varied by geographic location. In the state of California, legalized alien households made up approximately 6 percent of all food stamp households, and legalized alien participants made up approximately 3 percent of all food stamp participants. These participation findings were not unexpected in light of the large number of legalized aliens residing in that state. By comparison, in five of the eight match states — Florida, Illinois, New Jersey, New Mexico, and New York — legalized aliens accounted for less than one percent of all food stamp participants.

Among the eight match states, a number of differences were observed with respect to household size, benefit amount, amount of household income, and presence of income from other sources. These differences are discussed here and summarized in Tables IV.12 through IV.14. Table IV.12 summarizes household size and benefit characteristics for all states. In Table IV.13 household income sources are compared with state income data from the 1992 IQCS. Table IV.14 compares monthly household and per person benefits from the matches with information from the Food Stamp Program National Data Bank and presents a breakdown of monthly food stamp benefits as a percentage of the maximum allotment. Detailed results of the individual state matches are presented in Appendix A.

TABLE IV.9

**COMPARISON OF HOUSEHOLD PARTICIPATION RATES  
AMONG LEGALIZED ALIEN, GENERAL, AND HISPANIC POPULATIONS**

|   | Legalized<br>Alien<br>Households<br>(percentage) | General<br>Population<br>(percentage) | Hispanic<br>Population<br>(percentage) |
|---|--|---------------------------------------|--|
| <b>Unit Size</b>  |  |                                       |  |
| Small Unit (1 to 2 persons)                             | 94   | 62                                    | 69                                     |
| Large Unit (3 or more persons)                          | 48   | 80                                    | 52                                     |
| <b>Unit Size</b>  |  |                                       |  |
| 1 person  | 83   | 54                                    | 57                                     |
| 2 people  | 103  | 80                                    | 89                                     |
| 3 people  | 99   | 87                                    | 65                                     |
| 4 people  | 54   | 82                                    | 53                                     |
| 5 or more people  | 32   | 70                                    | 40                                     |
| <b>Gross Income as a Percent of Poverty Level</b>       |  |                                       |  |
| 0 - 50  | 76   | 103                                   | 69                                     |
| More than 50 - 100                                      | 67   | 76                                    | 70                                     |
| More than 100   | 29   | 21                                    | 24                                     |
| <b>Benefit as a Percentage of the Maximum Allotment</b> |  |                                       |  |
| 1 - 24  | 48   | 32                                    | 35                                     |
| 25 - 49   | 42   | 67                                    | 63                                     |
| 50 - 74   | 73   | 79                                    | 78                                     |
| 75 - 99   | 59   | 110                                   | 74                                     |
| 100   | 60   | 67                                    | 44                                     |

**SOURCES:** Estimates of eligible legalized aliens came from the eligibility model based on LPS2 data. Estimates of participating legalized aliens came from matches of INS data with state food stamp records. Estimates of eligible people and eligible Hispanic people came from the FOSTERS eligibility model, which is based on SIPP data. Estimates of participating people and participating Hispanic people came from the FSP Program Operations data.

**NOTE:** Participation rates exceeding 100 percent are due to reporting and measurement errors.

TABLE IV.10

COMPARISON OF PARTICIPATION RATES AMONG THE  
LEGALIZED ALIEN, GENERAL, AND HISPANIC POPULATIONS

|                         | Legalized Alien<br>Households<br>(percentage) | General<br>Population<br>(percentage) | Hispanic<br>Population<br>(percentage) |
|-------------------------|---|---------------------------------------|--|
| <b>Gender</b>           |   |                                       |  |
| Male                    | 38  | 74                                    | 51                                     |
| Female                  | 58  | 73                                    | 55                                     |
| <b>Age</b>              |   |                                       |  |
| Children (under age 21) | 27  | 86                                    | 58                                     |
| Adults (age 21 and 59)  | 53  | 77                                    | 49                                     |
| Elderly (over age 59)   | 52  | 33                                    | 45                                     |

**SOURCES:** Estimates of eligible legalized aliens came from the eligibility model based on LPS2 data. Estimates of participating legalized aliens came from matches of INS data with state food stamp records. Estimates of eligible people and eligible Hispanic people came from the FOSTERS eligibility model, which is based on SIPP data. Estimates of participating people and participating Hispanic people came from the FSP Program Operations data.

TABLE IV.11

LEGALIZED ALIEN INDIVIDUALS AND HOUSEHOLDS  
AS A PERCENTAGE OF THE FOOD STAMP POPULATION

|   | Arizona | California | Florida   | Illinois  | New Jersey | New Mexico | New York  | Texas     | Match<br>Total |
|---|---------|------------|-----------|-----------|------------|------------|-----------|-----------|----------------|
| Legalized Alien FSP Households  | 5,421   | 76,497     | 4,249     | 4,313     | 831        | 1,557      | 6,593     | 32,620    | 132,081        |
| All FSP Households (FY 1994)  | 188,464 | 1,189,824  | 611,027   | 500,354   | 224,601    | 86,977     | 992,392   | 1,013,042 | 4,806,681      |
| Legalized Alien FSP Households<br>as a Percentage of all FSP Households     | 2.9%    | 6.4%       | 0.7%      | 0.9%      | 0.4%       | 1.8%       | 0.7%      | 3.2%      | 2.7%           |
| Legalized Alien FSP Participants  | 7,258   | 100,946    | 5,706     | 5,454     | 953        | 2,197      | 12,734    | 43,806    | 179,054        |
| All FSP Participants (FY 1994)  | 513,710 | 3,162,592  | 1,488,473 | 1,192,486 | 545,027    | 245,665    | 2,134,562 | 2,756,943 | 12,039,458     |
| Legalized Alien FSP Participants<br>as a Percentage of all FSP Participants | 1.4%    | 3.2%       | 0.4%      | 0.5%      | 0.2%       | 0.9%       | 0.6%      | 1.6%      | 1.5%           |
| Legalized Alien FSP Participants  | 7,258   | 100,946    | 5,706     | 5,454     | 953        | 2,197      | 12,734    | 43,806    | 179,054        |
| Total Legalized Aliens  | 27,637  | 909,736    | 47,747    | 114,419   | 27,329     | 15,064     | 110,240   | 289,510   | 1,541,682      |
| Percentage of Legalized Aliens<br>Participating in the FSP                  | 26.3%   | 11.1%      | 12.0%     | 4.8%      | 3.5%       | 14.6%      | 11.6%     | 15.1%     | 11.6%          |

SOURCES: Estimates of legalized alien FSP households and individuals came from matches of INS data with state food stamp records. Total FSP households and individuals came from the Food Stamp Program National Data Bank and represent average monthly participation in FY 1994 through April. Total legalized aliens came from the INS Legalization Application Processing System file (LAPS), August 1992.

## **1. Household Size and Number of Legalized Aliens**

The average size of a legalized alien FSP household varied from state to state, as shown in Table IV.12. The largest average legalized alien FSP household was in Illinois (3.9 persons). Legalized alien FSP households were also relatively large in Texas (3.8 persons). In contrast to these states, New York had just 2.3 persons per legalized alien FSP household, the smallest size among all states.

With respect to the number of legalized aliens residing in the food stamp household, all states averaged fewer than 2 legalized aliens. The largest number of legalized aliens per FSP household was observed in New York (1.9), and the smallest number was observed in New Jersey (1.2).

## **2. Net Food Stamp Income and Gross Income as a Percentage of the Poverty Level**

Net monthly food stamp income as a percentage of the poverty level was available for all states except Texas. These averages ranged from 20 percent in New York to 40 percent in California (Table IV.12). Gross income was available for all states except New Jersey, Florida, and California and did not appear to vary considerably. The highest average gross income was observed in Illinois (69 percent of the poverty level), and the lowest average gross income was observed in New Mexico (58 percent of the poverty level).

## **3. Sources of Income**

In all match states, legalized alien food stamp households were more likely to have wage earnings than general food stamp households within those states. Texas and Arizona had the highest percentages of legalized alien FSP households with wage earnings, 64 and 63 percent respectively (Table IV.13). Not only were these levels higher than in other states, but they were also notably higher than comparable percentages for all food stamp households in those two states (31 and 30 percent respectively). New Jersey and New York had relatively few wage-earning households. About 24 percent of New Jersey's legalized alien FSP households and 19 percent of New York's legalized alien FSP households received income from wages. Although these levels were low compared to other states, they were also considerably higher than rates for general food stamp households in those states.

State match findings on income from AFDC were also noteworthy, although information about AFDC participation was not available for Texas (Table IV.13). In four states, legalized alien food stamp households were less likely to participate in AFDC than were general food stamp households in those states. In two states, California and Arizona, legalized alien FSP households were more likely to participate in the AFDC program than were general FSP households, but only slightly so. In California, 68 percent of legalized alien FSP households received AFDC benefits, compared to 61 percent of all FSP households in the state. In Arizona, 40 percent of legalized alien FSP households received AFDC benefits, versus 35 percent of all FSP households.

TABLE IV.12  
SUMMARY OF MEANS FOR  
LEGALIZED ALIEN FSP HOUSEHOLDS

|  | Arizona  | California | Florida  | Illinois | New Jersey | New Mexico | New York | Texas    |
|--|----------|------------|----------|----------|------------|------------|----------|----------|
| Benefit per Household                  | \$224.95 | \$189.39   | \$241.08 | \$223.73 | \$187.65   | \$208.52   | \$170.17 | \$231.50 |
| Household Size                         | 3.60     | 3.54       | 2.86     | 3.88     | 2.57       | 3.26       | 2.33     | 3.77     |
| Benefit per Person                     | \$62.47  | \$53.65    | \$84.32  | \$57.68  | \$72.94    | \$64.00    | \$72.91  | \$61.40  |
| Legalized Aliens per Household         | 1.34     | 1.37       | N.A.     | 1.26     | 1.15       | 1.41       | 1.94     | 1.34     |
| Monthly FS Income as a % of Poverty    | 31%      | 40%        | N.A.     | 24%      | 21%        | 30%        | 20%      | N.A.     |
| Monthly Gross Income as a % of Poverty | 61%      | N.A.       | N.A.     | 69%      | N.A.       | 58%        | 67%      | 61%      |
| Benefit as a % of Maximum Allotment    | 70%      | 60%        | 98%      | 66%      | 78%        | 71%        | 79%      | 68%      |

SOURCES: Estimates of legalized alien FSP participants came from matches of INS data with state food stamp records. Total FSP participation came from the Food Stamp Program National Data Bank and represent average monthly participation in FY 1994 through April.

TABLE IV.13

COMPARISON OF INCOME SOURCES FOR  
LEGALIZED ALIEN FSP HOUSEHOLDS

|                      | Arizona | California | Florida | Illinois | New Jersey | New Mexico | New York | Texas |
|----------------------|---------|------------|---------|----------|------------|------------|----------|-------|
|                      | Percent |            |         |          |            |            |          |       |
| <b>Earnings</b>      |         |            |         |          |            |            |          |       |
| Legalized Population | 63      | 39         | 41      | 31       | 24         | 48         | 19       | 65    |
| General Population   | 30      | 13         | 21      | 12       | 9          | 31         | 8        | 31    |
| Difference           | 33      | 26         | 20      | 19       | 15         | 17         | 11       | 33    |

A FDC

In contrast to California and Arizona, New Mexico and Florida had the smallest percentages of legalized alien FSP households receiving income from AFDC (27 and 28 percent respectively). The greatest difference between AFDC participation rates for legalized alien households and rates for general food stamp households was observed in New Jersey (51 and 34 percent respectively). All state matches demonstrated much higher participation in AFDC (among legalized alien FSP households) than was shown by the LPS2 research. Again, this was probably due to the timing of the LPS2 survey, which was conducted in the summer of 1992. At that time most of the legalized population had not met the five-year waiting requirement that was necessary in order to apply for public assistance, including AFDC.

Because the legalized population is young relative to the general food stamp population, legalized alien households were much less likely to receive Social Security and SSI benefits. New Jersey had the highest percentage of legalized alien FSP households receiving Social Security income (11 percent), and California had the lowest percentage (2 percent). Although participation in the SSI program was not high among the legalized population, New Jersey and New York did show considerably greater participation rates than the other states (20 percent and 17 percent respectively).

Among the states that provided data on GA (Arizona, Illinois, New Jersey, New Mexico, New York), New York had by far the largest percentage of legalized alien FSP households participating in this program (31 percent). UI was not a significant source of income for most of the legalized population. For all states the percentage of legalized alien FSP households receiving income from this source was less than 12 percent (Table IV.14).

#### **4. Food Stamp Benefit Amount**

Average food stamp benefit amounts from the state matches are compared with recent participation data from the Food Stamp Program National Data Bank (April 1994) in Table IV.14. The data showed that with the exception of Florida, legalized aliens received less in benefits than did the rest of the food stamp population. This difference was greater in some states than in others. For example, in Illinois the per person benefit for a legalized alien FSP household was less than the statewide average by \$17.54. Contrastingly, in New Jersey this difference was negligible (\$0.57). For the other states, the difference between legalized alien and statewide benefit amounts ranged from \$9.49 (for Texas) to \$2.25 (for New York). In Florida, per person issuance for legalized aliens exceeded issuance for general food stamp participants by \$9.48.

Benefit amounts for the legalized population varied considerably from state to state (Table IV.14). For the states analyzed, the smallest average household benefit observed was in New York (\$170.17) and the largest was in Florida (\$241.08). Texas had the second-highest household benefit (\$231.50). Although this household benefit was high relative to most other states, the average benefit per member of the food stamp household (\$61.40) was not particularly high in Texas. This is because Texas had the second-largest legalized alien FSP household, with an average of 3.8 persons. With respect to the average food stamp benefit per person, the highest

TABLE IV.14

COMPARISON OF MONTHLY BENEFITS FOR  
LEGALIZED ALIEN AND GENERAL FOOD STAMP HOUSEHOLDS

|   | Arizona         | California       | Florida       | Illinois         | New Jersey      | New Mexico      | New York        | Texas           |
|---|-----------------|------------------|---------------|------------------|-----------------|-----------------|-----------------|-----------------|
| <b>Legalized Population</b>                                     |                 |                  |               |                  |                 |                 |                 |                 |
| Household Benefit   | \$224.95        | \$189.39         | \$241.08      | \$223.73         | \$187.65        | \$208.52        | \$170.17        | \$231.50        |
| Per Person Benefit  | \$62.47         | \$53.65          | \$84.32       | \$57.68          | \$72.94         | \$64.00         | \$72.91         | \$61.40         |
| <b>General Food Stamp Population</b>                            |                 |                  |               |                  |                 |                 |                 |                 |
| Household Benefit   | \$185.42        | \$170.12         | \$182.32      | \$179.27         | \$178.38        | \$187.81        | \$161.67        | \$192.93        |
| Per Person Benefit  | \$68.03         | \$64.00          | \$74.84       | \$75.22          | \$73.51         | \$66.49         | \$75.16         | \$70.89         |
| <b>Difference in Per Person Benefit</b>                         | <b>(\$5.56)</b> | <b>(\$10.35)</b> | <b>\$9.48</b> | <b>(\$17.54)</b> | <b>(\$0.57)</b> | <b>(\$2.49)</b> | <b>(\$2.25)</b> | <b>(\$9.49)</b> |
| <b>Legalized Population</b>                                     |                 |                  |               |                  |                 |                 |                 |                 |
| <b>Benefit as a Percentage of the Maximum Allotment</b>         |                 |                  |               |                  |                 |                 |                 |                 |
| 1 - 24  | 8%              | 7%               | 4%            | 10%              | 5%              | 8%              | 0%              | 9%              |
| 25 - 49   | 19%             | 23%              | 12%           | 21%              | 12%             | 16%             | 3%              | 21%             |
| 50 - 74   | 22%             | 48%              | 17%           | 25%              | 20%             | 22%             | 8%              | 24%             |
| 75 - 99   | 30%             | 12%              | 22%           | 27%              | 33%             | 33%             | 20%             | 22%             |
| maximum allotment   | 21%             | 9%               | 45%           | 17%              | 31%             | 21%             | 39%             | 24%             |
| <b>Average Benefit as a Percentage of the Maximum Allotment</b> | <b>70%</b>      | <b>60%</b>       | <b>98%</b>    | <b>66%</b>       | <b>78%</b>      | <b>71%</b>      | <b>79%</b>      | <b>68%</b>      |

SOURCES: Estimates of legalized alien FSP participants came from matches of INS data with state food stamp records. Total FSP participation came from the Food Stamp Program National Data Bank and represent average monthly participation in FY 1994 through April.

level occurred in Florida (\$84.32). Behind Florida, New Jersey and New York had average per person benefits of \$72.94 and \$72.91, respectively. The smallest benefit per person was observed in California. With an average household benefit of \$189.39 and an average household size of 3.54 persons, the mean benefit per member of the legalized alien FSP household in California was \$53.65. The per person benefits found in California (\$53.65) and Illinois (\$57.68) are closest to the average per person benefit estimated by the LPS2 research. The LPS2 analysis estimated that the average FSP-eligible legalized alien household would qualify for a benefit of \$231. With an average household size of 4.3 persons, the per person benefit projected by the LPS2 research was \$53.85.

The average food stamp benefit as a percentage of the maximum allotment differed considerably among the match states (Table IV.14). California's legalized alien food stamp households had the lowest average benefit level, at 60 percent of the maximum allowable amount, based on household size and income. Less than 10 percent of California's legalized alien FSP households received the maximum allotment. In contrast to California, the average legalized alien food stamp household in Florida received 98 percent of the maximum allotment. Forty-five percent of Florida's legalized alien FSP households received the maximum food stamp benefit.



## **V. THE EFFECT OF IRCA ON PARTICIPATION AND COSTS**

The previous chapters have profiled the legalized population and have provided a picture of their participation in the FSP. Using the eligibility analysis we have described legalized alien households with respect to size, income, and assets in 1992. We have also provided, with the matching research, a recent and more detailed profile of legalized alien food stamp households, along with actual participation figures and benefit amounts for 1994. The eligibility analysis and the matching research have been used to determine food stamp participation rates for the legalized population. The overriding question this research study has sought to answer is: What has been the ultimate impact of IRCA on the FSP? This chapter concludes our report by addressing this final question.

### **A. SUMMARY OF PARTICIPATION AND COSTS**

The results of our findings on the cost of legalized alien participation in the FSP are presented in Table V.1. In 1994 there were approximately 192,483 legalized aliens and 141,987 legalized alien households participating in the FSP. They made up 1.3 percent of all FSP households and 0.7 percent of all FSP participants. Approximately \$354 million in food stamp benefits was issued to legalized alien households. Of this amount roughly \$135 million was issued to legalized alien participants.<sup>1</sup> Therefore, benefits distributed to the legalized population in 1994 accounted for just 0.6 percent of total food stamp issuance (Table V.1).

### **B. OBSERVED GROWTH IN PARTICIPATION**

We know from the comparison of the eligibility analysis and the matching research that eligible legalized aliens began to participate in the FSP as they became legally allowed to do so, five years after their initial application for residency. In the summer of 1992, only a small number of legalized aliens had completed the five-year waiting period, and at that time there were approximately 15,723 legalized aliens participating in the FSP, representing about 1 percent of the legalized population. By 1994 all legalized aliens had completed the five-year waiting period and were no longer restricted from applying to the program. As a result, participation in the FSP rose to about 192,483, or 13 percent of the legalized population.

---

<sup>1</sup> As noted in Chapter IV, this is the cost of benefits for legalized alien households containing legalized alien and nonlegalized alien members.

TABLE V.1  
LEGALIZED ALIEN PARTICIPATION AND COST  
SUMMARY OF FINDINGS

| FSP PARTICIPATION IN 1994                         |                         |                     |
|---|-------------------------|---------------------|
|   | Number                  | Percent of<br>Total |
| Legalized Alien FSP Households                    | 141,987                 | 1.3                 |
| Legalized Alien FSP Participants                  | 192,483                 | 0.7                 |
| BENEFIT ISSUANCE IN 1994                          |                         |                     |
|   | Number<br>(in millions) | Percent of<br>Total |
| Annual Issuance to Legalized Alien FSP Households | \$354                   | 1.6                 |
| Annual Issuance to Legalized Aliens               | \$135                   | 0.6                 |

SOURCES: Estimates of participants and benefits in 1994 came from matches of INS data with state food stamp records, as adjusted for the nation.

### **C. FCS PROJECTIONS AND FINDINGS ON PARTICIPATION AND COST**

Another way of looking at the impact of IRCA is to relate actual FSP participation with expected FSP participation. In Table V.2 we compare participation figures and benefit issuance for the legalized population (as measured by the LPS2 survey and the matching analysis) with FCS projections. Our findings are compared with projections of total participation and benefits, which were generated by FCS in December 1991, five months before the five-year waiting period began to expire. These projections came remarkably close to the research findings, particularly with respect to the total cost of benefits issued in 1994.

As shown in Table V.2, FCS projected a total of 157,614 legalized alien participants in 1994, about 20 percent fewer people than observed in the matching research (192,483). The FCS forecast also anticipated that total monthly issuance for legalized aliens would be \$10,935,269, very close to the match finding of \$11,215,984 (a difference of about 3 percent). Benefit amounts from the FCS projection and the matching analysis are similar despite the difference in the total number of participants because the average benefit per person observed in the match results (\$58) was lower than the average benefit used for the FCS projection (\$69).

The concurrence of the FCS projections with our research findings suggests that we may use FCS cost estimates, as adjusted by the study findings, to project the cost of legalized alien FSP participation in future years. Table V.2 presents the FCS cost projections and adjusted cost projections through 1997. In the adjusted figures, the benefit amounts forecasted by FCS were inflated by 3 percent, the difference between the projected and observed costs of participation in 1994. The data show the annual cost of legalized alien participation rising to an estimated \$150 million in 1997. The increased cost of legalized alien participation in the FSP over this period reflects expected increases in the average per person benefit for all food stamp participants, rather than an increase in the total number of legalized aliens in the program. FCS projections assume that no more than 10 percent of the legalized population will participate in the FSP in any given year. This estimate may be low, but only slightly so, because the matching research showed that about 13 percent of the legalized population participated in the FSP in 1994.

### **D. CONCLUSIONS**

In conclusion, increases in FSP participation and costs resulting from the legalization of IRCA aliens have not exceeded, to any significant degree, levels initially anticipated by FCS. More specifically, the cost of legalized alien participants to the FSP in 1994 — \$135 million — differed only slightly from the projected cost of \$131 million. Our research has shown that legalized aliens do not represent a large percentage of total food stamp participants, nor are benefits issued to legalized aliens a large percentage of overall issuance.

TABLE V.2

LEGALIZED ALIEN PARTICIPATION AND COST  
FCS PROJECTIONS VERSUS MATCH FINDINGS

| FSP PARTICIPATION |                   |                        |
|-------------------|-------------------|------------------------|
|                   | FCS<br>Projection | Match<br>Total         |
| 1992              | 11,413            | 15,723                 |
| 1994              | 157,614           | 192,483                |
| BENEFIT ISSUANCE  |                   |                        |
|                   | FCS<br>Projection | Adjusted<br>Projection |
| 1994              | \$131,223,225     | \$134,507,499          |
| 1995              | \$136,292,527     | \$139,703,676          |
| 1996              | \$141,231,073     | \$144,765,824          |
| 1997              | \$146,491,287     | \$150,157,692          |

SOURCES: Estimates of participants and benefits in 1994 came from matches of INS data with state food stamp records, as adjusted for the nation. The estimate of participation in 1992 came from LPS2 survey data. Projections of participation and benefits came from FCS forecast data, December 1991. Adjusted cost projections reflect FCS projections inflated by 3 percent (the difference between actual and projected costs in 1994).

## REFERENCES

- Comprehensive Adult Student Assessment System. "A Survey of Newly Legalized Persons in California." Prepared for the California Health and Welfare Agency, 1989.
- Jensen, Leif and Marta Tienda. "The New Immigration: Implications for Poverty and Public Assistance Utilization." *Migration World*, vol. XV, no. 5, pp. 7-13, 1990.
- Mathematica Policy Research, Inc. "January 1992 FOSTERS Model User's Guide." Washington, DC: Mathematica Policy Research, Inc., forthcoming.
- Sykes, Julie. "Creation of the January 1992 FOSTERS Microsimulation Model and Database." Washington, DC: Mathematica Policy Research, April 1994.
- Trippe, Carole and Julie Sykes. "Food Stamp Program Participation Rates: January 1992." Washington, DC: Mathematica Policy Research, October 1994.
- U.S. Department of Agriculture, Food and Nutrition Service. "Characteristics of Food Stamp Households, Summer 1992." Washington, DC: USDA, January 1994.
- U.S. Department of Commerce, Data User Services Division, Bureau of Census. *Survey of Income and Program Participation 1991 Panel Wave 4 Core Microdata File, Technical Documentation*. Washington, DC: The Bureau of Census, 1993.
- U.S. Department of Justice, Immigration and Naturalization Service. "Immigration Reform and Control Act Report on the Legalized Alien Population." Washington, DC: DOJ, March 1992.



**APPENDIX A**  
**STATE MATCH REPORTS**

**Appendix A**  
**Contents**

| <b>Chapter</b>                | <b>Page</b> |
|-------------------------------|-------------|
| I. ARIZONA .....              | 83          |
| II. CALIFORNIA .....          | 91          |
| III. FLORIDA .....            | 97          |
| IV. ILLINOIS .....            | 103         |
| V. NEW JERSEY .....           | 109         |
| VI. NEW MEXICO .....          | 115         |
| VII. NEW YORK .....           | 121         |
| VIII. TEXAS .....             | 134         |
| <br>                          |             |
| CHARACTERISTICS OF NOTE ..... | 133         |
| DIFFERENCES IN MATCHES .....  | 134         |

## I. Arizona

Food stamp data from Arizona was used to test the matching program. The first match used food stamp records extracted in October 1993, and several subsequent matches were performed on this data in order to refine the matching program. In spring of 1994, a second extract of food stamp records was requested, and this extract was produced in June. The October extract did not contain information on gross income, but the June extract did. The two extracts (dated October 15, 1993 and June 30, 1994 respectively) enabled us to examine changes in the participation patterns of Arizona's legalized population over an eight-month time period. While these changes are informative, they cannot be extrapolated beyond this state.

In June 1994 there were approximately 5,421 legalized alien households and 7,258 legalized alien individuals participating in the FSP in Arizona. They represented 3 percent and 1 percent of all FSP households and participants statewide. Legalized alien households received approximately \$1,219,437 per month in food stamp benefits. Twenty-six percent of Arizona's legalized alien residents participated in the FSP, a rate significantly higher than that of any other state.

The characteristics of Arizona's legalized alien FSP households, as reflected by the June 1994 match, are presented in Table A.I.1. Table A.I.2 shows gender and age distributions for legalized alien participants, and Table A.I.3 compares match findings to data from the LPS2 research and the 1992 IQCS data. The LPS2 data shows characteristics for the legalized population nationwide, while the IQCS data shows characteristics for all food stamp households in Arizona. Table A.I.3 also presents total food stamp participation for Arizona's legalized population, as estimated by the June match. For comparison purposes, household characteristics from both of the Arizona matches are presented in Table A.I.4.

The average monthly benefit for a legalized alien FSP household in Arizona was \$224.95, compared to an average benefit of \$231.00 shown by the LPS2 and a benefit of \$192.00 shown by the IQCS data. The average benefit per member of the food stamp unit was \$62.47, compared to \$53.85 for the LPS2, and \$68.57 for IQCS data (Table A.I.3). Participation data from the Food Stamp Program National Data Bank (April 1994) showed that the average FSP household received a benefit of \$185.42, or \$68.03 per person.

From October 1993 to June 1994 the number of legalized alien food stamp cases rose from 4,236 to 5,421, a 28 percent increase (Table A.I.4). As a consequence, total monthly issuance also increased by about 32 percent, to \$1,219,437. There was also a small increase in the average benefit issued per household, which rose by \$7.33 to \$224.95 (an increase of about 3 percent). However, the average amount of issuance per household member fell slightly from October to June, going from \$63.21 to \$62.47, a decrease of about 2 percent. Although it is difficult to determine why participation increased for this population group, we can speculate that economic conditions and increased program awareness could have been contributing factors.

In Arizona the average size of a legalized alien FSP household was 3.6 persons. This is lower than the LPS2 average of 4.29, but higher than the statewide average of 2.8 shown by the IQCS data (Table A.I.3). June match data showed a slight increase in the size of Arizona's legalized alien FSP households, with the mean size rising from 3.44 persons to 3.6 persons.

The number of legalized aliens per household in Arizona changed minimally from October to June. Households with one or two legalized aliens comprised the majority of all participating legalized alien households (93 percent), and the average number of legalized aliens per FSP household was 1.34 (Table A.I.1).

One notable difference between the two Arizona match findings was that the legalized alien population appeared poorer in June of 1994 than it did in October of 1993. This trend is reflected by the distribution of households with respect to net food stamp income as a percentage of poverty (Table A.I.1). The percentage of households reporting zero net income nearly doubled over the eight-month period, going from 11 percent in October to 20 percent in June. In addition, the percentage of households with net food stamp incomes at 1 to 50 percent of the poverty level rose from 38 percent to 53 percent. For legalized alien households overall, mean food stamp income as a percentage of poverty fell significantly, from 56 percent to 31 percent (Table A.I.4). Because household size did not change appreciably from October to June, these changes were likely due to reductions in household incomes.

Gross household income for Arizona's legalized population was available for the June extract only (Table A.I.1). This data shows that 11 percent of legalized alien FSP households reported zero gross income and that an additional 38 percent were between 1 and 50 percent of poverty. Thirty-nine percent of all legalized alien FSP households reported incomes of between 51 and 100 percent of poverty, and about 20 percent reported gross incomes of more than 100 percent of poverty. Average gross income for Arizona's legalized alien FSP households was 61 percent of poverty (Table A.I.1). By comparison, the LPS2 research showed the average gross income per eligible legalized alien household to be 85 percent of poverty, with relatively more households reporting incomes of more than 100 percent of poverty (Table A.I.3). State-level IQCS data showed that the majority of all Arizona FSP households (57 percent) reported gross incomes of less than 51 percent of poverty, which closely approximates the match finding of 49 percent. The IQCS data also showed that 9 percent of the state's FSP households reported gross incomes of more than 100 percent of poverty, comparable to the match finding of 12 percent (Table A.I.3).

About 8 percent of Arizona's legalized alien FSP households received monthly food stamp benefits of between 1 and 24 of the maximum allotment permitted, based on household size (Table A.I.1). Approximately 19 percent received a benefit of between 25 and 49 percent of the maximum allotment, and 22 percent received a benefit of between 50 and 75 percent of the maximum. About 30 percent of legalized alien FSP households received a benefit of between 75 and 100 percent of the maximum allotment, and about 21 percent received the maximum allowable

food stamp benefit. The average benefit as a percentage of the maximum allotment was 70 percent. From October 1993 to June 1994 there was no substantial change in this characteristic.

Arizona had one of the highest percentages of legalized alien FSP households reporting income from wages — 63 percent (Table A.I.3). By comparison, the LPS2 data showed that 74 percent of eligible households received income from wages. The 1992 IQCS data for Arizona contrasted with these figures, showing that only 30 percent of FSP households statewide received wage earnings. The match also revealed that 40 percent of legalized alien FSP households received income from AFDC, compared to 35 percent for households statewide, and 11 percent for FSP-eligible households nationwide. In addition, 6 percent of legalized alien FSP households received Social Security income, and 9 percent received SSI benefits. These levels are higher than those shown by the LPS2 research, but lower than levels observed for all FSP households in the state. The percentage of households receiving income from GA was roughly equal for the match, LPS2 and IQCS findings (Table A.I.3).

There were several slight changes from October to June with respect to household receipt of income from other sources. The number of households reporting earnings from wages decreased from 68 to 63 percent, and the number of households receiving AFDC income decreased from 43 to 40 percent (Table A.I.4). There were also relatively fewer households receiving UI (16 percent in October compared with 11 percent in June). The proportion of households receiving income from Social Security, SSI, and GA did not vary significantly over this time period.

Table A.I.2 provides gender and age distributions for Arizona's legalized alien FSP participants. As seen in the LPS2 research and in other state matches, participants were clustered in the younger age categories. The majority of all legalized alien participants were female (63 percent), and over half (63 percent) were between the ages of 18 and 39.



TABLE A.I.1 (CONTINUED)  
ARIZONA  
HOUSEHOLD CHARACTERISTICS

| Means   |          |
|---|----------|
| Dollar Amount of Monthly Issuance               | \$224.95 |
| Household Size                                  | 3.60     |
| Dollar Amount of Monthly Issuance Per Person    | \$62.47  |
| Number of Legalized Aliens in Household         | 1.34     |
| Monthly FS Income as a Percentage of Poverty    | 31%      |
| Monthly Gross Income as a Percentage of Poverty | 61%      |
| Benefit as a Percentage of Maximum Allotment    | 70%      |

TABLE A.I.2  
ARIZONA  
INDIVIDUAL CHARACTERISTICS

| Variable            | Total | Percent |
|---------------------|-------|---------|
| <b>Gender</b>       |       |         |
| Male                | 2,693 | 37.1    |
| Female              | 4,565 | 62.9    |
| Total               | 7,258 |         |
| <b>Years of Age</b> |       |         |
| Not given           | 6     | 0.1     |
| 5 or less*          | 31    | 0.4     |
| 6 - 11              | 80    | 1.1     |
| 12 - 17             | 826   | 11.4    |
| 18 - 25             | 1,245 | 17.2    |
| 25 - 39             | 3,303 | 45.5    |
| 40 - 59             | 1,485 | 20.5    |
| 60 or more          | 282   | 3.9     |
| Total               | 7,258 |         |

\* Counts for persons under 12 years of age are due to data error.

TABLE A.1.3  
ARIZONA  
COMPARISON OF CHARACTERISTICS  
AND PARTICIPATION RATES

|   | State<br>Match<br>1994 | National<br>LPS2<br>1992 | State<br>IQCS<br>1992 |
|---|------------------------|--------------------------|-----------------------|
| <b>Household Characteristics</b>  |                        |                          |                       |
| Average Household Size  | 3.60                   | 4.29                     | 2.80                  |
| <b>Households With Income<br/>From Other Sources as a Percentage</b>        |                        |                          |                       |
| Wage Earnings   | 63.3                   | 73.5                     | 30.1                  |
| AFDC  | 39.5                   | 11.4                     | 34.7                  |
| Social Security   | 5.7                    | 2.6                      | 11.8                  |
| SSI   | 8.6                    | 0.9                      | 14.3                  |
| General Assistance  | 2.6                    | 2.7                      | 3.7                   |
| Unemployment  | 11.3                   | 7.9                      | N.A.                  |
| <b>Gross Monthly Income<br/>as a Percentage of the Poverty Level</b>        |                        |                          |                       |
| zero gross income*  | 10.7                   | 11.3                     | --                    |
| 1 - 50  | 37.7                   | 12.7                     | 56.6                  |
| 51 - 100  | 39.1                   | 44.3                     | 43.1                  |
| over 100  | 12.4                   | 31.5                     | 9.3                   |
| Average Gross Income<br>as a Percentage of Poverty                          | 61.2                   | 85.0                     |                       |
| Average Food Stamp Benefit  | \$224.95               | \$231.00                 | \$192.00              |
| Average Benefit Per Person  | \$62.47                | \$53.85                  | \$68.57               |
| <b>Participation Rate</b>   |                        |                          |                       |
| Legalized Alien FSP Households  | 5,421                  |                          |                       |
| All FSP Households (FY 1994)  | 188,464                |                          |                       |
| Legalized Alien FSP Households<br>as a Percentage of all FSP Households     | 2.9%                   |                          |                       |
| Legalized Alien FSP Participants  | 7,258                  |                          |                       |
| All FSP Participants (FY 1994)  | 513,710                |                          |                       |
| Legalized Alien FSP Participants<br>as a Percentage of all FSP Participants | 1.4%                   |                          |                       |
| Legalized Alien FSP Participants  | 7,258                  |                          |                       |
| Total Legalized Aliens  | 27,637                 |                          |                       |
| Percentage of Legalized Aliens<br>Participating in the FSP                  | 26.3%                  |                          |                       |

SOURCES: Characteristics of legalized alien households came from matches of INS data with state food stamp records, as did estimates of legalized alien households and individuals participating in the FSP. IQCS data came from the 1992 Food Stamp Quality Control sample. Participation and benefit information for the state came from the Food Stamp Program National Data Bank. Total legalized aliens came from the INS LAPS file.

\* IQCS data presents gross income as 50% of poverty or less.

TABLE A.1.4  
ARIZONA  
HOUSEHOLD CHARACTERISTICS  
6/94 AND 10/93

|   |             |         |              |         |
|---|-------------|---------|--------------|---------|
| Legalized Alien FSP Households                                    | 5,421       |         | 4,236        |         |
| Total Dollar Amount of Monthly Issuance                           | \$1,219,437 |         | \$921,825    |         |
|   | June 1994   |         | October 1993 |         |
| Characteristic  | Count       | Percent | Count        | Percent |
| <b>Sex</b>  |             |         |              |         |
| Household Headed by a Legalized Alien                             | 4,152       | 76.6    | 3,215        | 75.9    |
| Household not Headed by a Legalized Alien                         | 1,269       | 23.4    | 1,021        | 24.1    |
| <b>Size of Food Stamp Household</b>                               |             |         |              |         |
| 1   | 606         | 11.2    | 528          | 12.5    |
| 2   | 994         | 18.3    | 895          | 21.1    |
| 3   | 1,159       | 21.4    | 922          | 21.8    |
| 4   | 1,098       | 20.3    | 790          | 18.6    |
| 5 or more   | 1,564       | 28.9    | 1,101        | 26.0    |
| <b>Number of Legalized Aliens in Household</b>                    |             |         |              |         |
| 1   | 4,129       | 76.2    | 3,147        | 74.3    |
| 2   | 913         | 16.8    | 738          | 17.4    |
| 3   | 260         | 4.8     | 205          | 4.8     |
| 4   | 81          | 1.5     | 102          | 2.4     |
| 5 or more   | 38          | 0.7     | 44           | 1.0     |
| <b>Net Monthly FS Income as a Percentage of the Poverty Level</b> |             |         |              |         |
| zero net income   | 1,106       | 20.4    | 454          | 10.7    |
| 1 - 50  | 2,871       | 53.0    | 1,599        | 37.7    |
| 51 - 100  | 1,438       | 26.5    | 1,656        | 39.1    |
| over 100  | 6           | 0.1     | 527          | 12.4    |
| <b>Gross Monthly Income as a Percentage of the Poverty Level</b>  |             |         |              |         |
| zero gross income   | 463         | 8.5     | N.A.         | --      |
| 1 - 50  | 1,912       | 35.3    | N.A.         | --      |
| 51 - 100  | 2,143       | 39.5    | N.A.         | --      |
| over 100  | 903         | 16.7    | N.A.         | --      |
| <b>Other Sources of Income</b>                                    |             |         |              |         |
| Wage Earnings   | 3,432       | 63.3    | 2,884        | 68.1    |
| AFDC  | 2,143       | 39.5    | 1,806        | 42.6    |
| Social Security   | 310         | 5.7     | 228          | 5.4     |
| SSI   | 465         | 8.6     | 342          | 8.1     |
| General Assistance  | 138         | 2.5     | 114          | 2.7     |
| Unemployment  | 615         | 11.3    | 690          | 16.3    |
| <b>Benefit as a Percentage of Maximum Allotment</b>               |             |         |              |         |
| 1 - 24  | 445         | 8.2     | 319          | 7.5     |
| 25 - 49   | 1,012       | 18.7    | 729          | 17.2    |
| 50 - 74   | 1,197       | 22.1    | 969          | 22.9    |
| 75 - 99   | 1,653       | 30.5    | 1,362        | 32.2    |
| maximum allotment   | 1,114       | 20.5    | 857          | 20.2    |

SOURCE: Report data came from matching INS data with FSP records extracted in October 1993 and June 1994.

TABLE A.I.4 (CONTINUED)  
 ARIZONA  
 HOUSEHOLD CHARACTERISTICS  
 6/94 AND 10/93

| Means   | June 1994 | October 1993 |
|---|-----------|--------------|
| Dollar Amount of Monthly Issuance               | \$224.95  | \$217.62     |
| Household Size                                  | 3.60      | 3.44         |
| Dollar Amount of Monthly Issuance Per Person    | \$62.47   | \$63.21      |
| Number of Legalized Aliens in Household         | 1.34      | 1.39         |
| Monthly FS Income as a Percentage of Poverty    | 31%       | 56%          |
| Monthly Gross Income as a Percentage of Poverty | 61%       | N.A.         |
| Benefit as a Percentage of Maximum Allotment    | 70%       | 70%          |

## II. California

As noted in Chapter II of this document, in the State of California food stamp benefits are issued at the county level. Therefore, in order to generate information about legalized alien FSP participation statewide, it was necessary to obtain and match food stamp records from the California counties. The results of the county matches were aggregated to produce a summary of findings representing all legalized alien FSP households and participants in California. Because collection of food stamp records from all California counties was not feasible, we obtained data extracts from those counties with the greatest numbers of legalized aliens — the counties of Orange, San Diego, Santa Clara, Fresno, San Mateo, Alameda, San Francisco, Los Angeles, San Bernardino, Riverside, and Ventura.

The profile of legalized alien FSP participation in California is based on data extracted in the spring and summer of 1994. At that time there were approximately 70,377 legalized alien food stamp households containing about 92,749 individual legalized alien participants. Legalized alien FSP households represented 6 percent of the state caseload, and legalized alien participants represented 3 percent of all food stamp participants statewide (Table A.II.3). California's legalized alien FSP households received about \$14,722,072 in monthly benefits (Table A.II.1). Roughly 10 percent of the state's legalized population participated in the FSP (Table A.II.3).

The summary match results for California are presented in Tables A.II.1 and A.II.2. Household characteristics, shown in Table A.II.1 were weighted based upon the number of legalized aliens residing in each county. The total number of legalized alien households and the total number of legalized alien individuals participating in the FSP were adjusted to represent participation statewide. Table A.II.2 presents age and gender distributions for all legalized aliens identified by the county matches. Table A.II.3 compares household characteristics from the combined California match with LPS2 data, and with information from the 1992 IQCS data for California.

The average monthly issuance for a legalized alien FSP household in California was \$189.39. California's per person benefit of \$53.65 was the lowest shown by any match state (Table A.II.1). The average benefit per person closely approximates findings from the national LPS2 research and the state IQCS data. The LPS2 research estimated an average benefit amount of \$231.00, or \$53.85 per household member, and the 1992 IQCS data for California revealed an average household benefit of \$150.00, or \$53.57 per household member (Table A.II.3). Participation data from the Food Stamp Program National Data Bank (April 1994) showed an average household benefit of \$170.12 and an average per person benefit of \$64.00 for all FSP households statewide.

The average legalized alien food stamp household in California contained 3.54 persons, lower than the LPS2 size of 4.29, but higher than the IQCS size of 2.80 persons (Table A.II.3).

Just under half of all legalized alien food stamp households in California (46 percent) consisted of four or more persons, and one-fourth (26 percent) contained five or more persons (Table A.II.1).

Most of California's legalized alien food stamp households (75 percent) contained only one legalized alien. On average there were 1.37 legalized aliens per legalized alien FSP household in California (Table A.II.1).

Although information on gross income was not available from the California counties, all extracts did provide information on net food stamp income. The majority of legalized alien FSP household (66 percent) reported net incomes of between 1 and 50 percent of the poverty level. An additional 24 percent reported net incomes of between 51 and 100 percent of poverty, and 0.5 percent reported net incomes of more than 100 percent of poverty. Approximately 10 percent of the state's legalized alien FSP households reported zero net income. Monthly food stamp income as a percentage of poverty was 40 percent for legalized alien FSP households statewide (Table A.II.1).

Almost half of all legalized alien FSP households in California (48 percent) received monthly food stamp benefits that were between 50 and 74 percent of the maximum allotment, and 30 percent received benefits allotments of less than 50 percent of the maximum allotment. An additional 12 percent received benefits of between 75 and 99 percent of the maximum allotment, and 9 percent received the maximum allowable food stamp benefit. The average food stamp benefit as a percentage of the maximum allotment was 60 percent for all legalized alien food stamp households in California (Table A.II.1).

With respect to other sources of income, 39 percent of legalized alien FSP households in California had income from wages. This was less than the level observed in the LPS2 research (74 percent), but considerably more than the level observed for the state as a whole. The 1992 IQCS findings for California indicate that just 13 percent of all food stamp households had wage earnings (Table A.II.3). Participation in AFDC among legalized alien FSP households was higher in California than in other match states (68 percent), but was not significantly greater than the level observed for all FSP households statewide (61 percent). About 2 percent of legalized alien FSP households received income from Social Security, the lowest level among all states, but comparable to findings from the LPS2 research and the IQCS data (Table A.II.3). Less than 1 percent of all legalized alien FSP households received SSI benefits, which was also comparable to LPS2 and IQCS data. Eleven percent of legalized alien FSP households received income from UI, slightly more than was shown by the LPS2 research (8 percent). Because most of the California counties did not offer GA benefits, this information is not included in the California match report.

Gender and age characteristics for California's legalized alien FSP participants are shown in Table A.II.2, and they reflect findings from other match states. Legalized alien FSP participants were likely to be female (68 percent) and between the ages of 18 and 39 (65 percent).

TABLE A.II.1  
CALIFORNIA  
HOUSEHOLD CHARACTERISTICS

| Legalized Alien FSP Households                                    | 76,497       |         |
|---|--------------|---------|
| Total Dollar Amount of Monthly Issuance                           | \$14,722,072 |         |
| Characteristic  | Count        | Percent |
| <b>Size of Food Stamp Household</b>                               |              |         |
| 1   |              | 11.6    |
| 2   |              | 19.5    |
| 3   |              | 23.0    |
| 4   |              | 20.1    |
| 5 or more   |              | 25.9    |
| <b>Number of Legalized Aliens in Household</b>                    |              |         |
| 1   |              | 74.6    |
| 2   |              | 19.0    |
| 3   |              | 4.1     |
| 4   |              | 1.6     |
| 5 or more   |              | 0.6     |
| <b>Net Monthly FS Income as a Percentage of the Poverty Level</b> |              |         |
| zero net income   |              | 9.5     |
| 1% - 50%  |              | 65.6    |
| 51% - 100%  |              | 24.4    |
| over 100%   |              | 0.5     |
| <b>Other Sources of Income</b>                                    |              |         |
| Wage Earnings   |              | 38.9    |
| AFDC  |              | 67.5    |
| Social Security   |              | 2.2     |
| SSI   |              | 0.8     |
| General Assistance  |              | N.A.    |
| Unemployment  |              | 11.3    |
| <b>Benefit as a Percentage of Maximum Allotment</b>               |              |         |
| 1% - 24%  |              | 7.2     |
| 25% - 49%   |              | 22.9    |
| 50% - 74%   |              | 48.2    |
| 75% - 99%   |              | 12.4    |
| maximum allotment   |              | 9.3     |

SOURCE: Report data came from matching INS data with FSP records extracted in the spring and summer of 1994.

TABLE A.II.1 (CONTINUED)  
CALIFORNIA  
HOUSEHOLD CHARACTERISTICS

| Means  |          |
|--|----------|
| Dollar Amount of Monthly Issuance            | \$189.39 |
| Household Size                               | 3.54     |
| Dollar Amount of Monthly Issuance Per Person | \$53.65  |
| Number of Legalized Aliens in Household      | 1.37     |
| Monthly FS Income as a Percentage of Poverty | 40%      |
| Benefit as a Percentage of Maximum Allotment | 60%      |

TABLE A.II.2  
CALIFORNIA  
INDIVIDUAL CHARACTERISTICS

| Variable            | Total         | Percent |
|---------------------|---------------|---------|
| <b>Gender</b>       |               |         |
| Male                | 29,469        | 31.8    |
| Female              | 63,221        | 68.2    |
| Unknown             | 61            |         |
| <b>Total</b>        | <b>92,751</b> |         |
| <b>Years of Age</b> |               |         |
| Not given           | 43            | 0.0     |
| 5 or less*          | 393           | 0.4     |
| 6 - 11              | 1,206         | 1.3     |
| 12 - 17             | 7,191         | 7.8     |
| 18 - 25             | 12,151        | 13.1    |
| 25 - 39             | 47,705        | 51.4    |
| 40 - 59             | 22,761        | 24.5    |
| 60 or more          | 1,301         | 1.4     |
| <b>Total</b>        | <b>92,751</b> |         |

\* Counts for persons under 12 years of age are due to data error.

TABLE A.II.3  
CALIFORNIA  
COMPARISON OF CHARACTERISTICS  
AND PARTICIPATION RATES

| Household Characteristics   | State<br>Match<br>1994 | National<br>LPS2<br>1992 | State<br>IQCS<br>1992 |
|---|------------------------|--------------------------|-----------------------|
| Average Household Size  | 3.54                   | 4.29                     | 2.80                  |
| Households With Income<br>From Other Sources as a Percentage                |                        |                          |                       |
| Wage Earnings   | 38.9                   | 73.5                     | 13.4                  |
| AFDC  | 67.5                   | 11.4                     | 61.4                  |
| Social Security   | 2.2                    | 2.6                      | 2.8                   |
| SSI   | 0.8                    | 0.9                      | 0.2                   |
| General Assistance  | N.A.                   | 2.7                      | 9.1                   |
| Unemployment  | 11.3                   | 7.9                      | N.A.                  |
| Gross Monthly Income<br>as a Percentage of the Poverty Level                |                        |                          |                       |
| zero gross income*  | N.A.                   | 11.3                     | --                    |
| 1 - 50  | N.A.                   | 12.7                     | 11.3                  |
| 51 - 100  | N.A.                   | 44.3                     | 85.4                  |
| over 100  | N.A.                   | 31.5                     | 3.3                   |
| Average Gross Income<br>as a Percentage of Poverty                          | N.A.                   | 85.0                     |                       |
| Average Food Stamp Benefit  | \$189.39               | \$231.00                 | \$150.00              |
| Average Benefit Per Person  | \$53.50                | \$53.85                  | \$53.57               |
| <b>Participation Rate</b>   |                        |                          |                       |
| Legalized Alien FSP Households  | 70,377                 |                          |                       |
| All FSP Households (FY 1994)  | 1,189,824              |                          |                       |
| Legalized Alien FSP Households<br>as a Percentage of all FSP Households     | 5.9%                   |                          |                       |
| Legalized Alien FSP Participants  | 92,749                 |                          |                       |
| All FSP Participants (FY 1994)  | 3,162,592              |                          |                       |
| Legalized Alien FSP Participants<br>as a Percentage of all FSP Participants | 2.9%                   |                          |                       |
| Legalized Alien FSP Participants  | 92,749                 |                          |                       |
| Total Legalized Aliens  | 909,736                |                          |                       |
| Percentage of Legalized Aliens<br>Participating in the FSP                  | 10.2%                  |                          |                       |

**SOURCES:** Characteristics of legalized alien households came from matches of INS data with state food stamp records, as did estimates of legalized alien households and individuals participating in the FSP. IQCS data came from the 1992 Food Stamp Quality Control sample. Participation and benefit information for the state came from the Food Stamp Program National Data Bank. Total legalized aliens came from the INS LAPS file.

\* IQCS data presents gross income as 50% of poverty or less.



### III. Florida

The analysis of legalized alien FSP participation in Florida is based on data extracted in early December 1994.<sup>1</sup> At that time the state had 5,706 legalized aliens and an estimated 4,249 legalized alien households<sup>2</sup> participating in the FSP. In Florida, legalized aliens and legalized alien households accounted for small percentages of total food stamp recipients and households in the state — 0.7 and 0.4 percent respectively. Total monthly issuance for the legalized population in Florida was \$1,375,600. About 12 percent of the state's legalized population participated in the FSP.

Florida match results are presented in Tables A.III.1 through A.III.3. This data is compared to the national LPS2 findings and the Florida IQCS data in Table A.III.3. Table A.III.3 also provides FSP participation figures for Florida's legalized population. As indicated by the match results, information about both gross income and net income were not available, nor was data available on the number of legalized aliens per household.

The average monthly food stamp benefit per legalized alien FSP household in Florida was \$241.08, the highest among all match states. By comparison, LPS2 findings showed an average monthly benefit of \$231.00 per legalized alien FSP household, and IQCS findings showed an average benefit of \$183.00 per FSP household (Table A.III.3). The match data also revealed the highest benefit amount per household member, \$84.32. Florida is the only match state in which the per person benefit amount for legalized aliens exceeds that for the general food stamp population (by \$9.48).

The average size of a legalized alien household in Florida was 2.86 persons, less than the LPS2 estimate of 4.29 persons, but more than the statewide average of 2.80 persons (Table A.III.3).

The December extract did not contain information about the number of legalized aliens per household, but an earlier extract from May revealed an average of 1.71 (Table A.III.1). This is comparable to findings for other states.

---

<sup>1</sup> An earlier extract provided food stamp records in May 1994. Although this extract contained more complete household characteristic information, the match on this data showed unexpectedly low food stamp participation among Florida's legalized population, indicating that the extract had captured only a small percentage of the state's participating legalized aliens. We refer to the May data when discussing household characteristics missing from the December match.

<sup>2</sup> The December extract did not include the number of legalized alien households. To estimate this number we applied the ratio of legalized alien households to individuals in Texas, the match state most comparable to Florida.

Monthly gross income and monthly food stamp income were not provided in the December extract. However, income information was provided in the earlier extract. The match on information from May showed that 34 percent of legalized alien FSP households reported zero net income, and 50 percent reported incomes of between 1 and 50 percent of poverty. An additional 15 percent reported net incomes of between 51 and 100 percent of poverty, and 1 percent reported net incomes of more than 100 percent of poverty. The average net income was 23 percent of poverty (Table A.III.1).

With respect to gross income, the May match showed that 34 percent of legalized alien FSP households were between 1 and 50 percent of poverty, and 33 percent were between 51 and 100 percent of poverty. Sixteen percent of participating legalized alien households reported zero gross income, and 17 percent reported gross incomes above the poverty level.

In Florida the food stamp benefit as a percentage of the maximum allotment was the highest of all match states. Almost half of all legalized alien FSP households (45 percent) were receiving the maximum allowable benefit, based on household size. The average benefit as a percentage of the maximum allotment was 98 percent.

The Florida match showed that 41 percent of legalized alien FSP households had wage earnings, less than the LPS2 finding of 74 percent, but more than the state-level average of 21 percent (Table A.III.3). The match also indicated that Florida had the smallest percentage of households receiving AFDC, 28 percent. About 4 percent of legalized alien FSP households were receiving income from Social Security, and 10 percent were receiving income from SSI. For the LPS2 data these figures were 3 percent and 1 percent respectively. Receipt of income from these sources was much higher in the state as a whole. Twenty percent of the state's FSP households were receiving Social Security and 21 percent were receiving SSI. About 3 percent of legalized alien households received UI.

Gender and age distribution among Florida's legalized population are presented in Table A.III.2. This data is consistent with other state findings and with the LPS2 research. Most legalized alien FSP participants were female (69 percent) and just under half (47 percent) were between the ages of 18 and 39.

TABLE A.III.1  
FLORIDA  
HOUSEHOLD CHARACTERISTICS

| Legalized Aliens  | 5,706       |         |
|---|-------------|---------|
| Legalized Alien FSP Households                                    | 4,249       |         |
| Total Dollar Amount of Monthly Issuance                           | \$1,375,600 |         |
| Characteristic  | Count       | Percent |
| Household Headed by Legalized Alien                               | 3,690       | 86.8    |
| Household not Headed by Legalized Alien                           | 559         | 13.2    |
| <b>Size of Food Stamp Household</b>                               |             |         |
| 1   | 1,538       | 27.0    |
| 2   | 1,290       | 22.6    |
| 3   | 1,033       | 18.1    |
| 4   | 844         | 14.8    |
| 5 or more   | 1,001       | 17.5    |
| <b>Number of Legalized Aliens in Household</b>                    |             |         |
| 1   | N.A.        | 0.0     |
| 2   | N.A.        | 0.0     |
| 3   | N.A.        | 0.0     |
| 4   | N.A.        | 0.0     |
| 5 or more   | N.A.        | 0.0     |
| <b>Net Monthly FS Income as a Percentage of the Poverty Level</b> |             |         |
| zero net income   | N.A.        | 0.0     |
| 1% - 50%  | N.A.        | 0.0     |
| 51% - 100%  | N.A.        | 0.0     |
| over 100%   | N.A.        | 0.0     |
| <b>Gross Monthly Income as a Percentage of the Poverty Level</b>  |             |         |
| zero gross income   | N.A.        | 0.0     |
| 1% - 50%  | N.A.        | 0.0     |
| 51% - 100%  | N.A.        | 0.0     |
| over 100%   | N.A.        | 0.0     |
| <b>Other Sources of Income</b>                                    |             |         |
| Wage Earnings   | 2,334       | 40.9    |
| AFDC  | 1,610       | 28.2    |
| Social Security   | 239         | 4.2     |
| SSI   | 569         | 10.0    |
| General Assistance  | 0           | 0.0     |
| Unemployment  | 140         | 2.5     |
| <b>Benefit as a Percentage of Maximum Allotment</b>               |             |         |
| 1% - 24%  | 228         | 4.0     |
| 25% - 49%   | 655         | 11.5    |
| 50% - 74%   | 986         | 17.3    |
| 75% - 99%   | 1,249       | 21.9    |
| maximum allotment   | 2,588       | 45.4    |

SOURCE: Report data came from matching INS data with FSP records extracted in December 1994.

NOTE: This extract presented FSP information in a different format from the other states.

TABLE A.III.1 (CONTINUED)  
FLORIDA  
HOUSEHOLD CHARACTERISTICS

| Means   |          |
|---|----------|
| Dollar Amount of Monthly Issuance               | \$241.08 |
| Household Size                                  | 2.86     |
| Dollar Amount of Monthly Issuance Per Person    | \$84.32  |
| Number of Legalized Aliens in Household         | 1.00     |
| Monthly FS Income as a Percentage of Poverty    | N.A.     |
| Monthly Gross Income as a Percentage of Poverty | N.A.     |
| Benefit as a Percentage of Maximum Allotment    | 98%      |

TABLE A.III.2  
FLORIDA  
INDIVIDUAL CHARACTERISTICS

| Variable            | Total        | Percent |
|---------------------|--------------|---------|
| <b>Gender</b>       |              |         |
| Male                | 1,760        | 30.8    |
| Female              | 3,944        | 69.1    |
| Unknown             | 2            |         |
| <b>Total</b>        | <b>5,706</b> |         |
| <b>Years of Age</b> |              |         |
| Not given           | 22           | 0.4     |
| 5 or less*          | 137          | 2.4     |
| 6 - 11              | 186          | 3.3     |
| 12 - 17             | 470          | 8.2     |
| 18 - 25             | 658          | 11.5    |
| 25 - 39             | 2,011        | 35.2    |
| 40 - 59             | 1,468        | 25.7    |
| 60 or more          | 754          | 13.2    |
| <b>Total</b>        | <b>5,706</b> |         |

\* Counts for persons under 12 years of age are due to data error.

TABLE A.III.3  
FLORIDA  
COMPARISON OF CHARACTERISTICS  
AND PARTICIPATION RATES

| Household Characteristics   | State<br>Match<br>1994 | National<br>LPS2<br>1992 | State<br>IQCS<br>1992 |
|---|------------------------|--------------------------|-----------------------|
| Average Household Size  | 2.86                   | 4.29                     | 2.80                  |
| Households With Income<br>From Other Sources as a Percentage                |                        |                          |                       |
| Wage Earnings   | 40.9                   | 73.5                     | 21.4                  |
| AFDC  | 28.2                   | 11.4                     | 35.6                  |
| Social Security   | 4.2                    | 2.6                      | 19.7                  |
| SSI   | 10.0                   | 0.9                      | 21.0                  |
| General Assistance  | 0.0                    | 2.7                      | 0.1                   |
| Unemployment  | 2.5                    | 7.9                      | N.A.                  |
| Gross Monthly Income<br>as a Percentage of the Poverty Level                |                        |                          |                       |
| zero gross income*  | N.A.                   | 11.3                     | --                    |
| 1 - 50  | N.A.                   | 12.7                     | 50.4                  |
| 51 - 100  | N.A.                   | 44.3                     | 41.6                  |
| over 100  | N.A.                   | 31.5                     | 8.1                   |
| Average Gross Income<br>as a Percentage of Poverty                          | N.A.                   | 85.0                     |                       |
| Average Food Stamp Benefit  | \$241.08               | \$231.00                 | \$183.00              |
| Average Benefit Per Person  | \$84.32                | \$53.85                  | \$65.36               |
| Participation Rate  |                        |                          |                       |
| Legalized Alien FSP Households  | 4,249                  |                          |                       |
| All FSP Households (FY 1994)  | 611,027                |                          |                       |
| Legalized Alien FSP Households<br>as a Percentage of all FSP Households     | 0.7%                   |                          |                       |
| Legalized Alien FSP Participants  | 5,706                  |                          |                       |
| All FSP Participants (FY 1994)  | 1,488,473              |                          |                       |
| Legalized Alien FSP Participants<br>as a Percentage of all FSP Participants | 0.4%                   |                          |                       |
| Legalized Alien FSP Participants  | 5,706                  |                          |                       |
| Total Legalized Aliens  | 47,747                 |                          |                       |
| Percentage of Legalized Aliens<br>Participating in the FSP                  | 12.0%                  |                          |                       |

SOURCES: Characteristics of legalized alien households came from matches of INS data with state food stamp records, as did estimates of legalized alien households and individuals participating in the FSP. IQCS data came from the 1992 Food Stamp Quality Control sample. Participation and benefit information for the state came from the Food Stamp Program National Data Bank. Total legalized aliens came from the INS LAPS file.

\* IQCS data presents gross income as 50% of poverty or less.



#### IV. Illinois

Participation findings for the State of Illinois revealed 4,313 legalized alien food stamp households and 5,454 legalized alien food stamp participants. These counts were based on FSP cases extracted in May 1994. At that time legalized alien households represented about 1 percent of the state caseload, and legalized alien individuals represented 0.5 percent of all food stamp participants (Table A.IV.3). Total monthly issuance for all legalized alien FSP households was \$964,928. Roughly 5 percent of the state's legalized population was participating in the FSP.

The results of the Illinois match are presented in Tables A.IV.1 and A.IV.2. Table A.IV.3 compares household characteristics from the match with LPS2 data and information from the 1992 IQCS for Illinois. Table A.IV.3 also presents participation rates for the Illinois legalized population. Illinois was able to include all of the requested data elements.

Average monthly issuance for legalized alien households in Illinois was \$223.73. Average monthly issuance per member of the food stamp household was \$57.68 (Table A.IV.1). By comparison, the LPS2 data showed that the average household was eligible for a benefit of \$231.00, or \$50.32 per household member (Table A.IV.3). The 1992 IQCS data show that the average benefit amount for all Illinois households participating in the FSP was \$161.00, or \$70.00 per household member. Data from the Food Stamp Program National Data Bank (April 1994) indicate an average household benefit of \$179.27 and an average per person benefit of \$75.22 for Illinois FSP households overall.

The average legalized alien food stamp household in Illinois contained 3.88 persons, the largest among all match states. This is considerably higher than the IQCS size of 2.30 persons (Table A.IV.3). Just over half of all legalized alien food stamp households in Illinois (55 percent) consisted of four or more persons, and about 36 percent had five or more persons (Table A.IV.1).

A large majority of the state's legalized alien food stamp households (96 percent) contained

About 16 percent of the legalized alien FSP households in Illinois reported gross incomes greater than 100 percent of poverty (Table A.IV.1). Mean gross income as a percentage of poverty was 69 percent, higher than that of any other match state (Table A.IV.3). By comparison, the 1992 IQCS data showed 59 percent of the state's food stamp households reporting incomes of less than 51 percent of poverty and 35 percent reporting incomes of between 51 and 100 percent of poverty. An additional 6 percent reported incomes of more than 100 percent of poverty.

Just over half of all legalized alien FSP households in Illinois (52 percent) received monthly food stamp benefits that were between 50 and 99 percent of the maximum allowed, based on household size, and an additional 17 percent received the maximum allotment. Just under one-third of all legalized alien FSP households received allotments of less than 50 percent of the maximum. Illinois had the lowest average food stamp benefit as a percentage of the maximum allotment among the match states — 66 percent (Table A.IV.1).

With respect to other sources of income, a smaller percentage of legalized alien food stamp households had wage earnings than was shown by the LPS2 research (31 versus 74 percent). However, legalized alien households were much more likely to have wage earnings than the state as a whole. According to the 1992 IQCS findings for Illinois, just 12 percent of all food stamp households had wages (Table A.IV.3). Thirty-four percent of legalized alien FSP households received AFDC income, which approximates the statewide level of 37 percent (Table A.IV.3). The LPS2 research showed that only 12 percent of eligible legalized alien households received AFDC income. About 8 percent of participating legalized alien households received income from Social Security, more than was shown in the LPS2 data (3 percent), but less than the statewide level of 14 percent (Table A.IV.3). Fourteen percent of legalized alien FSP households received SSI benefits, more than the LPS2 level of .1 percent, but notably less than the statewide participation rate of 22 percent (Table A.IV.3). Legalized alien FSP participants in Illinois were also much less likely to receive income from GA than the average FSP household in the state overall. Two percent of legalized alien FSP households received General Assistance, while 23 percent of all participating households received General Assistance (Table A.IV.3). Match data also showed that 8 percent of participating legalized alien households received UI, less than the LPS2 figure of 11 percent.

Age and gender distributions for Illinois's legalized alien FSP participants are shown in Table A.IV.2. As seen in other match states, legalized alien participants were more likely to be female than male (61 versus 39 percent). In addition, most of these participants (58 percent) were between the ages of 18 and 39.

TABLE A.IV.1  
ILLINOIS  
HOUSEHOLD CHARACTERISTICS

| Legalized Alien FSP Households                                    | 4,313     |         |
|---|-----------|---------|
| Total Dollar Amount of Monthly Issuance                           | \$964,928 |         |
| Characteristic  | Count     | Percent |
| Household Headed by Legalized Alien                               | 3,424     | 79.4    |
| Household not Headed by Legalized Alien                           | 889       | 20.6    |
| <b>Size of Food Stamp Household</b>                               |           |         |
| 1   | 648       | 15.0    |
| 2   | 524       | 12.1    |
| 3   | 752       | 17.4    |
| 4   | 815       | 18.9    |
| 5 or more   | 1,574     | 36.5    |
| <b>Number of Legalized Aliens in Household</b>                    |           |         |
| 1   | 3,434     | 79.6    |
| 2   | 691       | 16.0    |
| 3   | 126       | 2.9     |
| 4   | 50        | 1.2     |
| 5 or more   | 12        | 0.3     |
| <b>Net Monthly FS Income as a Percentage of the Poverty Level</b> |           |         |
| zero net income   | 992       | 23.0    |
| 1% - 50%  | 2,564     | 59.4    |
| 51% - 100%  | 738       | 17.1    |
| over 100%   | 19        | 0.4     |
| <b>Gross Monthly Income as a Percentage of the Poverty Level</b>  |           |         |
| zero gross income   | 391       | 9.1     |
| 1% - 50%  | 870       | 20.2    |
| 51% - 100%  | 2,357     | 54.6    |
| over 100%   | 695       | 16.1    |
| <b>Other Sources of Income</b>                                    |           |         |
| Wage Earnings   | 1,350     | 31.3    |
| AFDC  | 1,475     | 34.2    |
| Social Security   | 355       | 8.2     |
| SSI   | 593       | 13.7    |
| General Assistance  | 106       | 2.5     |
| Unemployment  | 344       | 8.0     |
| <b>Benefit as a Percentage of Maximum Allotment</b>               |           |         |
| 1% - 24%  | 425       | 9.9     |
| 25% - 49%   | 918       | 21.3    |
| 50% - 74%   | 1,070     | 24.8    |
| 75% - 99%   | 1,167     | 27.1    |
| maximum allotment   | 733       | 17.0    |

SOURCE: Report data came from matching INS data with FSP records extracted in May 1994.

TABLE A.IV.1 (CONTINUED)  
ILLINOIS  
HOUSEHOLD CHARACTERISTICS

| Means   |          |
|---|----------|
| Dollar Amount of Monthly Issuance               | \$223.73 |
| Household Size                                  | 3.88     |
| Dollar Amount of Monthly Issuance Per Person    | \$57.68  |
| Number of Legalized Aliens in Household         | 1.26     |
| Monthly FS Income as a Percentage of Poverty    | 24%      |
| Monthly Gross Income as a Percentage of Poverty | 69%      |
| Benefit as a Percentage of Maximum Allotment    | 66%      |

TABLE A.IV.2  
ILLINOIS  
INDIVIDUAL CHARACTERISTICS

| Variable            | Total | Percent |
|---------------------|-------|---------|
| <b>Gender</b>       |       |         |
| Male                | 2,132 | 39.1    |
| Female              | 3,322 | 60.9    |
| Total               | 5,454 |         |
| <b>Years of Age</b> |       |         |
| Not given           | 4     | 0.1     |
| 5 or less*          | 41    | 0.8     |
| 6 - 11              | 44    | 0.8     |
| 12 - 17             | 397   | 7.3     |
| 18 - 25             | 769   | 14.1    |
| 25 - 39             | 2,403 | 44.1    |
| 40 - 59             | 1,313 | 24.1    |
| 60 or more          | 483   | 8.9     |
| Total               | 5,454 |         |

\* Counts for persons under 12 years of age are due to data error.

TABLE A.IV.3  
ILLINOIS  
COMPARISON OF CHARACTERISTICS  
AND PARTICIPATION RATES

| Household Characteristics   | State<br>Match<br>1994 | National<br>LPS2<br>1992 | State<br>IQCS<br>1992 |
|---|------------------------|--------------------------|-----------------------|
| Average Household Size  | 3.88                   | 4.29                     | 2.30                  |
| <b>Households With Income<br/>From Other Sources as a Percentage</b>        |                        |                          |                       |
| Wage Earnings   | 31.3                   | 73.5                     | 12.2                  |
| AFDC  | 34.2                   | 11.4                     | 37.0                  |
| Social Security   | 8.2                    | 2.6                      | 14.4                  |
| SSI   | 13.8                   | 0.9                      | 22.3                  |
| General Assistance  | 2.5                    | 2.7                      | 23.4                  |
| Unemployment  | 8.0                    | 7.9                      | N.A.                  |
| <b>Gross Monthly Income<br/>as a Percentage of the Poverty Level</b>        |                        |                          |                       |
| zero gross income*  | 9.1                    | 11.3                     | --                    |
| 1 - 50  | 20.2                   | 12.7                     | 59.0                  |
| 51 - 100  | 54.7                   | 44.3                     | 34.8                  |
| over 100  | 16.1                   | 31.5                     | 6.3                   |
| Average Gross Income<br>as a Percentage of Poverty                          | 69.2                   | 85.0                     |                       |
| Average Food Stamp Benefit  | \$223.73               | \$231.00                 | \$161.00              |
| Average Benefit Per Person  | \$57.66                | \$53.85                  | \$70.00               |
| <b>Participation Rate</b>   |                        |                          |                       |
| Legalized Alien FSP Households  | 4,313                  |                          |                       |
| All FSP Households (FY 1994)  | 500,354                |                          |                       |
| Legalized Alien FSP Households<br>as a Percentage of all FSP Households     | 0.9%                   |                          |                       |
| Legalized Alien FSP Participants  | 5,454                  |                          |                       |
| All FSP Participants (FY 1994)  | 1,192,486              |                          |                       |
| Legalized Alien FSP Participants<br>as a Percentage of all FSP Participants | 0.5%                   |                          |                       |
| Legalized Alien FSP Participants  | 5,454                  |                          |                       |
| Total Legalized Aliens  | 114,419                |                          |                       |
| Percentage of Legalized Aliens<br>Participating in the FSP                  | 4.8%                   |                          |                       |

**SOURCES:** Characteristics of legalized alien households came from matches of INS data with state food stamp records, as did estimates of legalized alien households and individuals participating in the FSP. IQCS data came from the 1992 Food Stamp Quality Control sample. Participation and benefit information for the state came from the Food Stamp Program National Data Bank. Total legalized aliens came from the INS LAPS file.

\* IQCS data presents gross income as 50% of poverty or less.



## V. New Jersey

The New Jersey match was performed on cases extracted in May 1994. At that time the State of New Jersey had 831 legalized alien food stamp households and 953 legalized alien participants. They represented just 0.4 percent and 0.2 percent of FSP households and FSP participants in the state. Total monthly issuance for New Jersey's legalized alien FSP caseload was \$155,941. About 4 percent of New Jersey's legalized population participated in the FSP (Table A.V.1).

Tables A.V.1 and A.V.2 present the results of the New Jersey match. Match data is compared to the national LPS2 findings and the state-level IQCS findings from 1992, in Table A.V.3. Table A.V.3 also presents participation figures for the New Jersey legalized population. New Jersey was able to provide all requested data elements with the exception of gross income.

The average monthly benefit for legalized alien households in New Jersey was \$187.65, the second lowest among match states. However, the average per person benefit of \$72.94 was the second highest among match states. By comparison, the national LPS2 findings showed a household benefit of \$231.00 and a per person benefit of \$53.85. State IQCS findings revealed a household benefit of \$176.00 and a per person benefit of \$70.40, similar to the match results. The Food Stamp Program National Data Bank (April 1994) showed an average household benefit of \$178.38 and an average per person benefit of \$73.51, which closely approximate the match findings.

Legalized alien food stamp households in New Jersey were small relative to most other states, with an average household size of 2.57 persons. This finding is much closer to the state-level average of 2.50 than to the national LPS2 average of 4.29 (Table A.V.3). Only one-quarter of New Jersey's legalized alien FSP households had four or more persons (Table A.V.1).

As shown in other states, the large majority of legalized alien FSP households in New Jersey contained two or fewer legalized aliens. Roughly 87 percent of the state's legalized alien FSP cases contained only one legalized alien. The mean number of legalized aliens per participating FSP household was 1.15, the lowest among all states matched (Table A.V.1).

The New Jersey extract contained data on net food stamp income, but did not provide gross income information. With respect to net food stamp income, about 57 percent of the legalized alien FSP households had incomes of between 1 and 50 percent of poverty, and 14 percent had incomes of between 51 and 100 percent of poverty. Twenty-nine percent reported zero net income, and only 1 household in 831 reported an income of more than 100 percent of the poverty level. The average monthly food stamp income for all legalized alien FSP households in New Jersey was 21 percent of poverty (Table A.V.1).

The New Jersey match showed that just over half (53 percent) of all legalized alien FSP households were receiving benefits of between 50 and 99 percent of the maximum allotment, and

that 30 percent were receiving the maximum benefit (Table IV.1). The average household benefit as a percentage of the maximum allotment was 78 percent.

New Jersey match results revealed that a relatively small proportion of New Jersey's legalized alien FSP households (about 24 percent) had wage earnings (Table IV.1). The only match with a smaller percentage of wage-earning households was New York (20 percent). The national LPS2 findings and the statewide IQCS findings differ considerably with respect to wage earnings. The LPS2 showed that 73 percent of all eligible legalized alien households had wage earnings, and the IQCS data showed that just 9 percent of New Jersey's FSP households had wage earnings. The match revealed that 34 percent of New Jersey's legalized alien households received AFDC benefits, compared to 11 percent and 51 percent for the LPS2 and IQCS findings respectively. New Jersey had the highest percentage of legalized alien households receiving income from Social Security, about 11 percent. This is higher than the LPS2 level of 3 percent, but lower than the IQCS level of 17 percent. The percentage of legalized alien FSP households receiving SSI income was roughly the same for the match (20 percent) as it was for the entire state (21 percent). The average legalized alien FSP household was much less likely to receive GA than the average FSP household in the state as a whole (0.1 percent versus 9 percent). Roughly 7 percent of legalized alien FSP households received UI, close to the level shown by the LPS2 research (8 percent).

Table IV.2 shows gender and age characteristics for New Jersey's legalized alien FSP participants. As with other state match results, the majority (64 percent) of all participants were female. In addition, just over half (51 percent) were between the ages of 18 and 39. Legalized alien food stamp participants residing in New Jersey were relatively older than those in most other states. The same is true for legalized alien participants in New York.

TABLE A.V.1  
NEW JERSEY  
HOUSEHOLD CHARACTERISTICS

| Legalized Alien FSP Households                             | 831       |         |
|--|-----------|---------|
| Total Dollar Amount of Monthly Issuance                    | \$155,941 |         |
| Characteristic   | Count     | Percent |
| Household Headed by Legalized Alien                        | 738       | 88.8    |
| Household not Headed by Legalized Alien                    | 93        | 11.2    |
| Size of Food Stamp Household                               |           |         |
| 1  | 258       | 31.0    |
| 2  | 204       | 24.5    |
| 3  | 155       | 18.7    |
| 4  | 117       | 14.1    |
| 5 or more  | 97        | 11.7    |
| Number of Legalized Aliens in Household                    |           |         |
| 1  | 726       | 87.4    |
| 2  | 91        | 11.0    |
| 3  | 11        | 1.3     |
| 4  | 9         | 1.1     |
| 5 or more  | 0         | 0.0     |
| Net Monthly FS Income as a Percentage of the Poverty Level |           |         |
| zero net income  | 240       | 28.9    |
| 1% - 50%   | 475       | 57.2    |
| 51% - 100%   | 115       | 13.8    |
| over 100%  | 1         | 0.1     |
| Other Sources of Income                                    |           |         |
| Wage Earnings  | 197       | 23.7    |
| AFDC   | 285       | 34.3    |
| Social Security  | 87        | 10.5    |
| SSI  | 163       | 19.6    |
| General Assistance   | 1         | 0.1     |
| Unemployment   | 60        | 7.2     |
| Benefit as a Percentage of Maximum Allotment               |           |         |
| 1% - 24%   | 39        | 4.7     |
| 25% - 49%  | 98        | 11.8    |
| 50% - 74%  | 165       | 19.9    |
| 75% - 99%  | 274       | 33.0    |
| maximum allotment  | 255       | 30.7    |

SOURCE: Report data came from matching INS data with FSP records extracted in May 1994.

TABLE A.V.1 (CONTINUED)  
NEW JERSEY  
HOUSEHOLD CHARACTERISTICS

| Means  |          |
|--|----------|
| Dollar Amount of Monthly Issuance            | \$187.65 |
| Household Size                               | 2.57     |
| Dollar Amount of Monthly Issuance Per Person | \$73.02  |
| Number of Legalized Aliens in Household      | 1.15     |
| Monthly FS Income as a Percentage of Poverty | 21%      |
| Benefit as a Percentage of Maximum Allotment | 78%      |

TABLE A.V.2  
NEW JERSEY  
INDIVIDUAL CHARACTERISTICS

| Variable            | Total | Percent |
|---------------------|-------|---------|
| <b>Gender</b>       |       |         |
| Male                | 343   | 36.0    |
| Female              | 610   | 64.0    |
| Total               | 953   |         |
| <b>Years of Age</b> |       |         |
| Not given           | 3     | 0.3     |
| 5 or less*          | 10    | 1.0     |
| 6 - 11              | 13    | 1.4     |
| 12 - 17             | 40    | 4.2     |
| 18 - 25             | 73    | 7.7     |
| 25 - 39             | 410   | 43.0    |
| 40 - 59             | 268   | 28.1    |
| 60 or more          | 136   | 14.3    |
| Total               | 953   |         |

\* Counts for persons under 12 years of age are due to data error.

TABLE A. V. 3  
NEW JERSEY  
COMPARISON OF CHARACTERISTICS  
AND PARTICIPATION RATES

| Household Characteristics   | State<br>Match<br>1994 | National<br>LPS2<br>1992 | State<br>IQCS<br>1992 |
|---|------------------------|--------------------------|-----------------------|
| Average Household Size  | 2.57                   | 4.29                     | 2.50                  |
| Households With Income<br>From Other Sources as a Percentage                |                        |                          |                       |
| Wage Earnings   | 23.7                   | 73.5                     | 8.7                   |
| AFDC  | 34.3                   | 11.4                     | 51.1                  |
| Social Security   | 10.5                   | 2.6                      | 17.2                  |
| SSI   | 19.6                   | 0.9                      | 20.5                  |
| General Assistance  | 0.1                    | 2.7                      | 9.8                   |
| Unemployment  | 7.2                    | 7.9                      | N.A.                  |
| Gross Monthly Income<br>as a Percentage of the Poverty Level                |                        |                          |                       |
| zero gross income*  | 28.9                   | 11.3                     | --                    |
| 1 - 50  | 57.2                   | 12.7                     | 59.3                  |
| 51 - 100  | 13.8                   | 44.3                     | 33.2                  |
| over 100  | 0.1                    | 31.5                     | 7.5                   |
| Average Gross Income<br>as a Percentage of Poverty                          | N.A.                   | 85.0                     |                       |
| Average Food Stamp Benefit  | \$187.65               | \$231.00                 | \$176.00              |
| Average Benefit Per Person  | \$73.02                | \$53.85                  | \$70.40               |
| Participation Rate  |                        |                          |                       |
| Legalized Alien FSP Households<br>All FSP Households (FY 1994)              | 831<br>224,601         |                          |                       |
| Legalized Alien FSP Households<br>as a Percentage of all FSP Households     | 0.4%                   |                          |                       |
| Legalized Alien FSP Participants<br>All FSP Participants (FY 1994)          | 953<br>545,027         |                          |                       |
| Legalized Alien FSP Participants<br>as a Percentage of all FSP Participants | 0.2%                   |                          |                       |
| Legalized Alien FSP Participants<br>Total Legalized Aliens                  | 953<br>27,329          |                          |                       |
| Percentage of Legalized Aliens<br>Participating in the FSP                  | 3.5%                   |                          |                       |

SOURCES: Characteristics of legalized alien households came from matches of INS data with state food stamp records, as did estimates of legalized alien households and individuals participating in the FSP. IQCS data came from the 1992 Food Stamp Quality Control sample. Participation and benefit information for the state came from the Food Stamp Program National Data Bank. Total legalized aliens came from the INS LAPS file.

\* IQCS data presents gross income as 50% of poverty or less.



## VI. New Mexico

Data from the State of New Mexico was extracted in May 1994. At that time there were 1,557 legalized alien households and 2,197 legalized alien individuals participating in the FSP (Table A.VI.3). Legalized aliens represented about 2 percent of all FSP households and 1 percent of all FSP participants statewide. Total monthly issuance for New Mexico's legalized alien FSP households was \$324,673 (Table A.VI.1). About 15 percent of New Mexico's legalized population was participating in the FSP at the time of extract (Table A.VI.3).

Results of the New Mexico match are presented in Tables A.VI.1 and A.VI.2. Participation rates for the legalized population are presented in Table A.VI.3 along with household comparison data from the national LPS2 research and the New Mexico IQCS from 1992. New Mexico was able to provide all data elements with the exception of UI. The state does not offer GA benefits.

The average monthly benefit per legalized alien food stamp household in New Mexico was \$208.52. Issuance per member of the food stamp household was \$64.00 (Table A.VI.1). Similar benefit levels were shown for food stamp households statewide. IQCS data from 1992 showed an average household benefit of \$189.00, and an average per person benefit of \$65.17 (Table A.VI.3). Participation data from the Food Stamp Program National Data Bank (April 1994) indicated an average household benefit of \$187.81 and a per person benefit of \$66.49, closer to the observed match results. By comparison, the LPS2 research showed an average food stamp benefit of \$231.00 per household and \$53.72 per household member.

The average size of a legalized alien food stamp household in New Mexico was 3.26 persons, less than the LPS2 estimate of 4.29 persons, but more than the statewide average of 2.90 persons (Table A.VI.3).

As seen in other state match findings, a large majority of New Mexico's participating legalized alien households had less than two legalized aliens. The average number of legalized aliens per household was 1.41 (Table A.VI.1).

The New Mexico extract provided both net food stamp income and gross income. With respect to net food stamp income, just over half of all legalized alien FSP households (55 percent) reported net incomes of between 1 and 50 percent of poverty. About 22 percent of New Mexico's legalized alien food stamp households reported net incomes of between 51 and 100 percent of poverty, and less than 1 percent reported net incomes of more than 100 percent of poverty. Approximately 22 percent reported zero net income. The average net food stamp income for New Mexico's FSP legalized population was 30 percent of poverty.

With respect to monthly gross income, 11 percent of legalized alien FSP households reported zero gross income, 36 percent reported incomes of between 1 and 50 percent of the poverty level, and 39 percent reported incomes of between 51 and 100 percent of the poverty

level. The IQCS data show that half of all FSP households in the state had gross incomes at or below 50 percent of poverty, and that 41 percent had incomes between 50 and 100 percent of poverty. About 14 percent of FSP legalized alien households and 9 percent of all FSP households in New Mexico reported gross incomes of more than 100 percent of poverty (Table A.VI.3). Average gross income for the legalized population was 58 percent of poverty, the lowest level among all match states (Table A.VI.3).

Eight percent of New Mexico's legalized alien households were receiving benefits of between 1 and 24 percent of the maximum possible allotment, based on household size. Sixteen percent were receiving food stamp benefits of between 25 and 49 percent of the maximum amount, and 22 percent were receiving benefits of between 50 and 75 percent of the maximum amount. Thirty-three percent were receiving benefits of between 75 and 100 percent of the maximum, and nearly 21 percent were receiving the maximum allowable food stamp benefit. Overall, benefit as a percentage of the maximum allotment was 71 percent (Table A.VI.1).

Information about sources of household income in New Mexico showed that about 48 percent of legalized alien food stamp households had wage earnings, notably lower than the LPS2 level of 74 percent, yet higher than the statewide level of 31 percent (Table A.VI.3). In addition, 27 percent of New Mexico's legalized alien households received income from AFDC, close to the statewide level of 32 percent. Eight percent of New Mexico's legalized alien FSP households received Social Security benefits, compared to the statewide level of 17 percent, and about 6 percent received SSI benefits, compared to the statewide level of 19 percent. Information about UI was not available in the New Mexico extract, and the state does not offer GA.

Age and gender characteristics for New Mexico's legalized alien FSP participants are shown in Table A.VI.2. As with other match results, participants were likely to be female (58 percent), and between the ages of 18 and 39 (59 percent).

TABLE A.VI.1  
NEW MEXICO  
HOUSEHOLD CHARACTERISTICS

| Legalized Alien FSP Households                             | 1,557     |         |
|--|-----------|---------|
| Total Dollar Amount of Monthly Issuance                    | \$324,673 |         |
| Characteristic   | Count     | Percent |
| Household Headed by Legalized Alien                        | 1,143     | 73.4    |
| Household not Headed by Legalized Alien                    | 414       | 26.6    |
| Size of Food Stamp Household                               |           |         |
| 1  | 238       | 15.3    |
| 2  | 351       | 22.5    |
| 3  | 336       | 21.6    |
| 4  | 286       | 18.4    |
| 5 or more  | 346       | 22.2    |
| Number of Legalized Aliens in Household                    |           |         |
| 1  | 1,155     | 74.2    |
| 2  | 260       | 16.7    |
| 3  | 81        | 5.2     |
| 4  | 36        | 2.3     |
| 5 or more  | 25        | 1.6     |
| Net Monthly FS Income as a Percentage of the Poverty Level |           |         |
| zero net income  | 344       | 22.1    |
| 1% - 50%   | 850       | 54.6    |
| 51% - 100%   | 350       | 22.5    |
| over 100%  | 13        | 0.8     |
| Gross Monthly Income as a Percentage of the Poverty Level  |           |         |
| zero gross income  | 170       | 10.9    |
| 1% - 50%   | 566       | 36.4    |
| 51% - 100%   | 602       | 38.7    |
| over 100%  | 219       | 14.1    |
| Other Sources of Income                                    |           |         |
| Wage Earnings  | 739       | 47.5    |
| AFDC   | 418       | 26.8    |
| Social Security  | 121       | 7.8     |
| SSI  | 92        | 5.9     |
| General Assistance   | 0         | 0.0     |
| Unemployment   | 0         | 0.0     |
| Benefit as a Percentage of Maximum Allotment               |           |         |
| 1% - 24%   | 132       | 8.5     |
| 25% - 49%  | 245       | 15.7    |
| 50% - 74%  | 347       | 22.3    |
| 75% - 99%  | 510       | 32.8    |
| maximum allotment  | 320       | 20.6    |

SOURCE: Report data came from matching INS data with FSP records extracted in May 1994.

TABLE A. VI.1 (CONTINUED)  
NEW MEXICO  
HOUSEHOLD CHARACTERISTICS

| Means   |          |
|---|----------|
| Dollar Amount of Monthly Issuance               | \$208.52 |
| Household Size                                  | 3.26     |
| Dollar Amount of Monthly Issuance Per Person    | \$64.00  |
| Number of Legalized Aliens in Household         | 1.41     |
| Monthly FS Income as a Percentage of Poverty    | 30%      |
| Monthly Gross Income as a Percentage of Poverty | 58%      |
| Benefit as a Percentage of Maximum Allotment    | 71%      |

TABLE A. VI.2  
NEW MEXICO  
INDIVIDUAL CHARACTERISTICS

| Variable            | Total        | Percent |
|---------------------|--------------|---------|
| <b>Gender</b>       |              |         |
| Male                | 925          | 42.1    |
| Female              | 1,272        | 57.9    |
| <b>Total</b>        | <b>2,197</b> |         |
| <b>Years of Age</b> |              |         |
| Not given           | 3            | 0.1     |
| 5 or less*          | 18           | 0.8     |
| 6 - 11              | 25           | 1.1     |
| 12 - 17             | 253          | 11.5    |
| 18 - 25             | 483          | 22.0    |
| 25 - 39             | 816          | 37.1    |
| 40 - 59             | 481          | 21.9    |
| 60 or more          | 118          | 5.4     |
| <b>Total</b>        | <b>2,197</b> |         |

\* Counts for persons unde 12 years of age are due to data error.

TABLE A.VI.3  
NEW MEXICO  
COMPARISON OF CHARACTERISTICS  
AND PARTICIPATION RATES

| Household Characteristics   | State<br>Match<br>1994 | National<br>LPS2<br>1992 | State<br>IQCS<br>1992 |
|---|------------------------|--------------------------|-----------------------|
| Average Household Size  | 3.26                   | 4.29                     | 2.90                  |
| <b>Households With Income<br/>From Other Sources as a Percentage</b>        |                        |                          |                       |
| Wage Earnings   | 47.5                   | 73.5                     | 30.7                  |
| AFDC  | 26.9                   | 11.4                     | 31.6                  |
| Social Security   | 7.8                    | 2.6                      | 17.4                  |
| SSI   | 5.9                    | 0.9                      | 18.8                  |
| General Assistance  | 0.0                    | 2.7                      | 1.9                   |
| Unemployment  | 0.0                    | 7.9                      | N.A.                  |
| <b>Gross Monthly Income<br/>as a Percentage of the Poverty Level</b>        |                        |                          |                       |
| zero gross income*  | 10.9                   | 11.3                     | --                    |
| 1 - 50  | 36.4                   | 12.7                     | 49.9                  |
| 51 - 100  | 38.7                   | 44.3                     | 41.2                  |
| over 100  | 14.1                   | 31.5                     | 8.9                   |
| Average Gross Income<br>as a Percentage of Poverty                          | 58.1                   | 85.0                     |                       |
| Average Food Stamp Benefit  | \$208.52               | \$231.00                 | \$189.00              |
| Average Benefit Per Person  | \$63.96                | \$53.85                  | \$65.17               |
| <b>Participation Rate</b>   |                        |                          |                       |
| Legalized Alien FSP Households  | 1,557                  |                          |                       |
| All FSP Households (FY 1994)  | 86,977                 |                          |                       |
| Legalized Alien FSP Households<br>as a Percentage of all FSP Households     | 1.8%                   |                          |                       |
| Legalized Alien FSP Participants  | 2,197                  |                          |                       |
| All FSP Participants (FY 1994)  | 245,665                |                          |                       |
| Legalized Alien FSP Participants<br>as a Percentage of all FSP Participants | 0.9%                   |                          |                       |
| Legalized Alien FSP Participants<br>Total Legalized Aliens                  | 2,197<br>15,064        |                          |                       |
| Percentage of Legalized Aliens<br>Participating in the FSP                  | 14.6%                  |                          |                       |

**SOURCES:** Characteristics of legalized alien households came from matches of INS data with state food stamp records, as did estimates of legalized alien households and individuals participating in the FSP. IQCS data came from the 1992 Food Stamp Quality Control sample. Participation and benefit information for the state came from the Food Stamp Program National Data Bank. Total legalized aliens came from the INS LAPS file.

\* IQCS data presents gross income as 50% of poverty or less.



## VII. New York

The State of New York submitted two extracts of food stamp records from June 1994. One contained cases for New York City, and the other contained cases for the rest of the state. These two extracts were matched separately and then combined to produce a profile of the legalized population statewide. In June 1994 there were 6,593 legalized alien households and 12,734 legalized aliens participating in the FSP. They represented 0.7 percent and 0.6 percent of the state's food stamp households and participants respectively (Table A.VII.3). Total monthly issuance for New York's legalized alien FSP caseload was \$1,135,279 (Table A.VII.1). About 12 percent of the legalized population in New York was participating in the FSP at that time (Table A.VII.3).

The New York match is presented in Tables A.VII.1 and A.VII.2. Participation rates for the legalized population are presented in Table A.VII.3 as are comparison data from the LPS2 research and the 1992 IQCS data for New York.

New York's legalized alien FSP households had the lowest average monthly benefit among all states matched, \$172.20. However, because of a lower household size relative to other states New York also had the third highest average benefit per person, \$71.97. By comparison, LPS2 findings for the nation show a household benefit of \$231.00 or \$53.85 per person. State IQCS data show that the average FSP household received a benefit of \$153.00, or \$66.62 per household member (Table A.VII.3). Participation data from the Food Stamp Program National Data Bank (April 1994) indicated an average household benefit of \$161.67 and an average per person benefit of \$75.16 for all FSP households statewide.

The average size of a legalized alien food stamp household in New York was 2.40 persons, which approximates the average of 2.30 persons shown in the IQCS data (Table A.VII.3). As seen in other state findings, New York's household size was considerably smaller than the LPS2 finding of 4.29 persons for the country as a whole.

Legalized alien FSP households in New York had the highest average number of legalized aliens, 1.93. A large majority of the households (79 percent) contained two legalized aliens (Table A.VII.1).

The New York extract provided data on both gross income and net food stamp income. With respect to net income, about 62 percent of all legalized alien households participating in the FSP were between 1 and 50 percent of poverty, and 10 percent were between 51 and 100 percent of poverty. Just over one-quarter (27 percent) reported zero net income. The number of legalized alien FSP households with net incomes of more than 100 percent of poverty was negligible. The average net monthly food stamp income for all participating legalized alien households in New York was 20 percent of poverty, the lowest among all match states (Table A.VII.1).

Data on gross income revealed that most legalized alien FSP households (75 percent) had incomes of between 51 and 100 percent of poverty. An additional 14 percent of households had incomes of between 1 and 50 percent of poverty, and 10 percent had incomes greater than 100 percent of poverty. Two percent of all legalized alien FSP households reported zero gross income (Table A.VII.1). For FSP households in the state overall, 20 percent were at 50 percent of poverty or less, 73 percent were between 51 and 100 percent of poverty, and 8 percent were at or more than 100 percent of poverty. The average gross income for all legalized alien FSP households was 67 percent of poverty, the second highest level of all states matched. By comparison, the LPS2 data show a higher average gross income of 85 percent of poverty (Table A.VII.3).

In New York, a relatively large percentage of participating legalized alien households (37 percent) were receiving the maximum possible benefit allotment, based on household size. About 21 percent of households received allotments of between 75 and 99 percent of the maximum, and about 11 percent received allotments of between 50 and 74 percent of the maximum (Table A.VII.1). A small percentage of households (5 percent) received allotments of between 25 and 49 percent of the maximum, and fewer than 1 percent received less than this amount. The average food stamp benefit as a percentage of the maximum allotment for all participating legalized alien households in New York was 78 percent (Table A.VII.3). This was the second highest level observed among all match states.

New York match findings on income from other sources differ from the LPS2 results in several respects. First, the match showed that compared to other states New York had the smallest percentage of legalized alien FSP households with wage earnings — about 20 percent. This is significantly lower than the LPS2 estimate of 74 percent, yet higher than the IQCS level of 8 percent. The match also showed that 33 percent of participating legalized alien households received AFDC benefits, higher than the 11 percent shown by the LPS2, but lower than the statewide participation rate of 43 percent. About 7 percent of New York's legalized alien FSP households received Social Security benefits, and 17 percent received income from SSI. These findings differ considerably from the LPS2 and IQCS findings. In addition, 29 percent of New York's legalized alien FSP households received income from GA, which compares favorably to the state IQCS level of 26 percent, and contrasts with the national LPS2 level of 3 percent. Finally, the match showed that 6 percent of New York's legalized alien FSP households received income from UI, close to the LPS2 finding of 8 percent (Table A.VII.3).

Gender and age characteristics for New York's legalized alien FSP participants are shown in Table A.VII.2. Over half (61 percent) were female, and almost half (49 percent) were between the ages of 18 and 39. In New York as in New Jersey there was a slightly greater percentage of legalized alien FSP participants over the age of 59.

TABLE A. VII.1  
NEW YORK  
HOUSEHOLD CHARACTERISTICS

|   |              |                |
|---|--------------|----------------|
| Legalized Alien FSP Households                                    | 6,593        |                |
| Total Dollar Amount of Monthly Issuance                           | \$1,135,279  |                |
| <b>Characteristic</b>   | <b>Count</b> | <b>Percent</b> |
| Household Headed by Legalized Alien                               | 5,567        | 84.4           |
| Household not Headed by Legalized Alien                           | 1,026        | 15.6           |
| <b>Size of Food Stamp Household</b>                               |              |                |
| 1   | 2,625        | 39.8           |
| 2   | 1,339        | 20.3           |
| 3   | 1,118        | 17.0           |
| 4   | 821          | 12.5           |
| 5 or more   | 690          | 10.5           |
| <b>Number of Legalized Aliens in Household</b>                    |              |                |
| 1   | 973          | 14.8           |
| 2   | 5,175        | 78.5           |
| 3   | 385          | 5.8            |
| 4   | 46           | 0.7            |
| 5 or more   | 14           | 0.2            |
| <b>Net Monthly FS Income as a Percentage of the Poverty Level</b> |              |                |
| zero net income   | 1,793        | 27.2           |
| 1% - 50%  | 4,105        | 62.3           |
| 51% - 100%  | 685          | 10.4           |
| over 100%   | 10           | 0.2            |
| <b>Gross Monthly Income as a Percentage of the Poverty Level</b>  |              |                |
| zero gross income   | 102          | 1.5            |
| 1% - 50%  | 933          | 14.2           |
| 51% - 100%  | 4,921        | 74.6           |
| over 100%   | 637          | 9.7            |
| <b>Other Sources of Income</b>                                    |              |                |
| Wage Earnings   | 1,283        | 19.5           |
| AFDC  | 2,162        | 32.8           |
| Social Security   | 450          | 6.8            |
| SSI   | 1,102        | 16.7           |
| General Assistance  | 1,919        | 29.1           |
| Unemployment  | 400          | 6.1            |
| <b>Benefit as a Percentage of Maximum Allotment</b>               |              |                |
| 1% - 24%  | 38           | 0.6            |
| 25% - 49%   | 300          | 4.6            |
| 50% - 74%   | 737          | 11.2           |
| 75% - 99%   | 1,367        | 20.7           |
| maximum allotment   | 2,435        | 36.9           |

SOURCE: Report data came from matching INS data with FSP records extracted in June 1994.

TABLE A.VII.1 (CONTINUED)  
NEW YORK  
HOUSEHOLD CHARACTERISTICS

| Means   |          |
|---|----------|
| Dollar Amount of Monthly Issuance               | \$172.20 |
| Household Size                                  | 2.40     |
| Dollar Amount of Monthly Issuance Per Person    | \$71.97  |
| Number of Legalized Aliens in Household         | 1.93     |
| Monthly FS Income as a Percentage of Poverty    | 21%      |
| Monthly Gross Income as a Percentage of Poverty | 67%      |
| Benefit as a Percentage of Maximum Allotment    | 78%      |

TABLE A.VII.2  
NEW YORK  
INDIVIDUAL CHARACTERISTICS

| Variable            | Total         | Percent |
|---------------------|---------------|---------|
| <b>Gender</b>       |               |         |
| Male                | 4,939         | 38.8    |
| Female              | 7,795         | 61.2    |
| <b>Total</b>        | <b>12,734</b> |         |
| <b>Years of Age</b> |               |         |
| Not given           | 10            | 0.1     |
| 5 or less*          | 37            | 0.3     |
| 6 - 11              | 88            | 0.7     |
| 12 - 17             | 237           | 1.9     |
| 18 - 25             | 756           | 5.9     |
| 25 - 39             | 5,545         | 43.5    |
| 40 - 59             | 4,332         | 34.0    |
| 60 or more          | 1,729         | 13.6    |
| <b>Total</b>        | <b>12,734</b> |         |

\* Counts for persons under 12 years of age are due to data error.

TABLE A. VII.3  
NEW YORK  
COMPARISON OF CHARACTERISTICS  
AND PARTICIPATION RATES

| Household Characteristics   | State<br>Match<br>1994 | National<br>LPS2<br>1992 | State<br>IQCS<br>1992 |
|---|------------------------|--------------------------|-----------------------|
| Average Household Size  | 2.40                   | 4.29                     | 2.30                  |
| Households With Income<br>From Other Sources as a Percentage                |                        |                          |                       |
| Wage Earnings   | 19.5                   | 73.5                     | 8.0                   |
| AFDC  | 32.8                   | 11.4                     | 43.0                  |
| Social Security   | 6.8                    | 2.6                      | 16.9                  |
| SSI   | 16.7                   | 0.9                      | 24.2                  |
| General Assistance  | 29.1                   | 2.7                      | 26.3                  |
| Unemployment  | 6.1                    | 7.9                      | N.A.                  |
| Gross Monthly Income<br>as a Percentage of the Poverty Level                |                        |                          |                       |
| zero gross income***  | 1.5                    | 11.3                     | --                    |
| 1 - 50  | 14.2                   | 12.7                     | 19.5                  |
| 51 - 100  | 74.6                   | 44.3                     | 72.8                  |
| over 100  | 9.7                    | 31.5                     | 7.8                   |
| Average Gross Income<br>as a Percentage of Poverty                          | 67.0                   | 85.0                     |                       |
| Average Food Stamp Benefit  | \$172.20               | \$231.00                 | \$153.00              |
| Average Benefit Per Person  | \$71.97                | \$53.85                  | \$66.52               |
| <b>Participation Rate</b>   |                        |                          |                       |
| Legalized Alien FSP Households  | 6,593                  |                          |                       |
| All FSP Households (FY 1994)  | 992,392                |                          |                       |
| Legalized Alien FSP Households<br>as a Percentage of all FSP Households     | 0.7%                   |                          |                       |
| Legalized Alien FSP Participants  | 12,734                 |                          |                       |
| All FSP Participants (FY 1994)  | 2,134,562              |                          |                       |
| Legalized Alien FSP Participants<br>as a Percentage of all FSP Participants | 0.6%                   |                          |                       |
| Legalized Alien FSP Participants  | 12,734                 |                          |                       |
| Total Legalized Aliens  | 110,240                |                          |                       |
| Percentage of Legalized Aliens<br>Participating in the FSP                  | 11.6%                  |                          |                       |

SOURCES: Characteristics of legalized alien households came from matches of INS data with state food stamp records, as did estimates of legalized alien households and individuals participating in the FSP. IQCS data came from the 1992 Food Stamp Quality Control sample. Participation and benefit information for the state came from the Food Stamp Program National Data Bank. Total legalized aliens came from the INS LAPS file.

\* IQCS data presents gross income as 50% of poverty or less.



## VIII. Texas

In the State of Texas there were 32,620 legalized alien households and 43,806 legalized aliens participating in the FSP at the time of extract in June 1994. Legalized alien households represented about 3 percent of all FSP households and legalized aliens represented about 2 percent of all FSP participants statewide (Table A.VIII.3). Monthly issuance for legalized alien households in Texas was \$7,551,394 (Table A.VIII.1). About 15 percent of all legalized aliens residing in Texas were participating in the FSP at that time (Table A.VIII.3).

The Texas extract lacked several data elements. Because of resource constraints, Texas was unable to provide information about receipt of income from either AFDC or UI. The extract was also missing information on net food stamp income.

Texas match findings are presented in Tables A.VIII.1 and A.VIII.2. This data is compared to the national LPS2 data and the 1992 IQCS findings for Texas in Table A.VIII.3.

The match revealed an average household issuance of \$231.50 and an average issuance per person of \$61.41. Texas showed the second highest average household benefit among all match states. The average household benefit mirrored the national LPS2 findings, which show an average household benefit of \$231.00, but because of a higher household size in the LPS2, the per person benefit (\$53.85) was smaller than that of the match (Table A.VIII.3). In contrast, state IQCS findings showed a lower household benefit (\$193.00), but a higher per person benefit (\$71.48). The Food Stamp Program National Data Bank (April 1994) showed an average household benefit of \$192.93 and an average per person benefit of \$70.89 for all Texas FSP households statewide (Table A.VIII.3).

As reflected in many other state matches and in the LPS2 research, legalized alien households participating in the Texas FSP were relatively large. Just over half (53 percent) of all legalized alien FSP households contained four or more persons, and 32 percent contained five or more persons (Table A.VIII.3). The average household size was 3.77 persons, closer to the national LPS2 average of 4.30 persons than to the statewide IQCS average of 2.70 persons (Table A.VIII.3). Texas had the second-highest average household size among all states matched.

Most legalized alien FSP households in Texas had two or fewer legalized aliens, a finding characteristic of other states. Seventy-four percent of all legalized alien FSP households contained just one legalized alien, and the average number of legalized aliens per household was 1.34 (Table A.VIII.1).

The Texas extract provided gross income, but was unable to include net food stamp income. The match showed that 28 percent of legalized alien FSP households had gross incomes of between 1 and 50 percent of poverty and that 44 percent had gross incomes of between 51 and 100 percent of poverty. About 11 percent of legalized alien FSP households reported zero net income, and 17 percent reported household incomes of more than 100 percent of the poverty level.

The average gross income for a legalized alien FSP household in Texas was 61 percent of poverty (Table A.VIII.1). The national LPS2 research estimated that the average legalized alien FSP household had a somewhat higher gross income, of 85 percent of poverty (Table A.VIII.3). State IQCS data differ somewhat from both the match results and the LPS2 findings. For FSP households statewide, 55 percent reported gross incomes of 50 percent of poverty or less, and only 9 percent reported gross incomes of more than 100 percent of poverty (Table A.VIII.3).

With respect to household benefit as a percentage of the maximum allotment, Texas legalized alien households appeared to be fairly evenly distributed across the percentage categories. Twenty-one percent received benefits of between 25 and 49 percent of the maximum, while 24 percent received benefits of between 50 and 75 percent of the maximum. Twenty-two percent received benefits of between 75 and 99 percent of the maximum. About 9 percent of legalized alien FSP households received benefits of less than 25 percent of the maximum allotment, and an additional 24 percent received the maximum possible benefit, based on household size (Table A.VIII.3). Mean household benefit as a percentage of the maximum allotment was 68 percent.

Compared to other match states, Texas had the highest percentage of wage-earning legalized alien FSP households — 65 percent. By comparison, IQCS data for all FSP cases in Texas showed that only 31 percent of households had wage earnings. Match results also showed that about 4 percent of legalized alien FSP households received Social Security benefits and that 8 percent received SSI benefits. By comparison, the LPS2 research found that approximately 3 percent received Social Security and that 1 percent received SSI. Statewide, about 16 and 14 percent of FSP households received income from these two programs (Table A.VIII.3). Unfortunately, the Texas extract was not able to provide any information about receipt of income from either AFDC or UI.

Table A.VIII.2 presents gender and age distributions for all legalized alien food stamp participants in Texas. The majority of all participants (59 percent) were female. In addition, most participants (64 percent) were between the ages of 18 and 39.

TABLE A. VIII.1  
TEXAS  
HOUSEHOLD CHARACTERISTICS

| Legalized Alien FSP Households                             | 32,620      |         |
|--|-------------|---------|
| Total Dollar Amount of Monthly Issuance                    | \$7,551,394 |         |
| Characteristic   | Count       | Percent |
| Household Headed by Legalized Alien                        | 24,961      | 76.5    |
| Household not Headed by Legalized Alien                    | 7,659       | 23.5    |
| Size of Food Stamp Household                               |             |         |
| 1  | 2,926       | 9.0     |
| 2  | 5,440       | 16.7    |
| 3  | 6,874       | 21.1    |
| 4  | 6,795       | 20.8    |
| 5 or more  | 10,585      | 32.4    |
| Number of Legalized Aliens in Household                    |             |         |
| 1  | 24,250      | 74.3    |
| 2  | 6,395       | 19.6    |
| 3  | 1,315       | 4.0     |
| 4  | 511         | 1.6     |
| 5 or more  | 149         | 0.5     |
| Net Monthly FS Income as a Percentage of the Poverty Level |             |         |
| zero net income  | 7,818       | 24.0    |
| 1 - 50   | N.A.        | 0.0     |
| 51 - 100   | N.A.        | 0.0     |
| over 100   | N.A.        | 0.0     |
| Gross Monthly Income as a Percentage of the Poverty Level  |             |         |
| zero gross income  | 3,491       | 10.7    |
| 1 - 50   | 9,181       | 28.1    |
| 51 - 100   | 14,283      | 43.8    |
| over 100   | 5,665       | 17.4    |
| Other Sources of Income                                    |             |         |
| Wage Earnings  | 21,038      | 64.5    |
| AFDC   | N.A.        | 0.0     |
| Social Security  | 1,301       | 4.0     |
| SSI  | 2,456       | 7.5     |
| General Assistance   | N.A.        | 0.0     |
| Unemployment   | N.A.        | 0.0     |
| Benefit as a Percentage of Maximum Allotment               |             |         |
| 1 - 24   | 2,837       | 8.7     |
| 25 - 49  | 6,833       | 20.9    |
| 50 - 74  | 7,951       | 24.4    |
| 75 - 99  | 7,181       | 22.0    |
| maximum allotment  | 7,818       | 24.0    |

SOURCE: Report data came from matching INS data with FSP records extracted in June 1994.

TABLE A. VIII.1 (CONTINUED)  
TEXAS  
HOUSEHOLD CHARACTERISTICS

| Means   |          |
|---|----------|
| Dollar Amount of Monthly Issuance               | \$231.50 |
| Household Size                                  | 3.77     |
| Dollar Amount of Monthly Issuance Per Person    | \$61.40  |
| Number of Legalized Aliens in Household         | 1.34     |
| Monthly FS Income as a Percentage of Poverty    | N.A.     |
| Monthly Gross Income as a Percentage of Poverty | 61%      |
| Benefit as a Percentage of Maximum Allotment    | 68%      |

TABLE A. VIII.2  
TEXAS  
INDIVIDUAL CHARACTERISTICS

| Variable            | Total  | Percent |
|---------------------|--------|---------|
| <b>Gender</b>       |        |         |
| Male                | 17,917 | 40.9    |
| Female              | 25,889 | 59.1    |
| Total               | 43,806 |         |
| <b>Years of Age</b> |        |         |
| Not given           | 2      | 0.0     |
| 5 or less*          | 8      | 0.0     |
| 6 - 11              | 15     | 0.0     |
| 12 - 17             | 3,787  | 8.6     |
| 18 - 25             | 5,208  | 11.9    |
| 25 - 39             | 23,055 | 52.6    |
| 40 - 59             | 9,929  | 22.7    |
| 60 or more          | 1,802  | 4.1     |
| Total               | 43,806 |         |

\* Counts for persons under 12 years of age are due to data error.

TABLE A.VIII.3  
TEXAS  
COMPARISON OF CHARACTERISTICS  
AND PARTICIPATION RATES

| Household Characteristics   | State<br>Match<br>1994 | National<br>LPS2<br>1992 | State<br>IQCS<br>1992 |
|---|------------------------|--------------------------|-----------------------|
| Average Household Size  | 3.77                   | 4.29                     | 2.70                  |
| Households With Income<br>From Other Sources as a Percentage                |                        |                          |                       |
| Wage Earnings   | 64.5                   | 73.5                     | 31.2                  |
| AFDC  | N.A.                   | 11.4                     | 23.3                  |
| Social Security   | 4.0                    | 2.6                      | 15.6                  |
| SSI   | 7.5                    | 0.9                      | 13.8                  |
| General Assistance  | N.A.                   | 2.7                      | --                    |
| Unemployment  | N.A.                   | 7.9                      | N.A.                  |
| Gross Monthly Income<br>as a Percentage of the Poverty Level                |                        |                          |                       |
| zero gross income*  | 10.7                   | 11.3                     | --                    |
| 1 - 50  | 28.1                   | 12.7                     | 54.5                  |
| 51 - 100  | 43.8                   | 44.3                     | 36.9                  |
| over 100  | 17.4                   | 31.5                     | 8.6                   |
| Average Gross Income<br>as a Percentage of Poverty                          | 61.1                   | 85.0                     |                       |
| Average Food Stamp Benefit  | \$231.50               | \$231.00                 | \$193.00              |
| Average Benefit Per Person  | \$61.41                | \$53.85                  | \$71.48               |
| <b>Participation Rate</b>   |                        |                          |                       |
| Legalized Alien FSP Households  | 32,620                 |                          |                       |
| All FSP Households (FY 1994)  | 1,013,042              |                          |                       |
| Legalized Alien FSP Households<br>as a Percentage of all FSP Households     | 3.2%                   |                          |                       |
| Legalized Alien FSP Participants  | 43,806                 |                          |                       |
| All FSP Participants (FY 1994)  | 2,756,943              |                          |                       |
| Legalized Alien FSP Participants<br>as a Percentage of all FSP Participants | 1.6%                   |                          |                       |
| Legalized Alien FSP Participants  | 43,806                 |                          |                       |
| Total Legalized Aliens  | 289,510                |                          |                       |
| Percentage of Legalized Aliens<br>Participating in the FSP                  | 15.1%                  |                          |                       |

SOURCES: Characteristics of legalized alien households came from matches of INS data with state food stamp records, as did estimates of legalized alien households and individuals participating in the FSP. IQCS data came from the 1992 Food Stamp Quality Control sample. Participation and benefit information for the state came from the Food Stamp Program National Data Bank. Total legalized aliens came from the INS LAPS file.

\* IQCS data presents gross income as 50% of poverty or less.



**TABLE A-1  
CHARACTERISTICS OF NOTE**

| State      | Characteristics of Note  |
|------------|--|
| Arizona    | <ul style="list-style-type: none"> <li>• Second highest percentage of households with wages (63 %).</li> </ul>   |
| Florida    | <ul style="list-style-type: none"> <li>• Highest average household benefit (\$241.08).</li> <li>• Highest average per person benefit (\$84.32).</li> <li>• Per person benefit for legalized aliens exceeds per person benefit for the general population (by \$9.48).</li> <li>• Highest percentage of households with the maximum allotment (45 %) and highest benefit as a percentage of the maximum allotment (98 %).</li> <li>• Lowest percentage of households with AFDC income (28 %).</li> </ul>  |
| Illinois   | <ul style="list-style-type: none"> <li>• Highest average household size (3.88 persons).</li> <li>• Highest monthly gross income as a percentage of poverty (69 %).</li> <li>• Lowest average benefit as a percentage of the maximum allotment (66 %).</li> </ul>   |
| New Jersey | <ul style="list-style-type: none"> <li>• Second lowest average household benefit (\$187.65).</li> <li>• Second highest person per benefit (\$72.94).</li> <li>• Lowest number of legalized aliens per household (1.15).</li> <li>• Highest percentage of households with Social Security (10 %).</li> </ul>  |
| New Mexico | <ul style="list-style-type: none"> <li>• Lowest monthly gross income as a percentage of poverty (58 %).</li> </ul>   |
| New York   | <ul style="list-style-type: none"> <li>• Lowest benefit per household (\$172.20).</li> <li>• Second lowest household size (2.40).</li> <li>• Third highest per person benefit (\$71.97).</li> <li>• Highest average number of legalized aliens per household (1.93).</li> <li>• Lowest monthly net income as a percentage of poverty (20 %).</li> <li>• Second highest monthly gross income as a percentage of poverty (67 %).</li> <li>• Second highest benefit as a percentage of the maximum allotment (79 %).</li> <li>• Lowest percentage of households with wage earnings (19 %).</li> </ul> |
| Texas      | <ul style="list-style-type: none"> <li>• Second highest average benefit per household (\$231.50).</li> <li>• Second highest average household size (3.77).</li> <li>• Highest percentage of households with wage earnings (64 %).</li> </ul>   |
| California | <ul style="list-style-type: none"> <li>• Lowest per person benefit (\$53.65).</li> <li>• Highest percentage of households with AFDC (68 %).</li> <li>• Lowest percentage of households with Social Security (2 %).</li> </ul>  |

**TABLE A-2  
DIFFERENCES IN EXTRACTS**

| <b>State/County</b> | <b>Extract Date</b> | <b>Problems/Missing Characteristics</b>  |
|---------------------|---------------------|--|
| Arizona - 1         | October 15, 1993    | <ul style="list-style-type: none"> <li>Gross income not given.</li> </ul>  |
| Arizona - 2         | May 13, 1994        | <ul style="list-style-type: none"> <li>All characteristics provided.</li> </ul>  |
| Florida - 1         | May 26, 1994        | <ul style="list-style-type: none"> <li>Small sample of legalized alien households.</li> <li>Legalized alien count atypically low.</li> <li>Household benefit atypically high.</li> </ul> |
| Florida - 2         | December 5, 1994    | <ul style="list-style-type: none"> <li>Gross Income not given.</li> <li>Net Income not given.</li> <li>Unable to determine number of legalized aliens per household.</li> </ul>          |
| Illinois            | May 11, 1994        | <ul style="list-style-type: none"> <li>All characteristics provided.</li> </ul>  |
| New Jersey          | May 25, 1994        | <ul style="list-style-type: none"> <li>Gross Income not given.</li> </ul>  |
| New Mexico          | May 13, 1994        | <ul style="list-style-type: none"> <li>Unemployment income not given.</li> </ul>   |
| New York City       | June 6, 1994        | <ul style="list-style-type: none"> <li>All characteristics provided.</li> </ul>  |
| New York            | June 6, 1994        | <ul style="list-style-type: none"> <li>All characteristics provided.</li> </ul>  |
| Texas               | June 24, 1994       | <ul style="list-style-type: none"> <li>Net Income not given.</li> <li>AFDC participation not given.</li> <li>Unemployment income not given.</li> </ul>                                   |
| <b>California*</b>  |                     |  |
| Alameda             | March 26, 1994      | <ul style="list-style-type: none"> <li>Gross Income not given.</li> <li>GA participation not given.</li> </ul>   |
| Fresno              | June 24, 1994       | <ul style="list-style-type: none"> <li>Gross Income not given.</li> <li>GA participation not given.</li> </ul>   |
| Los Angeles         | April 26, 1994      | <ul style="list-style-type: none"> <li>SSI income not given.</li> </ul>  |
| Orange              | March 24, 1994      | <ul style="list-style-type: none"> <li>Gross Income not given.</li> <li>GA participation not given.</li> </ul>   |
| Riverside           | May 30, 1994        | <ul style="list-style-type: none"> <li>Gross Income not given.</li> <li>SSI participation not given.</li> </ul>  |

| State/County   | Extract Date    | Problems/Missing Characteristics   |
|----------------|-----------------|--|
| San Bernardino | March 29, 1994  | <ul style="list-style-type: none"> <li>• Gross Income not given.</li> <li>• GA participation not given.</li> </ul>   |
| San Diego      | April 13, 1994  | <ul style="list-style-type: none"> <li>• Gross Income not given.</li> <li>• GA participation not given.</li> </ul>   |
| San Francisco  | April 15, 1994  | <ul style="list-style-type: none"> <li>• Gross Income not given.</li> <li>• GA participation not given.</li> </ul>   |
| San Mateo      | August 25, 1994 | <ul style="list-style-type: none"> <li>• Gross Income not given.</li> <li>• GA participation not given.</li> </ul>   |
| Santa Clara    | April 1, 1994   | <ul style="list-style-type: none"> <li>• Gross Income not given.</li> <li>• GA participation not given.</li> <li>• Unemployment income not given.</li> </ul> |
| Ventura        | March 14, 1994  | <ul style="list-style-type: none"> <li>• Gross Income not given.</li> <li>• SSI participation not given.</li> </ul>  |

\* The results of the county matches were aggregated and then inflated to represent the State of California. County-level data is not reported.



## **APPENDIX B**

### **CREATION OF THE LPS2 ANALYSIS DATABASE**



WESTAT provided the LPS2 survey results in a public-use file; however before we used it as input to our eligibility model, we modified it in a number of ways. In particular the public-use file contains up to 29 different record types, some of which can occur more than once for each household. For our estimation this design was too complex; we only needed characteristics of the food stamp unit (e.g. unit size, gross income, expenses, and assets) and some mechanism for defining the food stamp unit (so various eligibility estimates could be produced). Moreover, some of the respondents refused to provide or did not know the value of certain FSP-critical information, so we needed to impute it. This appendix describes the creation of our analysis data base from the public use file, our imputations of missing data, and the FSP eligibility parameters mentioned in Chapter II.

## **A. CREATION OF OUR ANALYSIS DATA BASE**

As Figure B.1 shows, we used a series of 10 computer programs to extract, merge, and impute data necessary for the estimation of FSP-eligibility. Each program is described next

### **1. Extract Data from the LPS2 File**

The first program extracts from the public-use file household-, family-, and person-level information. This complicated program first interprets the various record types and varying number of records associated with each household and then extracts the pertinent information. The 29 possible record types are:

1. Respondent's demographics and identification of multiple records -- age, sex, number of activities listed in the activity history, and number of family members age 12 and over (one record per household).
2. Additional demographics of the respondent -- more demographics of the respondent (race, ethnicity, etc.) in addition to the respondent's language proficiency and education (one record per household).
3. Respondent's employment history -- beginning with an account of what the respondent was doing last week and going as far back as possible (one record per activity).
4. Respondent's current labor force status -- a series of questions on the type of employer and pay, reasons for not working, and reasons for not looking for work as applicable (one record per respondent).

6. Family/household characteristics -- the respondent's marital status, number of persons in the household, and number of persons by relationship to the respondent (e.g number grandparents, number children, etc.) (one record per respondent).
7. Demographics of household members -- relationship to the respondent, age, resident status, and current activity (one record per family member, excluding the respondent)
8. School enrollment of family members age 12 or over (one record per family member age 12 or over, including the respondent)
9. Potential migration -- number and intentions of migration of relatives living outside the U.S., and number of visits back to homeland (one record per respondent).
10. Household participation in social services -- identifies generally whether the household received financial assistance or food stamps from a public or government agency (one record per respondent).
11. Household participation in Aid to Families with Dependent Children -- allowing up to 15 different recipients in the family (one record per respondent, given that record 10 indicates the household received government assistance).
12. Household participation in Supplemental Security Income -- allowing up to 15 different recipients in the family (one record per respondent, given that record 10 indicates the household received government assistance).
13. Household participation in general assistance -- allowing up to 15 different general assistance recipients in the family (one record per respondent, given that record 10 indicates the household received government assistance).
14. Household participation in unemployment insurance compensation -- allowing up to 15 different recipients in the family (one record per respondent, given that record 10 indicates the household received government assistance).
15. Household participation in workers compensation -- allowing up to 15 different recipients in the family (one record per respondent, given that record 10 indicates the household received government assistance).
16. Household participation in social security -- allowing up to 15 different recipients in the family (one record per respondent, given that record 10 indicates the household received government assistance).

17. Household participation in child support -- allowing up to 15 different recipients in the family (one record per respondent, given that record 10 indicates the household received government assistance).
18. Household participation in retirement or pension funds -- allowing up to 15 different recipients in the family (one record per respondent, given that record 10 indicates the household received government assistance).
19. Household participation in Food Stamp Program -- allowing up to 15 different recipients in the family (one record per respondent, given that record 10 indicates the household received government assistance).
20. Identification of whom was covered by the Food Stamp Program -- allowing identification of up to 15 persons in the family (one record per respondent, given that record 10 indicates the household received government assistance and record 19 indicates participation in the Food Stamp Program).
21. Household receipt of other government assistance not listed above, and knowledge of the Food Stamp Program -- allowing up to 15 different recipients in the family (one record per respondent).
22. Type of health insurance (one record per respondent).
23. Health insurance coverage -- allowing identification of up to 14 persons in the family (one record per respondent).
24. Child care expenses (one record per respondent).
25. Assets and household expenses -- including tenure status, rent/mortgage expense, identification of up to 10 persons who contribute toward shelter and utility expenses, amount of financial assets, and indication of whether total family income is greater than 150 percent of poverty. The latter is only asked if total financial assets is less than \$3,000. (one record per respondent).
26. Earnings of other family members -- allowing identification of up to 10 working family members. If total family income is greater than 150 percent of poverty, this information is not collected (one record per respondent, given total financial assets are below \$3,000).
27. Utility and other shelter expenses and number of vehicles (one record per respondent, given total financial assets are below \$3,000 and total family income is less than 150 percent of poverty).

28. Vehicle ownership -- year, make, model, value, and owners of the three newest vehicles as well as the value of the fourth, fifth, and sixth vehicle and first and second motorcycle (one record per respondent, given total financial assets are below \$3,000 and total family income is less than 150 percent of poverty).
29. Annual income and remittance -- including respondent's annual earned and unearned income, total annual family income, total annual remittance (one record per respondent).

Based on this design, therefore, a number of these record types will not be present and some may have multiple occurrences, given a certain value on a preceding record type. For example, if a household did not receive any financial assistance or food stamps from the government, record types 11 - 20 are omitted. If the respondent lives alone, record type 7 is omitted. If the respondent has three other household members, record type 7 will have 3 records.

Our program then extracts relevant household-, family-, and person-level data for the eligibility estimation and creates a hierarchical file that became our analysis file. This analysis file contains two record types: household and person. The household record contains household and family information. This record also includes information unique to the respondent (i.e. information that was not asked of each person in the household). The person record contains information collected from both the respondent and family members.

## **2. Merge Supplemental Data**

The next step in our process was to append certain supplemental data that were not readily available on the public-use file. State of residence and date of application for temporary residence are two such examples.

## **3. Impute Vehicle Values**

One of the FSP eligibility criteria is based on the value of the vehicles owned by the food stamp unit, however the LPS2 does not collect this information for all cars. In particular, the survey collects information on the ownership, year, make, and model along with the vehicle's primary use. Only if the year, make or model are *unknown*, is the respondent asked for the retail value of the car. For this reason we leased from the National Automobile Dealers Association (NADA) a computer program that provides the retail value of a vehicle, given the year, make, and model.

We could use the NADA software to impute vehicle values for most of the vehicles but not all. As Table B.1 shows, the NADA software could identify values for only 68 percent of the 2,182 vehicles. Another 9 percent were too old to be listed in the NADA software. For them, we assigned a fixed value of \$100 for vehicles older than 1975 and \$150 for vehicles between 1975 and 1979. The remaining 23 percent needed their values imputed by some other method.

In households where the values were still missing, we imputed the values using a statistical matching technique, known as the hot-deck imputation method. Generally speaking, the hot-deck method matches households with missing data with households with "reported" data based on characteristics that are highly correlated with the missing data. In order to preserve the variance of the imputed data, we link the households with missing data to the nearest household on the file preceding it that exhibits similar characteristics. Since there might not be a household with similar characteristics preceding the one with missing data, we 'prime-the-pump' by passing the data once and storing the data of the last household that matches each possible selection criteria. In this way, each household with missing data can be linked with reported data, regardless of the location on the file of the household needing the information.

We established three separate hotdecks: one to be used when the year and make are known, one to be used when the year is known, and one to be used when only ownership is known (i.e. year, make, and model are not provided). Table B.2 shows the characteristics used for each hotdeck. For example, when the year and make are known but not the model, we used year of the vehicle, make of the vehicle, and earnings per week, age, and sex of the vehicle's primary owner.

Table B.3 shows the effect of the hotdeck procedure. After the imputation, all vehicles have a value. The average value being \$1,492. Before the imputation, 77 percent of the vehicles had an average value of \$1,333.

#### **4. Impute Vehicle Equity**

In addition to vehicle values, the FSP eligibility criteria also use vehicle equity, but the LPS2 did not collect equity information. Consequently we needed to impute this information using some other database containing vehicle value and equity.

The one source that was readily available in the form we needed was the Survey of Income and Program Participation (SIPP). Using data in the SIPP 1990 Panel Wave 7 and the 1991 Panel Wave 4, we computed the average equity-to-value ratio based on the age and value of the vehicle. Tables B.4 and B.5 show the observed equity-to-value ratios. It is interesting to note that the ratios exhibit a bimodal distribution of equity relative to value. The most pronounced example of this can be seen in Table B.4 for vehicles with a value in excess of \$4,000. Fifteen percent of the cases report that they own 20 to 30 percent of their vehicle, most likely indicating a down payment. Another 51 percent report full ownership. The rest are distributed evenly across varying degrees of ownership.

For each vehicle in our database, we chose the appropriate equity-to-value ratio based on a random number drawn from a uniform distribution. We then multiplied the chosen equity-to-value ratio by the vehicle's value to get the vehicle's equity. For example, if we assume the newest vehicle has a value of \$2,800 and the random number is 0.0500, the equity-to-value ratio

for this vehicle is 0.15, as selected from second column of Table B.4. Using this ratio, the imputed equity amount becomes \$420 ( $2800 \times 0.15$ ).

## **5. Impute Missing Earnings**

Since income is the main determinant of the FSP, our results are highly sensitive to the value of earnings but not all respondents could recall how much each employed family member earns. In those cases we imputed earnings using the hot-deck imputation method, as described earlier. The selection criteria included state of residence, sex, and age. Table B.6 shows that after the imputation, 68 percent have an average of \$315 in weekly earnings compared to \$316 beforehand.

## **6. Simulate FSP Eligibility Rules**

The final step in our data base development process was the actual simulation of the FSP eligibility guidelines and estimation of eligibles. This process and the FSP eligibility parameters presented in Tables B.7 - B.9 are described fully in Chapter II.

TABLE B.1  
 IMPUTATION OF VEHICLE VALUES

|   | Percent |
|---|---------|
| Assigned Value from the NADA Program      | 67.9    |
| Assigned Fixed Value to Pre-1980 Vehicles | 8.8     |
| Assigned Value from Hotdeck Procedure     | 23.4    |
| Total                                     | 100.0   |
| <hr/>                                     |         |
| Number of Vehicles (unweighted)           | 2,182   |

SOURCE: Tabulations from the LPS2.

TABLE B.2

## VEHICLE VALUE IMPUTATION SELECTION CRITERIA

---

**Know Year and Model Only**

## Year of Vehicle

1980

1981 (13 categories)

:

1992

## Make of Vehicle

Buick

Chevrolet (39 Categories)

:

Mercedes

## Earnings per Week of Vehicle Owner

&lt; \$200

&gt; \$200

## Age of Vehicle Owner

0 - 21

21 - 35

35+

## Sex of Vehicle Owner

Male

Female

**Know Year Only**

## Year of Vehicle

1980

1981 (13 categories)

:

1992

## Earnings per Week of Vehicle Owner

&lt; \$200

&gt; \$200

## Age of Vehicle Owner

0 - 21

21 - 35

35+

## Sex of Vehicle Owner

Male

Female

**Know Ownership Only**

## Earnings per Week of Vehicle Owner

&lt; \$200

&gt; \$200

## Age of Vehicle Owner

0 - 21

21 - 35

35+

## Sex of Vehicle Owner

Male

Female

TABLE B.3  
EFFECT OF VEHICLE VALUE IMPUTATION

| Imputation Status | Number of Vehicles<br>with a Value | Average Value |
|-------------------|------------------------------------|---------------|
| Before Imputation | 1,672                              | \$1,333       |
| After Imputation  | 2,182                              | \$1,492       |

SOURCE: Tabulations from the LPS2.

TABLE B.4

DISTRIBUTION OF EQUITY-TO-VALUE RATIO OF THE NEWEST VEHICLE  
BY VEHICLE VALUE

| Equity-to-Value Ratio | Vehicle Value    |                     |                  |
|-----------------------|------------------|---------------------|------------------|
|                       | ≤ \$2,000        | > \$2,000 - \$4,000 | > \$4,000        |
| 0.00 - 0.10           | 0.0406           | 0.0233              | 0.0421           |
| > 0.10 - 0.20         | 0.0059           | 0.0341              | 0.0452           |
| > 0.20 - 0.30         | 0.0105           | 0.0324              | 0.1482           |
| > 0.30 - 0.40         | 0.0051           | 0.0178              | 0.0398           |
| > 0.40 - 0.50         | 0.0056           | 0.0263              | 0.0406           |
| > 0.50 - 0.60         | 0.0038           | 0.0195              | 0.0535           |
| > 0.60 - 0.70         | 0.0031           | 0.0148              | 0.0466           |
| > 0.70 - 0.80         | 0.0040           | 0.0326              | 0.0328           |
| > 0.80 - 0.95         | 0.0038           | 0.0290              | 0.0430           |
| > 0.95                | 0.9177           | 0.7703              | 0.5082           |
| Total                 | 100.0            | 100.0               | 100.0            |
| <b>Total Number</b>   | <b>5,946,139</b> | <b>2,140,329</b>    | <b>2,097,756</b> |

SOURCE: Tabulations from Wave 7 of the 1990 Panel and Wave 4 of 1991 Panel of SIPP.

UNIVERSE: Households with income less than 150 percent of poverty.

TABLE B.5

DISTRIBUTION OF EQUITY-TO-VALUE RATIO OF ALL OTHER VEHICLES  
BY AVERAGE VALUE

| Equity-to-Value Ratio | Vehicle Value |                     |           |
|-----------------------|---------------|---------------------|-----------|
|                       | ≤ \$2,000     | > \$2,000 - \$4,000 | > \$4,000 |
| 0.00 - 0.10           | 0.0312        | 0.0212              | 0.0296    |
| > 0.10 - 0.20         | 0.0057        | 0.0270              | 0.0280    |
| > 0.20 - 0.30         | 0.0120        | 0.0132              | 0.0451    |
| > 0.30 - 0.40         | 0.0063        | 0.0169              | 0.0189    |
| > 0.40 - 0.50         | 0.0033        | 0.0030              | 0.0322    |
| > 0.50 - 0.60         | 0.0023        | 0.0186              | 0.0277    |
| > 0.60 - 0.70         | 0.0042        | 0.0130              | 0.0442    |
| > 0.70 - 0.80         | 0.0067        | 0.0356              | 0.0425    |
| > 0.80 - 0.95         | 0.0049        | 0.0318              | 0.0980    |
| > 0.95                | 0.9234        | 0.8197              | 0.6339    |
| Total                 | 100.0         | 100.0               | 100.0     |
| <hr/>                 |               |                     |           |
| Total Number          | 3,128,497     |                     | 343,504   |

SOURCE: Tabulations from Wave 7 of the 1990 Panel and Wave 4 of 1991 Panel of SIPP.

UNIVERSE: Households with income less than 150 percent of poverty.

TABLE B.6

EFFECT OF WEEKLY EARNINGS IMPUTATION

| Imputation Status | Percent with Earnings | Average Value |
|-------------------|-----------------------|---------------|
| Before Imputation | 62.9                  | \$316         |
| After Imputation  | 68.3                  | \$315         |

SOURCE: Tabulations from the LPS2.

**TABLE B.7**  
**FSP ELIGIBILITY PARAMETERS**  
**FOR 1992 FISCAL YEAR**

| Household Size | Maximum Food Stamp Benefits |        |        | Net Income Screen* |        |        | Minimum Bonus |
|----------------|-----------------------------|--------|--------|--------------------|--------|--------|---------------|
|                | 48 + D.C.                   | Alaska | Hawaii | 48 + D.C.          | Alaska | Hawaii |               |
| 1              | \$111                       | \$142  | \$181  | \$552              | \$691  | \$635  | \$10          |
| 2              | 203                         | 261    | 333    | 740                | 926    | 851    | 10            |
| 3              | 292                         | 374    | 477    | 929                | 1,161  | 1,068  | 0             |
| 4              | 370                         | 475    | 606    | 1,117              | 1,396  | 1,285  | 0             |
| 5              | 440                         | 564    | 720    | 1,305              | 1,631  | 1,501  | 0             |
| 6              | 528                         | 677    | 864    | 1,494              | 1,866  | 1,718  | 0             |
| 7              | 584                         | 748    | 955    | 1,682              | 2,101  | 1,935  | 0             |
| 8              | 667                         | 855    | 1,091  | 1,870              | 2,336  | 2,151  | 0             |
| +              | 83                          | 107    | 136    | 189                | 235    | 217    | 0             |

|                              | 48 + D.C. | Alaska | Hawaii |
|------------------------------|-----------|--------|--------|
| Standard Deduction           | \$122     | \$209  | \$173  |
| Excess Shelter Deduction Cap | 194       | 337    | 276    |
| Child Care Deduction Cap     | 160       | 160    | 160    |
| Medical Threshold            | 35        | 35     | 35     |
| Asset Limits                 |           |        |        |
| No Elderly in Unit           | 2,000     | 2,000  | 2,000  |
| Elderly in Unit              | 3,000     | 3,000  | 3,000  |

SOURCE: Unpublished data from U.S. Department of Agriculture, Food and Nutrition Service.

\*The gross income screen is 130 percent of the net income screen, which is the federal poverty guideline.

TABLE B.8  
 STANDARD UTILITY ALLOWANCE FOR STATES THAT DO NOT  
 VARY THE ALLOWANCE BY HOUSEHOLD SIZE  
 JANUARY 1992

| State or MSA Name | SUA   |
|-------------------|-------|
| Connecticut       | \$260 |
| Massachusetts     | 310   |
| New Hampshire     | 276   |
| New York          | 404   |
| Rhode Island      | 258   |
| Delaware          | 253   |
| DC                | 228   |
| Maryland          | 170   |
| New Jersey        | 216   |
| Pennsylvania      | 272   |
| West Virginia     | 190   |
| Alabama           | 182   |
| Florida           | 166   |
| Georgia           | 188   |
| Kentucky          | 202   |
| Mississippi       | 184   |
| North Carolina    | 176   |
| South Carolina    | 176   |
| Tennessee         | 140   |
| Illinois          | 217   |
| Indiana           | 162   |
| Michigan          | 221   |
| Minnesota         | 245   |
| Ohio              | 222   |
| Wisconsin         | 208   |
| Arkansas          | 153   |
| Louisiana         | 210   |
| New Mexico        | 164   |
| Oklahoma          | 176   |
| Texas             | 142   |
| Colorado          | 198   |
| Kansas            | 196   |
| Missouri          | 184   |
| Nebraska          | 199   |
| Utah              | 170   |
| Arizona           | 198   |
| California        | 155   |
| Hawaii            | 142   |
| Nevada            | 188   |
| Washington        | 172   |
| Maine/Vermont     | 335   |
| Iowa/ND/SD        | 271   |
| Alaska/ID/MT/WY   | 240   |

SOURCE: Unpublished data from U.S. Department of Agriculture, Food and Nutrition Service.

**TABLE B.9**  
**STANDARD UTILITY ALLOWANCE FOR STATES THAT VARY**  
**THE AMOUNT BY HOUSEHOLD SIZE**  
**JANUARY 1992**

| State Name | Household Size |       |       |       |       |       |       |       |       |       |
|------------|----------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
|            | 1              | 2     | 3     | 4     | 5     | 6     | 7     | 8     | 9     | 10+   |
| Virginia   | \$163          | \$163 | \$163 | \$201 | \$201 | \$201 | \$201 | \$201 | \$201 | \$201 |
| Oregon     | 156            | 156   | 161   | 161   | 162   | 162   | 208   | 208   | 208   | 208   |

SOURCE: Unpublished data from U.S. Department of Agriculture, Food and Consumer Service.





**APPENDIX C**  
**SENSITIVITY OF ELIGIBILITY ESTIMATES**



In Chapters III and IV the baseline estimate of FSP eligibles is based on the respondent's best-guess of family income and assets. It is also based on a set of assumptions about family composition, income, and assets that are implicit in the way the LPS2 questionnaire was designed or that were made explicitly to address various limitations in the data. For this reason, it is useful to explore how sensitive the baseline eligibility estimates are to our underlying assumptions. This discussion and Table C.1 present the results of six alternative scenarios which indicate that our eligibility estimates are accurate within +/- 8 percentage points.

### **1. LPS2 Asset Screen Question**

The LPS2 question that allows respondents to skip the FSP-eligibility questions if their financial assets are more than \$3,000 is probably too exclusive. When we make the same assumption using another FSP model (the FOSTERS model) that has asset information for all households, 1 percent of the eligible households in that model would no longer be eligible.<sup>1</sup> This happens because households can have more than \$3,000 in assets (even though the asset threshold is \$3,000) so long as the household consists only of persons on public assistance. However, since very few of the LPS2 households are comprised of only persons on public assistance, the effect of skipping these households is probably less than 1 percent.

### **2. LPS2 Income Screen Question**

If respondents have less than \$3,000 in financial assets, they can still skip the FSP-related eligibility questions if the family's income is more than 150 percent of poverty. This income screen probably reduces our estimate. When we make the same assumption in the FOSTERS model, 3.2 percent of the eligible households in that model are no longer eligible. This happens because households at more than 150 percent of poverty can be eligible (even though the gross income screen is 130 percent of poverty) so long as the household either contains elderly or disabled persons or consists only of persons on public assistance. However, since very few of the LPS2 households are comprised of only persons on public assistance and very few contain elderly members, the affect of skipping these households is probably less than 3.2 percent.

### **3. Financial Assets**

The LPS2 question that identifies total family financial assets is very broad, and the respondent's answer probably affects our results in many ways. The seven possible replies to the total financial assets question are:

1. Less than \$1,000
2. \$1,000 to \$1,999

---

<sup>1</sup> We compare often to estimates produced by the FOSTERS model, which simulates FSP eligibility using SIPP data as input. This model and data are described in Appendix D.

3. \$2,000 to \$2,999
4. \$3,000 or more
5. Refused to answer
6. Don't know the amount
7. Not ascertained

If the respondent's answer fell in the last three categories, we did not impute a missing amount (3.5 percent of the households asked this question fell in this category). Otherwise, we assigned the midpoint value for each category. For example, if the respondent replied "less than \$1,000," we assigned a value of \$500 to this household. Similarly, we assumed \$1,450 for category 2, \$2,450 for category 3, and \$3,450 for category 4.

When we combine this midpoint value with vehicle assets, the number of eligibles may be too high or too low. To provide a range of estimates, we can assume, on the one hand, that all respondents have financial assets at the top of their respective category, including \$1,500 for all respondents not giving an amount.<sup>2</sup> On the other hand, we can assume that all respondents have financial assets at the bottom of their respective category. These two assumptions would change our baseline estimate by +/- 3 percent.

#### 4. Earnings

Similar to the financial asset question, the LPS2 question that identifies each family member's weekly earnings is broad and the respondent's answer probably affects our results in many ways. The thirteen possible replies are:

- |                         |                           |
|-------------------------|---------------------------|
| 1. Less than \$50       | 8. \$400.00 to \$499.99   |
| 2. \$50.00 to \$99.99   | 9. \$500.00 or more       |
| 3. \$100.00 to \$149.99 | 10. No Income             |
| 4. \$150.00 to \$199.99 | 11. Don't know the amount |
| 5. \$200.00 to \$249.99 | 12. Refused to answer     |
| 6. \$250.00 to \$299.99 | 13. Not ascertained       |
| 7. \$300.00 to \$399.99 |                           |

If the respondent's answer fell in the latter three categories, we imputed a missing amount as described in Appendix B (12 percent fell in this category). Otherwise, we assigned the midpoint value for each category. If we assume, on the one hand that everyone actually received the highest amount possible for that category, our estimate of eligible households would decrease by 5 percent. If we assume the opposite, our number of eligible households would increase by 5 percent.

---

<sup>2</sup> The \$1,500 is arbitrary and assumes that on average, some respondents have a fair amount of assets (and did not want to tell the interviewer), while others probably did not have many assets.

## **5. Fluctuations in Monthly Income**

Some households may lapse into poverty only for very short periods of time and be quite well-off throughout the rest of the year. Others may have plenty of income in a month but very little throughout the rest of the year. Because our estimate of eligibles reflects the economic status of legalized aliens in one month, we investigated how this status might differ with respect to their annual income.

We found that eligible legalized alien households were more apt to have plenty of income in the interview month but very little throughout the rest of the year, which means our estimate of eligibles may be too low. In particular, approximately 250,000 legalized alien households reported having either monthly income or annual income below 150 percent of poverty. Of those households, 52 percent were poor in both time frames. However, 40 percent reported that their annual income was below 150 percent of poverty but their monthly income was above this threshold. So, a number of these households could be eligible for food stamps during other times of the year. In contrast 8 percent were poor in the interview month but not poor on an annual basis. Since we do not believe that the full 40 percent would be eligible in a given month, we assume that at most 8 percent might be, to be consistent with the amount that are poor in the interview month and not poor on an annual basis.

## **6. Unit Definition**

How the food stamp unit is defined can affect a unit's eligibility and therefore our eligibility estimate. If we include in the food stamp unit a person with no income, its chances of being eligible automatically increase because the sole effect of this person is to increase the FSP income thresholds and maximum benefit. Similarly, if we exclude from the unit a person with a relatively large amount of income, the unit is also much more likely to be eligible because it will have lower income relative to the FSP thresholds.

We explore two analyses involving changes to the definition of the food stamp unit. The first analysis excludes from the baseline food stamp unit those persons whose resident status was listed as "other," "don't know," or "not ascertained." Essentially, we treat them as illegal aliens.

Although the illegal alien is no longer in the unit, the FSP still considers the individual's assets and a portion of his/her income as accessible to the food stamp unit. Specifically, the FSP includes a pro-rata share of this individual's income as accessible to all persons in the household. All but the individual's share is counted as income. The earned income deduction will include that portion of the individual's income attributed to the household. The individual's portion of shelter and dependent care expenses will also be distributed among all members of the household, and all but the individual's share is counted. The individual's assets are counted in full. The maximum food stamp benefit and the gross and net income thresholds are decreased according to

The effect of this change could increase or decrease the number of eligible households, depending on how much income these excluded persons have. If these excluded persons have a lot of income, counting a pro-rata share of their income instead of the full amount could make some units eligible that were not eligible beforehand, even though the FSP income thresholds are reduced to reflect the exclusion of these people from the unit. In contrast, if these persons do not have much income, changing the way their income is counted will have little or no effect on the unit's total income. However, reducing the income thresholds to reflect the smaller unit size may now make these units ineligible. We found that the latter scenario happens more often; 8 percent of the eligible legalized alien households are no longer eligible.

The second analysis uses the FOSTERS model to exclude all other adult relatives and nonrelatives from the food stamp unit, since that is what we did in our baseline LPS2 simulation model. The percent change in the FOSTERS estimate of eligibles is very small: less than half of one percent.

TABLE C.1  
SENSITIVITY ANALYSIS

| Alternatives   | Effect<br>(percent change) | Change in the Number of<br>Eligible Units |
|--|----------------------------|---|
| Remove Asset Screen Question                                       | +1.0                       | +2,236                                    |
| Remove Income Screen<br>Question                                   | +3.2                       | +7,154                                    |
| Amount of Financial Assets   |                            |   |
| Highest possible amount  | -3.4                       | -7,592                                    |
| Lowest possible amount   | +3.0                       | +6,629                                    |
| Earnings   |                            |   |
| Highest possible amount  | -5.1                       | -11,416                                   |
| Lowest possible amount   | +4.6                       | +10,305                                   |
| Fluctuations in Monthly Income                                     |                            |   |
| Poor in the interview month<br>but not poor annually               | -8.0                       | -18,000                                   |
| Poor annually but not poor in<br>the interview month               | +8.0                       | 18,000                                    |
| Unit Definition  |                            |   |
| Treat persons with unknown<br>resident status as illegal<br>aliens | -8.0                       | -17,778                                   |
| Exclude adult other relatives<br>and nonrelatives                  | 0.4                        | 894                                       |
| Baseline Number of Eligible Households                             |                            | 246,317                                   |
| Sample Size  |                            | 947                                       |

SOURCE: Tabulations from the LPS2.



**APPENDIX D**

**FOSTERS FSP ELIGIBILITY MODEL**



In this report we compared the households with legalized aliens to the entire FSP-eligible population and to the Hispanic FSP-eligible population. Estimates of FSP eligibility for these two populations were produced by the January 1992 FOSTERS model, a model developed for FCS to estimate FSP participation rates and to measure impacts on FSP caseloads and costs of changes in the program's eligibility rules. The FOSTERS model uses data from the SIPP, which is produced by the Census Bureau. In this appendix we describe SIPP, the creation of the model's database, and the model itself.<sup>1</sup> We also highlight how this model and database differ from the model and database created with the LPS2 data.

## **A. THE FOSTERS MODEL DATABASE**

The database of the FOSTERS model comes from the SIPP. The majority of the data come directly from the 1990 Panel Wave 7 and the 1991 Panel Wave 4 core and topical module questionnaires. The rest comes from the Wave 1 core questionnaire and various imputations procedures.

### **1. What is the SIPP?**

SIPP is a nationally representative longitudinal survey providing detailed monthly information on household composition, income, labor force activity, and participation in various government programs, such as Medicaid, AFDC, SSI, and the FSP. The interviewed population is based on a multistage stratified sample of the noninstitutionalized resident population of the United States.

---

<sup>1</sup>Additional information on the FOSTERS model can be found in:

- *Creation of the January 1992 FOSTERS Microsimulation Model and Database* describes the creation of the model's database, the simulation of FSP eligibles and participants, and the results of the model.
- *January 1992 FOSTERS Model User's Guide* describes how to use the model to measure the effect of changes to the FSP on program caseload and costs.
- *January 1992 FOSTERS Model Programmer's Guide and Technical Description, and Codebook* describes the model's design from a programmer's perspective and explains in detail the algorithms that process the data and simulate FSP eligibility and participation. Also included is a codebook that defines each variable in the database, both in terms of the variable's derivation and possible values.

This includes persons living in households, as well as persons living in group quarters such as college dormitories and rooming houses. Inmates of institutions, such as homes for the aged, and persons living abroad are not included. Persons residing in military barracks, although part of the noninstitutionalized population, are also excluded. Other armed forces personnel are included, as long as they are living in a housing unit on or off base (U.S. Department of Commerce 1993).

Almost every year the Census Bureau selects a new sample, or panel, of approximately 20,000 households, and follows them for approximately two and a half years. Panels are staggered so that one panel overlaps another. In this way, two panels can be combined, thereby doubling the sample size for a given calendar month.

To ease the administrative burden of interviewing such a large sample size, each panel is divided into four rotation groups. Only one rotation group is interviewed each month--each group is interviewed every four months. In each round (wave) of interviewing, those age 15 or older, are asked a core set of questions for each of the four months preceding the interview. For example, "During the four-month period outlined on the calendar, did [Dottie] have a job or business, either full time or part time, even for only a few days?" and, "Was [Dottie] enrolled in school, either full-time or part-time during any of the past 4 months?"

These core questions are supplemented with a set of questions on topical issues. In Waves 4 and 7 the topical questions focus on issues pertinent to the determination of FSP eligibility and therefore provide a perfect starting point for the model's database. They include questions on vehicle ownership, asset holdings, dependent care expenses, medical expenses, and shelter expenses.

## **2. How was the Database Created?**

Since the SIPP data pertinent to the estimation of the FSP is not stored in one file or in a format usable by the model, we wrote a series of 30 programs that transform SIPP into the model's database. The initial program selects all households surveyed in January 1992 from the core data products of Wave 7 of the 1990 Panel and Wave 4 of the 1992 Panel of SIPP. We chose January because both panels overlap in that month, as shown in Table D.1. By combining the panels we have a much larger sample size from which to estimate the FSP eligible population, as shown in Table D.2.

By focusing on January 1992, however, there are two shortcomings. First, the topical module questions were asked with respect to the household composition in the interview month and not for each of the retrospective four months. So, some persons who were present in January but not in the interview month will not have any information on vehicles, assets, or expenses. We overcame this omission by imputing the information using a statistical matching technique like the one used with the missing LPS2 vehicle data. Second, questions on reasons for receiving government transfers, which are needed to determine food stamp disability status, are administered when the person initially enters the SIPP universe, not every month. We overcame this problem

by augmenting our data with disability data taken from Wave 1, the initial interview for most persons in our sample.

### **3. How does the FOSTERS Database Compare to LPS2 Database?**

The major difference between the SIPP and LPS2 surveys is their intended population and scope. The SIPP facilitates research on household composition, income, labor force activity, and participation in various government programs at the national level. The LPS2 targets a very select group of people, the legalized aliens, so the survey can only be used to describe that group of people. However, since the LPS2 includes FSP-related questions, it can also facilitate the estimation of how many legalized aliens are eligible for the FSP.

Many of the FSP-related questions in the LPS2 are very similar to the SIPP, but there are a number of differences. First, the SIPP collects income, expenses, and assets on all persons living in the dwelling unit regardless of their relationship to the survey respondent. The LPS2 collects the data only from "family" members. It does not collect this information from non-family members — other relatives (aunts, uncles, cousins, nephews, nieces, etcetera) and non-relatives. Second, the SIPP collects all information from rich and poor households alike; whereas the LPS2 only collects FSP-related questions from relatively poor households. Third, SIPP provides exact values of all income, expenses, and assets. The LPS2 provides ranges. And finally, the SIPP collects out-of-pocket medical expenses and dependent care expenses. The LPS2 does not.

Even though the databases differ, the SIPP data were instrumental in two ways in the analysis of the legalized alien population. One, they allowed us to measure whether the information lacking in the LPS2 might significantly affect the legalized alien eligibility estimate. And two, they facilitated all of the comparisons between the legalized aliens and the general and Hispanic FSP-eligible populations.

### **B. THE FOSTERS MODEL**

To estimate the number of households eligible for the FSP, based on our SIPP database, we used the FOSTERS model. This model, like the model written for the LPS2 data, mimics what a caseworker does when a household applies for food stamps. The FOSTERS model first analyzes each household and determines who belongs in the food stamp unit. It then determines how much income and assets are accessible to the unit and how many expenses are deductible. If the household's income and assets are below the prescribed FSP thresholds, the model then computes the amount of food stamps the household may receive.

The FOSTERS model operates in the same way as the model developed for the LPS2 data except for a few differences stemming from the inherent differences in the underlying databases.<sup>1</sup> The main difference between the two models is the way in which we select who belongs in the food stamp unit. Since the SIPP captures more detailed information on household and family relationships than the LPS2, we simulate more precisely in the FOSTERS model who belongs in the food stamp unit than we can in the LPS2 model.

Specifically, the food stamp unit in the FOSTERS model is based on the following rules of thumb (since SIPP does not identify who purchases and prepares food together):

- If the household reports receipt of food stamps, those persons reporting being covered by food stamps are in the food stamp unit. Everyone else is excluded. Multiple food stamp units in a household are allowed only if they are reported in SIPP as such.
- If the household does not receive food stamps but reports receipt of some other form of public assistance (SSI, AFDC, means-tested veteran's benefits, or other welfare like GA), those persons reporting being covered by that program, in addition to their spouse and children under age 18, are included in the unit. This assumes that this group of people has been exposed to the welfare system and will continue to represent themselves as one unit, even though they may purchase and prepare food with other persons in the household.
- If the household does not report food stamps or public assistance, everyone in the household is included in the food stamp unit.
- Persons living in California who receive SSI are excluded from the food stamp unit because California's SSI program includes a special monetary supplement in lieu of food stamps.
- Persons between 17 and 60 years of age who are physically and mentally fit for work and enrolled more than 50 percent of the time in postsecondary education are excluded from the food stamp unit, unless they work 20 or more hours per week, receive AFDC, or are a parent of a child under age 12.

The food stamp unit in the LPS2 model, on the other hand, includes the survey respondent, all persons directly related to him/her, and all other related children. We exclude from the unit all non-relatives and other related adults, since income and assets were not collected for them. We also exclude SSI recipients living in California. We do not exclude postsecondary students, since the LPS2 does not identify parent-child relationships of each person in the household. We

---

<sup>1</sup> Chapter II describes the eligibility algorithms in detail.

do not allow multiple food stamp units either, since the LPS2 data do not capture this kind of an event.

The other difference between the two models concerns the medical expense deduction. The FSP allows households with elderly or disabled persons to deduct all out-of-pocket medical expenses in excess of \$35. The SIPP data contain out-of-pocket medical expenses but the LPS2 does not and thus the FOSTERS model computes this deduction but the LPS2 model does not.

TABLE D.1

REFERENCE MONTHS AND INTERVIEW MONTHS OF  
WAVE 7 OF THE 1990 PANEL AND  
WAVE 4 OF THE 1991 PANEL

| Interview<br>Month | Rotation<br>Group | Reference Months |           |           |           |           |           |           |           |           |
|--------------------|-------------------|------------------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|
|                    |                   | Sep<br>91        | Oct<br>91 | Nov<br>91 | Dec<br>91 | Jan<br>92 | Feb<br>92 | Mar<br>92 | Apr<br>92 | May<br>92 |
| Feb                | 2                 |                  | X         | X         | X         | X         |           |           |           |           |
| Mar                | 3                 |                  |           | X         | X         | X         | X         |           |           |           |
| Apr                | 4                 |                  |           |           | X         | X         | X         | X         |           |           |
| May                | 1                 |                  |           |           |           | X         | X         | X         | X         |           |

SOURCE: U.S. Department of Commerce 1993.

TABLE D.2  
WEIGHTED AND UNWEIGHTED SAMPLE SIZES  
IN JANUARY 1992

|                   | Unweighted | Weighted    |
|-------------------|------------|-------------|
| <b>Households</b> |            |             |
| 1990 Panel        | 20,350     | 95,494,161  |
| 1991 Panel        | 13,381     | 95,858,470  |
| Combined Panels   | 33,731     | 95,635,149  |
| <b>Persons</b>    |            |             |
| 1990 Panel        | 54,159     | 251,172,577 |
| 1991 Panel        | 35,308     | 251,269,734 |
| Combined Panels   | 89,467     | 251,210,177 |

SOURCE: Tabulations on Wave 7 of the 1990 Panel and Wave 4 of the 1991 Panel of SIPP.