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Food Stamp Leavers Research Study

Study of ABAWDs Leaving the Food Stamp Program in South Carolina

Final Report

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The opinions expressed in this report are those of the authors.

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ABSTRACT

This report presents the findings of a study of Able-Bodied Adults Without Dependents (ABAWDs) who left the South Carolina Food Stamp program between October 1998 and March 2000. Under the 1996 welfare reform legislation, these persons are limited to 3 months of Food Stamp benefits in a 36-month period unless they work or participate in an approved work or training program. A major concern of policy makers is that persons who are subject to the ABAWD time limits and work requirements may not be ready to meet the demands of the job market after leaving Food Stamps. The study found that the ABAWD leavers who were subject to the work requirements and time limits (i.e., persons in non-exempt counties) were doing as well after leaving Food Stamps as ABAWD leavers living in exempt counties with comparable economic conditions.

Based on this finding, there is no evidence that the ABAWD time limits and work requirements created undue hardships for the non-exempt leavers, compared to their probable experiences had they been exempt. In terms of policy implications, the results from the study do not provide support for any modifications to the basic rules regarding time limits and work requirements for ABAWDs. Other findings from the study, however, suggest that more services may be needed to help ABAWD leavers in general to obtain higher rates of employment and job stability. In addition, greater restrictions may be appropriate on the use of the 15 percent exemption policy, which was introduced under the 1997 Balanced Budget Act. Under this policy, states can exempt up to 15 percent of their ABAWDs from work requirements and time limits using state-determined criteria that may be unrelated to high unemployment. Restrictions on the 15 percent policy might include limiting the exemption to two consecutive years for any given local area.

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EXECUTIVE SUMMARY AND DISCUSSION

This report presents the findings of a study of able-bodied adults without dependents (ABAWDs) who left the South Carolina Food Stamp program between October 1998 and March 2000. Under the 1996 welfare reform law, these persons are limited to 3 months of Food Stamp benefits in a 36-month period unless they work or participate in an approved work or training program.

A. Study Objectives

The major goal of the study was to determine how persons who are subject to the ABAWD work requirements and time limits were faring after leaving Food Stamps. A major concern of policy makers is that persons who are subject to the ABAWD time limits and work requirements may not be ready to meet the demands of the job market, and may not be able to obtain steady employment and sufficient earnings after leaving Food Stamps. To examine the impact of the ABAWD provisions, the study compares key outcomes for three groups of ABAWD leavers:

- **Leavers from Non-Exempt Counties:** these are persons living in counties that did ***not*** have exemptions from the ABAWD time limits and work requirements;

- **Leavers in Counties Exempt Due to High Unemployment:** these are persons from counties that were exempt from the ABAWD provisions because of high unemployment and labor surpluses; and

- **Leavers in Counties Exempt Due to the 15 Percent Provision of the 1997 Balanced Budget Act:** these are persons from counties that were exempt from the ABAWD provisions under the 15 percent waiver provision of the 1997 Balanced Budget Act (see below).

B. Policy Background of the Study

Prior to the 1996 PRWORA legislation, childless adults aged 18-50 were not subject to time limits on the receipt of Food Stamp benefits. In the three years after PRWORA was enacted, the average monthly number of ABAWDs receiving food stamps fell from 1,133,000 to 362,000, a decline of 68 percent.[1] A major focus of the study is to help understand what is happening to ABAWDs who have left the Food Stamp program.

Under PRWORA, waivers of the work requirements and time limits for ABAWDs can be granted for geographic areas where there is high unemployment or that have an insufficient number of jobs. The Balanced Budget Act of 1997 introduced an important addition to the ABAWD exemption provisions. Under the new law, States may directly exempt up to 15

[1] Implementation of the Employment and Training Program for ABAWDs, U.S. General Accounting Office, February 2001

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percent of their ABAWD cases from work requirements and time limits, using state-determined criteria.

C. Study Design and Data Analysis

In comparing ABAWD leavers in exempt and non-exempt counties, a major goal of the study was to highlight the impact of the ABAWD provisions. In theory, it might be expected that the ABAWD leavers in the exempt counties would do better after leaving Food Stamps than leavers in the non-exempt counties. The reason for this is that the ABAWDs who leave Food Stamps in exempt counties are not subject to the time limits and work requirements and are more likely to be leaving the program for "voluntary" reasons, such as employment.

One of the problems in comparing the exempt and non-exempt counties is that ABAWD leavers in exempt counties are typically dealing with higher local unemployment rates than ABAWD leavers in non-exempt counties. In examining county unemployment rates in South Carolina, however, we found that unemployment rates in counties exempt under the 15 percent provision were relatively low and were comparable to unemployment rates in the non-exempt counties during the study period. By comparing the non-exempt counties and the counties exempt under the 15 percent provision, we were in a position to examine outcomes in the two types of counties while largely controlling for the impact of county unemployment rates.

The study involved two samples of ABAWD leavers in South Carolina, as follows:

- ABAWDs who left Food Stamps between October 1998 and March 1999 (the 1998-1999 leavers sample); and

- ABAWDs who left Food Stamps between October 1999 and March 2000 (the 1999-2000 leavers sample).[2]

Telephone surveys were conducted with the sample members about one year after they left the Food Stamp program.

With regard to response rates, researchers have traditionally found it difficult to achieve high response rates in surveys of ABAWD leavers.[3] We achieved a response rate of 47 percent among the 1998-1999 leavers (285 survey completions) and 45 percent among the 1999-2000 leavers (283 survey completions). Two major factors seem to explain the difficulty in achieving high response rates on surveys of ABAWD leavers. First, ABAWD leavers have relatively low rates of participation in Medicaid, child support enforcement, and other programs, making it difficult to locate the ABAWD leavers using data from state databases. Second, the ABAWD population is unusually mobile due to their relative youth, their status as childless adults, and their relatively low level of attachment to the labor force. The youth of the ABAWD population

[2] Under the sample selection criteria, an ABAWD could not be the adult living in a family with children, or the PI or spouse in a case involving two adults and children.
[3] Study of Arizona Adults Leaving the Food Stamp Program, December 2000; Food Stamp Leavers in Illinois: How Are They Doing Two Years Later?, January 2001.

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was especially significant in the South Carolina study. Due to the somewhat low response rates on the surveys, some caution must be exercised in interpreting the findings.

D. Summary of the Major Findings

This section presents a summary of the key findings from the study, while Section E discusses the policy implications of the findings.

The Percentage of Leavers Who Were Still Off Food Stamps and Currently Employed at the Time of the Surveys Did Not Vary Significantly Between the Non-Exempt Counties and the Exempt Counties

Exhibit ES-1 shows that, among the 1998-1999 leavers, there was not much difference among the three types of counties in the percentage of respondents who were still off Food Stamps and working at the time of the surveys. The Food Stamp recidivism rate was slightly lower in counties that were exempt due to high unemployment, but the differences among the counties were not statistically significant.

Among the 1999-2000 sample of leavers, the percentage who were still off Food Stamps and employed was slightly higher in the non-exempt counties (47 percent) than in the counties exempt under the 15 percent provision (42 percent). The percentage was lowest in the counties exempt due to high unemployment (37 percent). As shown in the exhibit, the counties that were exempt due to high unemployment had a recidivism rate of 21.6 percent, compared to only 9.1 percent in the non-exempt counties – a statistically significant difference. The higher recidivism rate in the counties that were exempt due to high unemployment may have been due to economic conditions.

The Percentage of Respondents Who Were Still Off Food Stamps But Not Working Ranged from 37 to 43 Percent and Did Not Vary by Type of County

As indicated in Exhibit ES-1, a relatively large percentage of the survey respondents were still off Food Stamps but not working – ranging from 37 to 43 percent. The percentage did not vary greatly by type of county.

The Employment Rate Among Respondents Who Were Still Off Food Stamps at the Time of the Surveys Did Not Vary Significantly Between the Non-Exempt Counties and the Counties Exempt Under the 15 Percent Provision

As indicated in Exhibit ES-1, the employment rate among respondents who were still off Food Stamps was about the same in the non-exempt counties as in the counties that were exempt under the 15 percent provision. The employment rate was also similar in counties that were exempt due to high unemployment. These results were confirmed when we conducted multiple regression analyses of the data to control for the impact of demographics on employment outcomes.

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Exhibit ES-1
Overview of Key Outcomes Among Survey Respondents, by Type of County

		TYPE OF COUNTY			
OUTCOMES AMONG RESPONDENTS	**Sample of Leavers**	**Non-Exempt**	**Exempt – 15 Percent Rule**	**Exempt - High Unemployment**	**Total**
Overall Food Stamp and Employment Status					
Percent still off Food Stamps and currently working	1998-1999 1999-2000	44.4% 47.7%	46.1% 42.6%	49.4% 37.1%	46.4% 43.1%
Percent still off Food Stamps but NOT working	1998-1999 1999-2000	38.3% 43.2%	36.7% 42.6%	36.7% 41.2%	37.4% 42.4%
Percent back on Food Stamps	1998-1999 1999-2000	17.2% 9.1%*	17.2% 14.8%	13.9% 21.6%*	16.2% 14.5%
Employment of Persons Still Off Food Stamps					
Percent employed at the time of the surveys	1998-1999 1999-2000	53.7% 50.0%	55.7% 50.0%	57.4% 47.4%	55.4% 50.4%
Percent of employed persons working 40+ hours per week	1998-1999 1999-2000	61.7% 61.9%	50.9% 47.8%	53.8% 61.1%	56.3% 59.0%
Median monthly earnings of employed persons	1998-1999 1999-2000	$1,126 $1,204	$1,059 $1,082	$1,137 $1,018	$1,090 $1,082
Percent of employed persons earning more than $1,000 per month	1998-1999 1999-2000	62.5% 69.6%	58.5% 52.2%	65.8% 50.1%	62.3% 60.0%
Persons NOT working – percent who had worked in past 12 months	1998-1999 1999-2000	50.0% 54.4%	46.7% 56.5%	48.3% 65.0%	48.7% 58.3%
Poverty Status of Persons Still Off Food Stamps					
Percent below 100 percent of poverty	1998-1999 1999-2000	40.1% 46.7%	54.7% 54.3%	48.3% 50.0%	46.3% 49.2%
Average monthly household income	1998-1999 1999-2000	$1,002* $1,051	$768* $838	$881 $991	$905 $990
Food Security of Persons Still Off Food Stamps					
Percent who had cut or skipped meals in past year due to lack of money	1998-1999 1999-2000	18.8% 23.3%	31.2% 36.9%	19.1% 27.6%	22.8% 27.2%
Percent food insecure with hunger evident in last year	1998-1999 1999-2000	n/a 15.8%	n/a 21.7%	n/a 15.8%	n/a 16.9%

*Differences between types of county statistically significant at the .05 level.
N/A -- not collected for the 1998-1999 sample

About 72 Percent of the Survey Respondents Were Either Working or Living With an Employed Adult at the Time of the Surveys -- The Percentage Was About the Same in the Exempt and Non-Exempt Counties

Although not shown in Exhibit ES-1, about 72 percent of the respondents who were still off Food Stamps at the time of the surveys were either working or living with an employed adult. For both samples, the percentage was about the same for the exempt counties and non-exempt counties. Among the 1998-1999 leavers who were ***not*** working and ***not*** living with an employed adult, 15 percent were living in households that were receiving SSI or child support.

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Among the 1999-2000 leavers who were ***not*** working and ***not*** living with an employed adult, 32 percent were living in households that were receiving SSI or child support.

Employment Stability Was Relatively Low Among ABAWDs in the Samples But Was About the Same in the Non-Exempt Counties as in the Counties Exempt Under the 15 Percent Provision

An analysis of earnings data from the Unemployment Insurance (UI) system showed that employment stability was not very high among the ABAWDs in the samples. Of all the 1998-1999 leavers (including those who were back on Food Stamps), only 36 percent were employed for 6 or more quarters in the 8 quarters after they left Food Stamps.[4] This included only 39 percent of the persons from the non-exempt counties and 40 percent of the persons from counties exempt under the 15 percent provision. In counties exempt due to high unemployment, the percentage was only 29 percent.

Among Employed Persons Who Were Still Off Food Stamps, There Was Not a Statistically Significant Difference Between the Non-Exempt Counties and the Counties Exempt Under the 15 Percent Provision in the Percentage Working Full-Time

As indicated in Exhibit ES-1, the percentage who were working 40 hours or more per week was somewhat higher in the non-exempt counties (about 62 percent in both samples) than in counties exempt under the 15 percent provision (48-51 percent). However, the differences were not statistically significant. About one-third of all employed respondents who were still off Food Stamps were working evenings or nights, and slightly more than 40 percent were working all or most weekends.

Somewhat More than Half of the Employed Persons Who Were Still Off Food Stamps Were Earning More than $1,000 per Month

As indicated above in Exhibit ES-1, more than 60 percent of the employed respondents in the non-exempt counties reported that they were earning more than $1,000 per month. This was somewhat higher than the 52-58 percent in the counties exempt under the 15 percent provision, but the differences were not statistically significant. Median monthly earnings were somewhat higher in the non-exempt counties than in the counties exempt under the 15 percent provision, but again the difference was not statistically significant.

About One-Fifth of All Employed Leavers Were Earning $750 a Month or Less

Overall, about 20 percent of the employed leavers were earning less than $750 per month at the time of the surveys. In non-exempt counties, the percentage was 14 percent for the 1998-1999 leavers and 18 percent for the 1999-2000 leavers. This difference was not statistically significant. In the counties that were exempt under the 15 percent provision, the percentages were higher -- 28 percent and 26 percent, respectively. Overall, almost 38 percent of the employed 1998-1999 leavers said that they were working in jobs that paid $7 per hour or higher,

[4] The 8 quarters covered the two-year period after the sample members left Food Stamps. They left Food Stamps between October 1998 and March 1999.

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while almost 25 percent were in jobs that paid less than $6 per hour. The figures for the 1999-2000 leavers were 56 percent and 26 percent,respectively.

About Half of the Unemployed Leavers in the Non-Exempt Counties Had Worked in the Past Year – About the Same as in the Exempt Counties

Among persons who were still off Food Stamps but not working at the time of the surveys, Exhibit ES-1 shows that between 50 and 54 percent of the persons in the non-exempt counties had worked at some time in the past year. This was not significantly different from the situation in the exempt counties.

Many of the Respondents Who Were Still Off Food Stamps Were Living Below the Poverty Level

For respondents who were still off Food Stamps, Exhibit ES-1 shows that 40-47 percent of the respondents from the non-exempt counties were below the poverty level, based on reported household income. This comparesto about 54-55 percent of the respondents in the counties that were exempt under the 15 percent provision, and 48-50 percent of the respondents in counties exempt due to high unemployment. These differences are not statistically significant.

Among Respondents Still Off Food Stamps, Average Monthly Household Income Was Significantly Higher in the Non-Exempt Counties than in the Counties Exempt Under the 15 Percent Provision

As indicated in Exhibit ES-1, average monthly household income, as reported by the survey respondents, was much higher in the non-exempt counties (over $1,000 in both samples) than in the counties exempt under the 15 percent provision.

Poverty Rates Were Highest for Persons Who Were Off Food Stamps for Reasons Unrelated to Employment

Of the respondents who said they were no longer on Food Stamps due to employment, only 36 percent of the 1998-1999 leavers and 38 percent of the 1999-2000 leavers were in households below the poverty level. Of the respondents who said that they were no longer on Food Stamps due to "hassles," or pride/dignity, 39 percent of the 1998-1999 leavers and 50 percent of the 1999-2000 leavers were in households below the poverty level. Finally, among respondents who were off Food Stamps for any other reason (including time limits), 53 percent of the 1998-1999 leavers and 54 percent of the 1999-2000 respondents were in households below poverty.

About 62 Percent of the 1998-1999 Leavers and 69 Percent of the 1999-2000 Leavers May Still Have Been Eligible for Food Stamps Based Only on Income

Based only on income, about 62 percent of the 1998-1999 leavers and 69 percent of the 1999-2000 leavers were living in households below 130 percent of the poverty level (the gross

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income level for Food Stamps), indicating that they might still be eligible for Food Stamps based on household income. Some of these respondents, however, may have been ineligible based on household assets, time limits, or other eligibility factors. Of the respondents who said they were no longer on Food Stamps because of hassles or pride/dignity, 61 percent of the 1998-1999 leavers and 69 percent of the 1999-2000 leavers were in households below 130 percent of poverty.

Some Respondents Reported That Since Leaving Food Stamps, They Had Been More Likely to Skip Meals or Cut the Size of Meals Due to Lack of Money. The Increase Was the Same in Non-Exempt Counties as in Counties Exempt Under the 15 Percent Provision

Among the 1998-1999 leavers who were still off Food Stamps, almost 19 percent of the persons in the non-exempt counties reported that they had to cut the size of meals or skip meals in the past year due to lack of money. This was an increase from only 3 percent who said that they had cut or skipped meals before leaving Food Stamps, a statistically significant increase. Among respondents in the counties that were exempt under the 15 percent provision, the percentage increased from 15 percent to 31 percent, also statistically significant. Among the 1999-2000 leavers, the percentage in the non-exempt counties increased from 12 percent to 23 percent, a statistically significant increase. The percentage in the counties exempt under the 15 percent provision increased from 22 percent to 37 percent– a large increase but not statistically significant.

Between 16 Percent and 22 Percent of the Respondents Who Were Still Off Food Stamps Had Been Food Insecure With Hunger Evident at Some Time in the Past Year

For the 1999-2000 leavers, an analysis of food security was conducted using the short version of the USDA food security index. It was found that, in the past 12 months, about 60 percent of the 1999-2000 leavers were food secure, 23 percent were food insecure without hunger, and 17 percent were food insecure with hunger. As indicated in Exhibit ES-1, between 16 and 22 percent of the respondents had been food insecure with hunger at some time in the past year.

Minor Hardships Increased Among Leavers in Both the Exempt and Non-Exempt Counties, But the More Severe Hardships Were Not Prevalent

In both the exempt and non-exempt counties, respondents who were still off Food Stamps reported experiencing an increase in the more minor types of hardships since leaving Food Stamps, such as falling behind in housing payments or having to move because of problems paying for housing. However, only a very small percentage of the respondents reported that they had to go to a homeless shelter in the past year. Relatively few respondents reported going without heat, water, or electricity, although there was an increase in the percentage whose utilities had been cut off at some time.

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Health Care – Of the Respondents Still Off Food Stamps, 51 Percent of the 1998-1999 Leavers and 39 Percent of the 1999-2000 Leavers Did Not Have Health Coverage -- These Percentages Did Not Vary Greatly by Type of County

Overall, 51 percent of the 1998-1999 leavers who were still off Food Stamps reported that they did not have health care coverage. The percentage was about the same in exempt and non-exempt counties. About 39 percent of the 1999-2000 leavers did not have coverage, with little difference between the exempt and non-exempt counties.

About 11 percent of the 1998-1999 leavers who were still off Food Stamps reported that there had been times in the past year when someone in their home had been sick or injured but they could not pay for needed health care. This was a slight increase from 9.7 percent for the period before leaving Food Stamps. Among the 1999-2000 leavers, the percentage increased from 8.3 percent to 16.1 percent. The increases were similar for the non-exempt counties and the counties exempt under the 15 percent provision.

Most of the Respondents Thought Life Was Better Since Leaving Food Stamps

About 80 percent of the respondents who were still off Food Stamps agreed with the statement that life was better since leaving Food Stamps. This included 75-77 percent of the respondents in exempt counties and 85 percent of the respondents in non-exempt counties. However, 45 percent of the respondents reported that they felt more stress than a year ago.

About Two-Thirds of the Leavers Were Living With Other Adults

About two-thirds of the respondents in both samples were living with other adults. Almost 16 percent of the 1998-1999 leavers and 15 percent of the 1999-2000 leavers were living with a spouse or partner.

Most of the Leavers Were Under 25 and a Large Percentage Were High School Drop-Outs

About 70 percent of the 1998-1999 sample and 63 percent of the 1999-2000 sample were under 25. In addition, about 48 percent of the 1998-1999 sample and 43 percent of the 1999-2000 sample were aged 18-20.

About 57 percent of the 1998-1999 leavers and 50 percent of the 1999-2000 leavers reported that they had not completed high school.

Several of the Counties That Were Granted Exemptions from the ABAWD Provisions Under the 15 Percent Provision Had Relatively Low Unemployment Rates During the Study Period

As noted previously, we found that a number of the counties that were exempted from the ABAWD requirements in South Carolina had relatively low unemployment rates during the study period. For the period from March 2000 to February 2001, for example, 7 of the 24 exempt counties did not have high unemployment rates or labor surpluses. These seven counties were kept exempt from the ABAWD rules through the use of the 15 percent exemption. The

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objective was to "keep the list status quo" for the purpose of providing continuity in local program administration. The seven counties included three of the larger counties in the state. By the fourth quarter of 2000, all seven of the counties that were exempt under the 15 percent provision had unemployment rates well below 5 percent.

F. Implications of the Findings

The findings from the study have a number of potential policy implications. These are reviewed below.

1. Implications for Overall Policies on Time Limits and Work Requirements for ABAWDs

The study found that there was not a major difference between the non-exempt counties and the counties exempt under the 15 percent provision in terms of the key employment outcomes for the leavers. This indicates that the ABAWD leavers who were actually subject to the work requirements and time limits (i.e., the non-exempt cases) were doing as well as the leavers who were not subject to the ABAWD provisions, controlling for economic conditions.

As noted previously, one of the major concerns of policymakers is that the persons who are subject to the ABAWD time limits and work requirements may leave the Food Stamp program before they are ready for stable employment. A related concern is that the non-exempt leavers may have trouble meeting their financial and nutritional needs in the absence of Food Stamp benefits.

The fact that the ABAWD leavers in the non-exempt counties were doing as well as the leavers in the counties exempt under the 15 percent provision suggests that these concerns may not be warranted. If the leavers in the non-exempt counties were at a serious disadvantage in being prepared to find stable employment, they would have had significantly lower employment rates than the leavers in the counties exempt under the 15 percent provision. The study suggests, therefore, that the ABAWD time limits and work requirements did not create undue hardships for the non-exempt leavers in terms of employment outcomes when compared with their probable outcomes had they been exempt.

The data on poverty rates and food security provide confirmation of this overall finding. Leavers from the non-exempt counties actually had a somewhat lower poverty rate at the time of the surveys than leavers from the counties that were exempt under the 15 percent provision.

2. Implications for Employment Services for ABAWDs

Despite the overall conclusion presented in the previous section, the study showed that many of the ABAWD leavers – both in the exempt and non-exempt counties – were having problems finding stable employment and adequate earnings. These problems may partly be attributable to the large percentage of young people among the ABAWD leavers. It is possible that the labor force problems being experienced by the ABAWD leavers were partly the result of a lack of work experience. Over time, these leavers may find more stable employment and higher earnings.

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Despite this qualification, the findings suggest that more intensive services may be needed to help ABAWDs prepare for the job market, especially in the non-exempt counties, but also in the exempt counties. The large percentage of high school drop-outs in the ABAWD population is also a factor that may have to be considered in addressing barriers to employment.

A closely related area of concern is the low rate of health care coverage among the ABAWD leavers. The low employment rate among the ABAWD leavers is a major factor in this situation. In addition, many of the employed leavers were part-time workers or had only been in their current jobs for a short period of time – with the result that many of them may not have been eligible to enroll in employer health plans.

3. Implications for Policies to Promote Access to the Food Stamp Program

The study found that many of the ABAWD leavers may still have been eligible for food stamp benefits based only on household income, including leavers in both the exempt and non-exempt counties. However, it is not possible to estimate the exact percentage of leavers who may have been eligible because we did not have information on other eligibility factors such as assets, time limit status, and other factors.

In addition, persons who were off Food Stamps because they did not want to deal with the paperwork and other administrative hassles were more likely than other respondents to still be eligible for program benefits. This finding suggests that more steps may be needed to facilitate access to the Food Stamp program and to minimize the administrative barriers to obtaining benefits.

4. Implications for the 15 Percent Exemption Policy

The study showed that a number of counties in South Carolina continued to be exempt from the ABAWD provisions even after their unemployment rates had fallen considerably. This was possible because of the 15 percent provision of the 1997 Balanced Budget Act. In these counties, the unemployment rate was not very different than the unemployment rate in the non-exempt counties.

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CHAPTER I: INTRODUCTION AND METHODOLOGY

This report presents the findings of a study of Able-Bodied Adults Without Dependents (ABAWDs) who left the South Carolina Food Stamp program between October 1998 and March 2000. These individuals were ABAWDs as defined by the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996. The PRWORA legislation introduced restrictions on the receipt of Food Stamps by able-bodied childless adults aged 18-50. Under the new law, these persons are limited to 3 months of Food Stamp benefits in a 36-month period unless they work or participate in an approved work or training program. Individuals are not subject to the new requirements if they live in jurisdictions designated as "exempt" due to high unemployment or labor surpluses.

One of the major goals of the study was to determine how persons who are subject to the ABAWD work requirements and time limits are faring after leaving Food Stamps. The study provides information on employment, food security, hardship, health care access, and other outcomes among the ABAWDs about one year after they left Food Stamps.

Another goal of the study was to examine the income and poverty status of the ABAWD leavers about one year after they left Food Stamps and to estimate how many of the leavers might still have been eligible for Food Stamp benefits based on income. Finally, we examined how South Carolina implemented the exemption provisions under PRWORA and the Balanced Budget Act (BBA) of 1997.

A. Policy Background of the Study

Prior to the 1996 PRWORA legislation, childless adults aged 18-50 were not subject to time limits on the receipt of Food Stamp benefits. In the three years after PRWORA was enacted, the average monthly number of ABAWDs receiving Food Stamps fell from 1,133,000 to 362,000, a decline of 68 percent.[1] The overall focus of the study was to examine what is happening to ABAWDs who have left the Food Stamp program, and to assess how the ABAWD provisions are affecting these outcomes.

1. USDA Research Program to Study ABAWDs and Other Food Stamp Leavers

In 1998, the Economic Research Service (ERS) of the U.S. Department of Agriculture gave grants to four states to conduct research on Food Stamp leavers: Arizona, Illinois, Iowa, and South Carolina. The South Carolina Department of Social Services (SCDSS) decided to study two major groups: ABAWDs and non-TANF families. A one-year follow-up report on the non-TANF Food Stamp families has been prepared separately.[2]

[1] Implementation of the Employment and Training Program for ABAWDs, U.S. General Accounting Office, February 2001

[2] Study of Non-TANF Families Leaving the South Carolina Food Stamp Program, MAXIMUS, January 2002.

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2. Waivers of the ABAWD Provisions: Exempt and Non-Exempt Counties

Under PRWORA, waivers to the work requirements and time limits for ABAWDs can be granted for geographic areas where there is high unemployment or that have an insufficient number of jobs. To obtain a waiver for a local area, states must either show that the area has an unemployment rate higher than 10 percent or that the area has insufficient jobs. In cases where the local area has an unemployment rate below 10 percent, USDA has generally granted waivers if data from the U.S. Department of Labor show that the area is a ***"labor surplus area"*** (LSA). The Department of Labor designates areas as labor surplus areas if the unemployment rate exceeds the national unemployment rate by 20 percent.

The Balanced Budget Act of 1997 introduced an important addition to the ABAWD exemption provisions. Under the new law, States may directly exempt up to 15 percent of their ABAWD cases from work requirements and time limits, using state-determined criteria.

B. Specific Objectives of the Study

The study of ABAWD leavers in South Carolina was designed to address the following specific issues:

- How have the ABAWD provisions been implemented in South Carolina in terms of the granting of exemptions to individual counties?

- What is the employment status of the ABAWD leavers after leaving Food Stamps? How do the three types of counties (as described above) compare in terms of employment rates?

- What are the earnings and work hours of ABAWD leavers who are employed and still off Food Stamps? How do the three types of counties compare in terms of earnings among employed leavers?

- What is the household income and poverty status of ABAWD leavers who are still off Food Stamps? How do the three types of counties compare in terms of poverty rates among the leavers?

- How many of the ABAWD leavers might still be eligible for Food Stamps based on household income?

- To what extent are ABAWD leavers experiencing food insecurity or other hardship after leaving Food Stamps? How do the three types of counties compare in terms of the prevalence of food insecurity and hardship?

- What is the situation of the ABAWD leavers in terms of health care coverage and health care access?

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- What types of public assistance or other kinds of support are being used by ABAWD leavers who are still off Food Stamps?

- How do the leavers from the three types of counties compare in terms of recidivism rates?

- Based on the above analyses, what can be said about the impact of the ABAWD time limits and work requirements on persons subject to the ABAWD provisions?

C. Study Design

As indicated above, the study used a sample design intended to examine the impact of the ABAWD provisions on key outcomes such as employment, poverty, and food security. Under the study design, we sought to compare outcomes among persons from exempt and non-exempt counties.

1. Comparing Outcomes in Exempt and Non-Exempt Counties

In comparing ABAWD leavers in exempt and non-exempt counties, the primary goal of the study was to highlight the impact of the ABAWD provisions. A major concern of policy makers is whether persons who are subject to the ABAWD time limits and work requirements (the "non-exempt" ABAWDs) are able to obtain steady employment and sufficient earnings after leaving Food Stamps.

One area of concern for policy makers is that the ABAWDs who are subject to the time limits and work requirements might not fare as well as exempt ABAWDs after they leave Food Stamps. There is concern that many of the ABAWDs who leave Food Stamps in non-exempt counties may not be ready to meet the demands of the job market. This may happen because ABAWDs who leave Food Stamps in non-exempt counties are presumably more likely to be leaving Food Stamps because of the time limits and work requirements – either because they reach the time limits or because they are unable or unwilling to meet the work requirements. In contrast, ABAWDs who leave Food Stamps in exempt counties are presumably more likely to be leaving the program for "voluntary" reasons, such as employment.

It is possible, therefore, that many of the ABAWD leavers in non-exempt counties are leaving the Food Stamp rolls before they have a stable employment situation. If this is the case, we would expect to find that the employment rate among ABAWD leavers in the non-exempt counties is lower than the employment rate among ABAWD leavers in exempt counties. If we found no difference between the exempt and non-exempt leavers in terms of their employment rates, we might conclude that concerns about employment stability among non-exempt ABAWD leavers are not justified. Looked at from this perspective, the differences in outcomes between the exempt ABAWD leavers and the non-exempt leavers

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might be seen as reflecting the impact of the ABAWD provisions compared to the situation where the provisions do not apply.

The major problem with this comparison, however, is that unemployment rates are on average higher in the exempt counties than in the non-exempt counties. This factor tends to complicate simple comparisons between the exempt and non-exempt counties in terms of the employment rates among ABAWDs after they leave Food Stamps.

2. Controlling for the Impact of County Unemployment Rates

In examining data on local unemployment rates in South Carolina, we found that the counties that were exempted from the ABAWD requirements under the BBA 15 percent provision typically had relatively low unemployment rates, and that these rates were comparable to those found in the non-exempt counties.[3] Based on this finding, we modified the analysis plan to comparing outcomes in three types of counties, as follows:

- non-exempt counties;
- counties exempt under the 15 percent provision; and
- counties exempt due to high unemployment.

In particular, by comparing the outcomes in the first two types of county, we are in a better position to assess how the ABAWD requirements affected outcomes while controlling for differences in county unemployment rates.

3. Sample Design

The sample design for the study is shown in Exhibit I-1. As indicated, the study involved two cohorts of ABAWD leavers, as follows:

- ABAWDs who left Food Stamps between October 1998 and March 1999 (the "1998-1999 leavers sample"); and

- ABAWDs who left Food Stamps between October 1999 and March 2000 (the "1999-2000 leavers sample").

As shown in the exhibit, the 1998-1999 leavers sample involved a stratified sample design in which equal numbers of persons were selected from exempt and non-exempt counties. Under this design, persons from exempt counties were over-sampled so that we would have an adequate number of cases for analysis. As part of the stratified sample design, sample weights were applied to the 1998-1999 leavers data when generating the tables for this report. For the 1999-2000 leavers sample, stratification was not used. Instead, the survey included the entire universe of ABAWDs who left Food Stamps between October 1999 and March 2000 (n=653).

[3] A map showing the exempt and non-exempt counties in South Carolina is presented in Chapter II of the report.

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Exhibit I-1
Overview of the Sample Design

Sample Group	1998-1999 Leavers	1999-2000 Leavers
Persons in exempt counties	322	341
Persons in non-exempt counties	322	312
Total	644	653

4. Information Collected on the Samples Through Telephone Surveys

The primary goal of the study was to examine the status of the sample members one year after leaving Food Stamps. Therefore, a single follow-up interview was conducted with each member of the two samples about 12 months after they left Food Stamps.

The outcome measures included employment status, food security, indicators of well-being, and other outcomes. The study was also designed to draw comparisons between those who were working and those who were not working. In addition, the study focused on comparing those who were managing their nutritional needs with those who were not. Another goal of the study was to examine recidivism to Food Stamps as well as continued participation in public assistance programs. Finally, the study was designed to gather information on the characteristics of ABAWD leavers, including demographic characteristics, living arrangements, and reasons for leaving Food Stamps.

On a specific level, the study collected the following data on the status of sample members at the time of the one-year follow-up surveys:

Employment and Household Income

- employment status and earnings;
- work hours and non-traditional work schedules;
- type of employment;
- reasons for not working, if currently unemployed;
- work history since leaving Food Stamps;
- household income; and
- poverty status.

Hardship, Food Security, and Indicators of Well-Being

- adverse events before and after leaving Food Stamps;
- food security before and after leaving Food Stamps;
- changes in quality of life and stress; and
- health care coverage.

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Use of Benefit Programs, Child Care, and Transportation

- use of Medicaid and other benefit programs;
- use of child care for dependent children in the person's household;
- assistance in paying for child care; and
- transportation.

Recidivism (Return to Food Stamps)

- characteristics of persons who had returned to Food Stamps;
- reasons for going back; and
- barriers to leaving Food Stamps.

In addition to examining these outcomes, information was gathered on a number of respondent characteristics, including:

- education;
- ethnicity;
- age;
- gender;
- living arrangements;
- number of children in the person's household; and
- reasons for leaving Food Stamps.

5. Information Collected from Administrative Records

In addition to the data gathered on the samples through telephone surveys, data were obtained from the automated administrative records maintained by the SCDSS. These data are presented in Chapter VII of the report.

D. Survey Methods

The surveys were conducted by telephone from the MAXIMUS Survey Research Center in Reston, Virginia, using computer-assisted telephone interviewing (CATI). Contact information on the sample members was obtained from the automated systems of the South Carolina Department of Social Services and was loaded onto the CATI system. The surveys of the 1998-1999 leavers sample were conducted between October 1999 and May 2000. The surveys of the 1999-2000 leavers sample were conducted between October 2000 and May 2001. In an effort to standardize the follow-up period, the 1998-1999 leavers surveys were initially targeted to persons who had left Food Stamps between October and December 1998. The surveys for this group were begun in October 1999. In January 2000, we began surveying the persons who had left Food Stamps between January and March 1999. The same basic approach was used when surveying the members of the 1999-2000 leavers sample.

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The survey process began with an initial mail-out on SCDSS letterhead inviting sample members to call the toll-free numbers at the Survey Research Center. A financial incentive of $20 was offered in this mail-out. A second round of mail-outs was initiated after a few weeks to persons who did not respond to the first mail-out. The incentive in the second mail-out was increased to $25. During the mail-out process, MAXIMUS interviewers also made attempts to contact sample members using the telephone numbers provided by SCDSS. If the numbers turned out to be invalid, Directory Assistance calls were used. The CATI system was programmed to vary the times of callbacks to sample members and to record information on the results of all contact attempts.

In addition to the above procedures, we obtained data matches on all sample members from a commercial data broker who provided credit bureau information and other contact information from public records. MAXIMUS also had a staff member on-site at one of the SCDSS District Offices searching the SCDSS databases for contact information on sample members who were still receiving any type of public assistance.

Finally, we conducted field-based survey efforts to locate sample members in their neighborhoods and to encourage them to complete the survey. The field-based interviewers provided the sample members with cell phones to call the Survey Research Center's toll-free number to complete the survey on the CATI system.

E. Survey Response Rates

Of the 644 persons in the 1998-1999 leavers sample, 2 were confirmed as deceased, and 30 were incarcerated at the time of the surveys. Another 3 persons were found to be under age 18 when their families were contacted. This left 609 sample members who were available to be interviewed. Surveys were completed with 285 of these persons, representing a response rate of 46.8 percent.

Exhibit I-2 shows the response rates by the primary sampling strata – exempt v. non-exempt counties – in the 1998-1999 leavers survey. As indicated, the response rate among persons from non-exempt counties was slightly higher (48.4 percent) than the response rate for persons from exempt counties (45.3 percent).

Exhibit I-2
Response Rates by Type of County, 1998-1999 Leavers

Type of County	Sample Size	Available for Interview	Surveys Completed	Unadjusted Response Rate	Adjusted Response Rate
Exempt	322	305	138	42.9%	45.3%
Non-exempt	322	304	147	45.7%	48.4%
Total	644	609	285	44.3%	46.8%

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Of the 653 persons in the 1999-2000 leavers sample, 7 were confirmed as deceased, and 15 were incarcerated at the time of the surveys. This left 631 sample members who were available to be interviewed. We completed surveys with 283 of these persons, representing a response rate of 44.8 percent. Exhibit I-3 shows the response rates by the primary sampling strata – exempt v. non-exempt counties. As indicated, the response rate among persons from exempt counties was slightly higher (45.9 percent) than the response rate for persons from non-exempt counties (43.7 percent).

Exhibit I-3
Response Rates by Type of County, 1999-2000 Leavers

Type of County	Sample Size	Available for Interview	Surveys Completed	Unadjusted Response Rate	Adjusted Response Rate
Exempt	341	329	151	44.3%	45.9%
Non-exempt	312	302	132	42.3%	43.7%
Total	653	631	283	43.3%	44.8%

Reasons for the Relatively Low Response Rate

The response rate on the ABAWD survey was lower than the response rates that MAXIMUS achieved on the first-year follow-up survey of non-welfare Food Stamp families (71 percent) and on a survey of South Carolina TANF leavers (76 percent). There are several factors that might explain the relatively low response rate on the ABAWD survey. First, as indicated in Chapter V of this report, the ABAWD leavers had relatively low rates of participation in Medicaid and other programs, compared to the other survey samples. This made it more difficult to locate the ABAWDs using data from state databases. Second, for the other two surveys, we obtained data from SCDSS's child support database on the addresses of sample members who were receiving services under the IV-D program. In the case of the ABAWDs, this resource was not used because the ABAWD sample consisted of childless adults.

A third factor that seems to explain the low response rate is the mobility of the population and their low rates of employment after leaving. With regard to mobility, for example, about 70 percent of the 1998-1999 leavers and almost 63 percent of the 1999-2000 leavers were younger than 25. Persons aged 18-24, especially non-married persons without children, are typically more mobile than older persons with children. With regard to employment, about 45 percent of the 1998-1999 leavers and 51 percent of the 1999-2000 leavers did not have a job when interviewed (see Chapter III). This relatively low rate of labor force attachment is another indication that the sample was probably very mobile.

It should also be noted that almost 5 percent (n=30) of the sample members were incarcerated when we tried to contact them. These persons were identified partly through a match against correctional records (the match was not performed on the 1999-2000 leavers

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sample). Incarcerated persons were removed from the sample for purposes of calculating the response rate. However, there may have been other persons in the sample who were incarcerated but whose status could not be verified.

Due to the relatively low response rates on the surveys, some caution must be exercised in interpreting the findings. In particular, males and whites were somewhat under-represented in the completed surveys.

Response Rates by Gender and Ethnicity

Exhibit I-4 shows the response rates for the 1998-1999 leavers by gender and ethnicity. As indicated, the adjusted response rate for females (54.4 percent) was higher than for males (41.1 percent). In addition, the adjusted response rate for blacks (48.4 percent) was slightly higher than the response rate for whites (42.7 percent).

Exhibit I-4
Response Rates by Gender and Ethnicity, 1998-1999 Leavers

	Sample Size	Available for Interview	Surveys Completed	Unadjusted Response Rate	Adjusted Response Rate
Gender					
Female	262	259	141	53.8%	54.4%
Male	382	350	144	37.7%	41.1%
Ethnicity					
Black	502	471	228	45.4%	48.4%
White	134	131	56	41.8%	42.7%
Other	8	7	1	12.5%	14.3%
Total	**644**	**609**	**285**	**44.3%**	**46.8%**

Exhibit I-5 shows the response rates among the 1999-2000 leavers by gender and ethnicity. As indicated, the adjusted response rate for females (55.9 percent) was much higher than for males (35.7 percent). The adjusted response rate for blacks (46.7 percent) was again higher than the response rate for whites (39.5 percent).

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Exhibit I-5
Response Rates by Gender and Ethnicity, 1999-2000 Leavers

	Sample Size	Available for Interview	Surveys Completed	Unadjusted Response Rate	Adjusted Response Rate
Gender					
Female	289	286	160	55.4%	55.9%
Male	364	345	123	33.8%	35.7%
Ethnicity					
Black	487	473	221	45.4%	46.7%
White	160	152	60	37.5%	39.5%
Other	6	6	2	33.3%	33.3%
Total	**653**	**631**	**283**	**43.3%**	**44.8%**

Response Rates by Age

Exhibits I-6 and I-7 show that the response rates did not vary greatly by age group. As indicated, 449 (69.7 percent) of the 644 respondents in the 1998-1999 leavers sample were under 25. Among the 1999-2000 leavers sample, 18-24 year olds accounted for 390 (59.7 percent) of the 653 persons in the sample frame.

Exhibit I-6
Response Rates by Age Group, 1998-1999 Leavers

Age Group	Sample Size	Available for Interview	Surveys Completed	Unadjusted Response Rate	Adjusted Response Rate
18-24	449	423	193	43.0%	45.6%
25+	195	186	92	47.2%	49.5%

Exhibit I-7
Response Rates by Age Group, 1999-2000 Leavers

Age Group	Sample Size	Available for Interview	Surveys Completed	Unadjusted Response Rate	Adjusted Response Rate
18-24	390	379	172	44.1%	45.4%
25+	263	252	111	42.2%	44.0%

F. Organization of the Report

The remainder of the report presents the key findings from the study, as follows:

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- Chapter II provides findings on the designation of exempt and non-exempt counties in South Carolina during the study period. This chapter also examines unemployment rates in the different types of counties during the study period.

- Chapter III presents a profile of the demographic characteristics of the sample members and survey respondents.

- Chapter IV presents an overview of the Food Stamp and employment status of the survey respondents. The chapter also presents survey findings on employment and income among persons who were still off Food Stamps at the time of the surveys, including employment status, earnings, work hours, reasons for not working, work history, total household income, and poverty.

- Chapter V presents the findings on indicators of well-being among persons still off Food Stamps at the time of the surveys, including adverse events, food security, and life after Food Stamps.

- Chapter VI provides findings on the use of benefit programs, child care, and transportation by persons still off Food Stamps.

- Chapter VII presents the findings on Food Stamp recidivism among the survey samples.

- Chapter VIII of the report presents the data from the match against the SCDSS administrative records and UI earnings records.

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CHAPTER II: DESIGNATION OF EXEMPT AND NON-EXEMPT COUNTIES IN SOUTH CAROLINA

This chapter presents information on the designation of ABAWD exempt and non-exempt counties in South Carolina during the period covered by the study. The chapter examines which counties were designated as exempt, and for what reason. The chapter also presents information comparing trends in local unemployment rates in the different types of counties.

A. Introduction

One of the major goals of the study was to examine how ABAWD leavers were faring in terms of employment, earnings, and poverty status after leaving the Food Stamp program. To put this issue in context, we analyzed how counties in South Carolina had been designated as exempt and non-exempt from ABAWD provisions, based on unemployment and other factors. We also examined trends in unemployment rates in the two types of counties. The analysis provides an indication of the economic conditions facing ABAWD leavers in the exempt and non-exempt counties.

B. Provisions Regarding Exempt and Non-Exempt Counties

The PRWORA legislation prohibits ABAWDs from receiving Food Stamp benefits for more than three months during a 36-month period unless they meet specific work requirements. However, states can apply for waivers so that local areas can be designated as exempt from the ABAWD provisions. A GAO study of Food Stamp work requirements in 42 states found that, in December 1998, 58 percent of ABAWDs were required to work, 2 percent were covered by state exemptions, and 40 percent were covered by USDA waivers.[1]

1. Exemptions Due to High Unemployment and Labor Surplus Conditions

Under PRWORA, states may obtain waivers from the ABAWD provisions for local areas where there is high unemployment or where there is an insufficient number of jobs. The USDA's Food and Nutrition Service is responsible for reviewing and approving state requests for waivers. To obtain a USDA waiver for a local area, states must show either that the area has an unemployment rate higher than 10 percent or that the area has insufficient jobs.

In cases where the local area has an unemployment rate below 10 percent, USDA has generally granted waivers if Department of Labor data show that the area is a "labor surplus area" (LSA). The Department of Labor designates areas as labor surplus areas if the unemployment rate exceeds the national unemployment rate by 20 percent. For example, a county with an unemployment rate of 6 percent would be designated as an LSA if the national

[1] ***Food Stamp Program: How States Are Using Federal Waivers of the Work Requirement***, GAO, October 1999.

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unemployment rate were 5 percent. USDA has also provided states with guidance on other criteria that might be used, such as lagging job growth, declining industries, or lack of jobs based on employment-population ratios.[2]

2. Exemptions Under the Balanced Budget Act of 1997

The Balanced Budget Act of 1997 introduced a new provision that allowed states to claim additional exemptions from the ABAWD provisions. In addition to claiming exemptions due to local economic conditions, states could now directly designate up to 15 percent of the ABAWD caseloads as exempt from the work requirements and time limits, using state-determined criteria. For example, a state may designate a county as exempt under the 15 percent provision for purposes of continuity of policy in that county.

C. Exempt and Non-Exempt Counties in South Carolina

In South Carolina, as in other states, a number of counties have been exempted from the ABAWD time limits and work requirements because of high unemployment levels and other factors.

1. Exemptions Granted Due to High Unemployment

At the time when the 1998-1999 sample members left Food Stamps, a total of 24 of South Carolina's 46 counties were designated as exempt counties. These counties are shown in Exhibit II-1. As indicated in the exhibit, 6 of the 24 counties were designated as exempt because their unemployment levels were 10 percent or higher. Of the remaining exempt counties, 17 were exempt because they were designated as labor surplus areas. To qualify as a labor surplus area in federal fiscal year 1999, a county in South Carolina had to have an unemployment rate of 6.4 percent or higher. One of the counties – Charleston County – was a special case. For the period from March 1998 to February 1999, the City of North Charleston was designated as a labor surplus area. The balance of Charleston County was designated as exempt on the basis of the 15 percent provision, even though Charleston County as a whole had a relatively low unemployment rate in 1998 (3.3 percent).

Data compiled by SCDSS for April 1998 showed that almost 46 percent of the ABAWDs in that month were living in counties exempted from the employment and training requirements.

2. Growth in the Number of Counties Exempt Under the 15 Percent Provision

For the period from March 1999 to February 2000, two counties were added to the list of exempt counties, but two other counties were dropped. Although the number of exempt counties remained at 24, the number that were exempt because their unemployment rate

[2] Food and Nutrition Service: Waivers of Work Requirements/Time Limits Based on Insufficient Jobs, 1997 Guidance.

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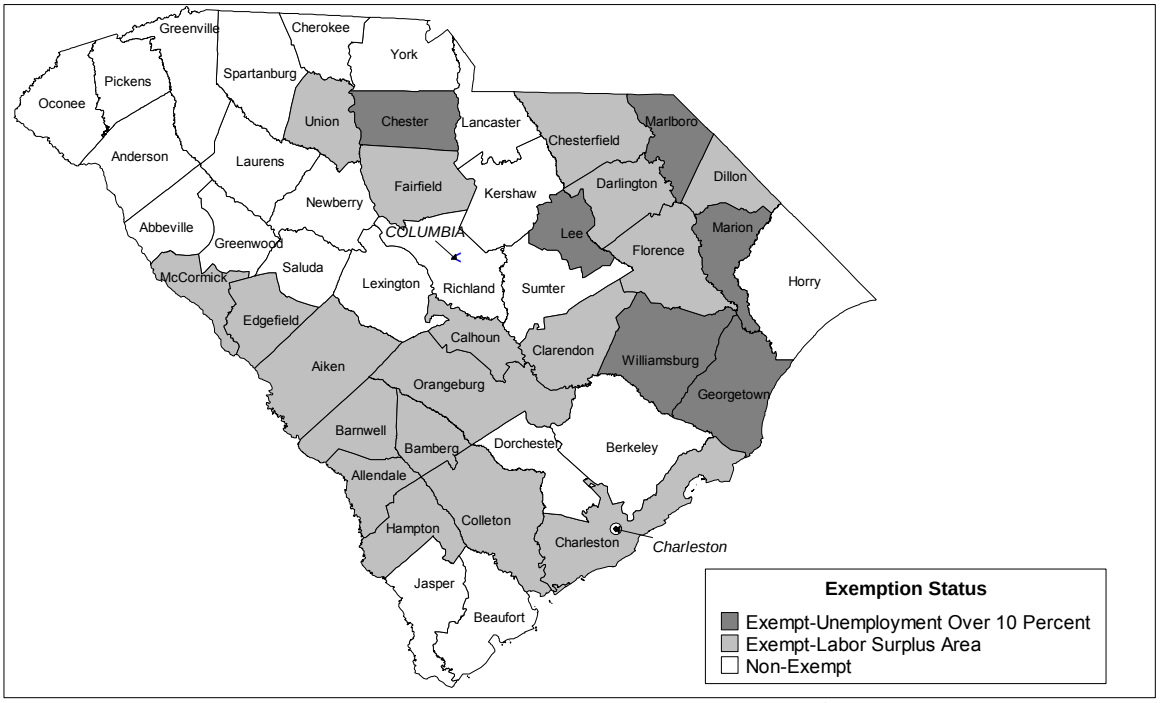
exceeded 10 percent dropped from 6 to 2. For the period from March 2000 to February 2001, the exempt counties were unchanged from the prior year. However, 7 of the 24 exempt counties were no longer labor surplus areas nor did they have unemployment rates over 10 percent. These seven counties were kept exempt from the ABAWD rules through the use of the 15 percent exemption. The purpose was to "keep the list status quo" to provide continuity in local program administration. The seven counties included three of the larger counties in the state -- Charleston, Florence, and Aiken. Effective in March 2001, another county was added to the list of exempt counties to bring the total to 25.

Exhibit II-1
ABAWD Exempt and Non-Exempt Counties in South Carolina, January 1998 to February 1999



*In Charleston County, only North Charleston was a labor surplus area. The balance of the county was designated exempt under the 15 percent exemption policy.

D. Unemployment Rates in the Exempt and Non-Exempt Counties

To assess how local unemployment rates might affect ABAWD leavers, we examined data on unemployment rates in exempt and non-exempt counties in South Carolina for the time period when we surveyed the samples of ABAWD leavers. Data on unemployment rates by county were obtained from reports published on-line by the South Carolina Employment

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Security Commission. Average quarterly unemployment rates were computed for each county, based on monthly data. We then computed the average quarterly unemployment rate for the non-exempt counties, the counties exempt due to unemployment and the counties exempt under the 15 percent provision.

The results of the analysis are shown in Exhibit II-2. As indicated, the average unemployment rate in the counties exempt due to unemployment was much higher each quarter than in the non-exempt counties. In addition, the average unemployment rate in the counties exempt under the 15 percent provision was only slightly higher than the average rate in the non-exempt counties. In all counties, the unemployment rate declined during the tracking period.

Exhibit II-2
Average Quarterly Unemployment Rate During the Survey Period, by County Type

	4Q99	1Q00	2Q00	3Q00	4Q00
Non-Exempt	3.9%	3.9%	3.6%	3.8%	3.0%
Exempt- Unemployment	9.1%	8.6%	7.7%	8.3%	6.6%
Exempt- 15 percent	5.1%	4.4%	4.1%	4.6%	3.3%

The data in Exhibit II-2 indicate that, while the unemployment rates were still higher on average in the exempt counties, the unemployment rate in many of these counties was much lower than when the counties had originally been designated exempt. In fact, in some of the larger exempt counties, the unemployment rate was very low by the time the surveys were conducted. For example, in the fourth quarter of 1999, the unemployment rate was 3.3 percent in Charleston County, 4.7 percent in Aiken County, and 5.4 percent in Florence County. These three counties were now exempt under the 15 percent provision, and were no longer labor surplus areas by March 2000. Together, the three counties represented 29.4 percent of the exempt cases in the sample. By the 4th quarter of 2000, all seven of the counties that were exempt under the 15 percent provision had relatively low unemployment rates, as follows:

- Abbeville (3.4 percent);
- Aiken (3.2 percent);
- Anderson (2.1 percent);
- Calhoun (3.9 percent);
- Charleston (2.2 percent);
- Hampton (4.3 percent); and
- Florence (4.0 percent).

In these counties, the ABAWD leavers did not really encounter more difficult economic environments than the leavers in non-exempt counties.

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E. Implications of the Findings

The findings from this chapter have two major implications. First, the analysis shows that a number of counties in South Carolina continued to be exempt from the ABAWD provisions even after their unemployment rates had fallen considerably and were no longer very different from the unemployment rates in the non-exempt counties. This was possible because of the 15 percent provision of the Balanced Budget Act. One of the policy questions from this finding is whether the 15 percent provision should be modified in some way. For example, it may be appropriate to place a limit on the period of time that counties can continue receiving exemptions under the 15 percent provision. In the absence of such a time limit, the rules facing individual ABAWDS may vary somewhat arbitrarily from county to county without regard to local economic conditions.

Second, the low unemployment rates in the counties exempt under the 15 percent provision provide an opportunity to compare outcomes among the ABAWD leavers while controlling for local unemployment rates. Under the original study design, the goal was to compare key outcomes for the following two groups of ABAWD leavers:

- **Leavers from Non-Exempt Counties:** persons living in counties that did ***not*** have exemptions from the ABAWD time limits and work requirements.

- **Leavers from Exempt Counties:** persons living in counties that were exempt from the ABAWD work requirements and time limits.

As noted, one of the major problems with comparing exempt and non-exempt counties in terms of outcomes among ABAWD leavers is that, on average, the exempt counties have higher unemployment rates than the non-exempt counties. The findings on county unemployment rates, however, allow us to draw comparisons among three types of counties in terms of key outcomes among the ABAWD leavers:

- counties that were exempt from the ABAWD time limits and work requirements due to the 15 percent provision;

- counties that were exempt due to high unemployment; and

- counties that were non-exempt.

The advantage of this approach is that it helps us to control for the impact of county unemployment rates on outcomes among the leavers. Specifically, the non-exempt counties and the 15 percent exempt counties had relatively low unemployment rates during the follow-up period. By comparing outcomes for these two types of counties, we can examine whether the leavers in the non-exempt counties fared significantly worse than the leavers in counties exempt under the 15 percent provision. As a result, we are in a better position to examine the

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impact of the ABAWD provisions while controlling for the effects of county unemployment rates.

In the remaining chapters of this report, comparisons among the three types of counties are made only for the major outcomes of interest. Due to sample size issues, many of the analyses in the report (especially the demographic analyses) compare only the exempt and non-exempt counties without breaking out the two types of exempt counties.

For the three sub-groups of counties, the following key outcome measures were examined:

- percent employed at the time of the surveys;
- earnings and work hours among employed persons;
- poverty status after leaving Food Stamps;
- food security and hardships; and
- percent who had returned to Food Stamps (recidivism).

By comparing the three sub-groups on these key measures, the study sought to examine how the ABAWD provisions affected the employment, financial situation, and well-being of Food Stamp leavers.

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CHAPTER III: PROFILE OF THE ABAWD LEAVERS

This chapter provides a demographic profile of the ABAWD leavers in the 1998-1999 and 1999-2000 samples. The chapter examines the following characteristics: gender, ethnicity, age, education, marital status, and household composition. Cross-tabulations of these variables are also presented. In addition, comparisons are drawn between the respondents from the three types of counties:

- counties exempt under the 15 percent provision;
- counties exempt due to unemployment; and
- non-exempt counties.

Data on the gender, ethnicity and age of the sample members are derived from administrative records and are presented for all persons in the two samples. For this chapter, the age of the respondent is based on the date when they left Food Stamps. In later chapters, age is based on the date of the survey. All of the data on the 1998-1999 leavers are weighted to adjust for the stratified sample design. Data on education and household composition are derived from the surveys and are presented only for persons who responded. The data on the 1999-2000 leavers are not weighted because the sample represents the universe of cases.

A. Objectives of the Analysis

The chapter is designed largely to present a descriptive profile of the ABAWD population. In addition, data on such variables as education and age have implications in terms of potential barriers that ABAWDs may face in the job market. Information on household composition is useful for understanding the support system that ABAWDs may have after they leave the Food Stamps program.

B. Gender, Ethnicity, Age and Education of the Respondents

Gender by Type of County

- Exhibit III-1 provides data on the gender of the sample members in the three types of counties.

- As indicated in the exhibit, males accounted for 59 percent of the 1998-1999 sample, while females accounted for about 41 percent. Females accounted for 44 percent of the 1999-2000 sample, while males represented 56 percent.

- In the 1998-1999 sample, the distribution of cases by gender was approximately the same in the counties exempt under the 15 percent rule as in the non-exempt counties. The percentage of females was slightly lower in the counties exempt due to unemployment. The same general pattern was found for the 1999-2000 sample.

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Exhibit III-1
Gender of the Sample Members, by Type of County

	1998-1999 Leavers			
Gender	**Exempt - 15 Percent (N=131)**	**Exempt – Unemployment (N=201)**	**Non-Exempt (N=312)**	**Total (N=644)**
Female	42.0%	38.3%	41.7%	40.7%
Male	58.0%	61.7%	58.3%	59.3%
Total	100.0%	100.0%	100.0%	100.0%
	1999-2000 Leavers			
Gender	**Exempt – 15 Percent (N=123)**	**Exempt – Unemployment (N=218)**	**Non-Exempt (N=312)**	**Total (N=653)**
Female	45.5%	40.8%	46.2%	44.3%
Male	54.5%	59.2%	53.8%	55.7%
Total	100.0%	100.0%	100.0%	100.0%

Ethnicity by Type of County

- Exhibit III-2 provides data on the ethnicity of the sample members in the three types of counties.

- As indicated in the exhibit, about 78 percent of the 1998-1999 sample members were black, and 21 percent were white. White respondents represented almost 82 percent of the cases from the counties exempt under the 15 percent provision, compared to 72 percent of the cases from the non-exempt counties.

- Among the 1999-2000 sample, blacks represented a slightly smaller percentage of the sample than in the 1998-1999 sample – almost 75 percent, while whites accounted for about 25 percent.

- In the 1999-2000 sample, blacks made up almost 83 percent of the cases in counties exempt under the 15 percent provision, compared to 67 percent of the cases in the non-exempt counties.

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Exhibit III-2
Ethnicity of the Sample Members, by Type of County

	1998-1999 Leavers			
Ethnicity	**Exempt – 15 Percent (N = 131)**	**Exempt – Unemployment (N=201)**	**Non-Exempt (N = 312)**	**Total (N = 644)**
Black	81.7%	84.6%	72.1%	78.0%
White	16.0%	14.9%	26.6%	20.8%
Other	2.3%	0.5%	1.3%	1.2%
Total	100.0%	100.0%	100.0%	100.0%
	1999-2000 Leavers			
Ethnicity	**Exempt – 15 Percent (N = 123)**	**Exempt – Unemployment (N=218)**	**Non-Exempt (N = 312)**	**Total (N = 653)**
Black	82.9%	81.2%	66.7%	74.6%
White	17.1%	17.4%	32.4%	24.5%
Other	0.0%	1.4%	0.1%	0.9%
Total	100.0%	100.0%	100.0%	100.0%

Age by Type of County

- Exhibit III-3 presents data on the age distribution of the sample members by type of county.

- As indicated in the exhibit, 70 percent of the 1998-1999 sample members were aged 18-24. In the 1999-2000 sample, this percentage was somewhat lower at 63 percent.

- In the 1998-1999 sample, 18-24 year olds accounted for almost 72 percent of the cases in counties exempt under the 15 percent provision, compared to 66 percent of the cases in the non-exempt counties. Persons aged 40 and older accounted for relatively few of the cases in the counties exempt due to high unemployment.

- In the 1999-2000 sample, there was little difference in age distribution of the cases between the counties exempt under the 15 percent provision and the non-exempt counties.

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Exhibit III-3
Age of Sample Members When They Left Food Stamps, by Type of County

	1998-1999 Leavers			
Age	**Exempt – 15 Percent (N = 131)**	**Exempt – Unemployment (N=201)**	**Non-Exempt (N = 312)**	**Total (N = 644)**
18-24	71.8%	76.1%	66.0%	70.3%
25-29	3.8%	10.0%	9.0%	8.2%
30-34	3.8%	5.5%	6.7%	5.7%
35-39	7.6%	4.0%	6.7%	6.1%
40+	13.0%	4.5%	11.5%	9.6%
Total	100.0%	100.0%	100.0%	100.0%
	1999-2000 Leavers			
Age	**Exempt – 15 Percent (N = 123)**	**Exempt – Unemployment (n=218)**	**Non-Exempt (N = 312)**	**Total (N = 653)**
18-24	61.0%	66.1%	61.2%	62.8%
25-29	11.4%	10.1%	11.5%	11.0%
30-34	7.3%	7.3%	7.4%	7.4%
35-39	10.6%	6.4%	7.1%	7.5%
40+	9.8%	10.1%	12.8%	11.3%
Total	100.0%	100.0%	100.0%	100.0%

Detailed Breakout of Data on 18-24 Year Olds

- Exhibit III-4 presents more detailed data on the age distribution of the sample members aged 18-24, while combining the data for older persons.

- The data show that 30 percent of the 1998-1999 sample members and almost 32 percent of the 1999-2000 sample members were aged 18-19.

- However, a much higher percentage of 1999-2000 sample members (15.2 percent) were aged 18 than 1998-1999 sample members (6.7 percent).

- In the 1998-1999 sample, persons aged 18-19 accounted for 29 percent of sample members from counties exempt under the 15 percent provision, and for 32 percent of the cases in non-exempt counties. In the 1999-2000 sample, the percentages were 32.5 percent and 33.0 percent, respectively.

- These findings indicate that there was not much difference between the exempt and non-exempt counties in terms of the percentage of very young ABAWDs.

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Exhibit III-4
Specific Ages of the Sample Members When They Left Food Stamps

	1998-1999 Leavers				1999-2000 Leavers			
Age	**Exempt-15 Percent**	**Exempt-Unemploy-ment**	**Non-Exempt**	**Total**	**Exempt-15 Percent**	**Exempt-Unemploy-ment**	**Non-Exempt**	**Total**
18	6.1%	5.5%	8.0%	6.7%	18.7%	12.8%	15.4%	15.2%
19	22.3%	23.9%	24.2%	23.7%	13.8%	16.5%	17.6%	16.5%
20	17.8%	19.4%	16.4%	17.8%	13.0%	14.2%	8.7%	11.3%
21	15.6%	10.5%	7.3%	10.3%	4.9%	8.7%	8.0%	7.7%
22	3.6%	10.0%	3.0%	5.6%	4.1%	4.6%	5.4%	4.9%
23	2.0%	4.0%	4.1%	3.8%	2.4%	6.4%	2.2%	3.7%
24	2.0%	3.0%	2.2%	2.4%	4.1%	2.8%	3.8%	3.5%
25+	29.7%	23.8%	34.7%	29.7%	39.0%	33.9%	38.8%	37.2%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Discussion of the Data on Age Distribution

- The data on age distribution suggest that relatively few of the persons in the non-exempt counties in the 1998-1999 sample became ABAWDs as a result of turning 18. Under the ABAWD provisions, a minor child living in a household could become an ABAWD simply by turning 18. Only 8 percent of the non-exempt sample were 18 when they left Food Stamps.

- In the 1999-2000 sample, however, as many as 15.4 percent of the sample members may have become ABAWDs as a result of turning 18.

Age by Gender

- Exhibit III-5 presents data on the age distribution of the sample members by gender.

- As shown in the exhibit, almost 15 percent of the females in the 1998-1999 sample were 40 or older when they left Food Stamps, compared to only 6.2 percent of the males.

- A somewhat similar pattern was found for the 1999-2000 sample.

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Exhibit III-5
Age of Survey Sample Members by Gender

	1998-1999 Leavers		
Age	**Female (N = 262)**	**Male (N = 382)**	**Total (N = 644)**
18-24	72.3%	68.9%	70.3%
25-29	4.7%	10.8%	8.2%
30-34	4.0%	6.9%	5.7%
35-39	4.4%	7.2%	6.1%
40+	14.6%	6.2%	9.6%
Total	100.0%	100.0%	100.0%
	1999-2000 Leavers		
Age	**Female (N = 289)**	**Male (N = 364)**	**Total (N = 653)**
18-24	65.7%	60.4%	62.8%
25-29	8.3%	13.2%	11.0%
30-34	5.9%	8.5%	7.4%
35-39	6.6%	8.2%	7.5%
40+	13.5%	9.6%	11.3%
Total	100.0%	100.0%	100.0%

Education by Type of County

- Exhibit III-6 presents data on the educational level of the survey respondents by type of county.

- The data show that a large percentage of the 1998-1999 survey respondents (57.2 percent) had not completed high school, and that only 5.6 percent had attended a two-year or four-year college. The same general pattern was found for the 1999-2000 respondents – about 50 percent had not completed high school.

- In the 1998-1999 sample, about 62 percent of the respondents from counties exempt under the 15 percent provision had not completed high school, compared to 51 percent of the respondents from counties exempt due to unemployment and 59 percent of the respondents from non-exempt counties.

- Among 1999-2000 respondents, however, persons from the non-exempt counties were slightly more likely to have dropped out of high school (51 percent) than persons from counties exempt under the 15 percent provision. Overall, however, there was not much difference between the exempt and non-exempt counties in the educational level of respondents.

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Exhibit III-6
Educational Level of Survey Respondents

	1998-1999 Leavers			
Education	**Exempt -15 Percent (N = 66)**	**Exempt-Unemployment (N=79)**	**Non-Exempt (N = 140)**	**Total (N = 285)**
Did not complete high school	62.1%	50.6%	58.6%	57.2%
Completed high school only	34.8%	43.0%	35.0%	37.2%
Attended college	3.0%*	6.3%*	6.4%*	5.6%
Total	100.0%	100.0%	100.0%	100.0%
	1999-2000 Leavers			
Education	**Exempt – 15 Percent (N = 54)**	**Exempt-Unemployment (N=97)**	**Non-Exempt (N = 132)**	**Total (N = 283)**
Did not complete high school	42.6%	50.5%	51.5%	49.5%
Completed high school only	48.1%	41.2%	36.4%	40.3%
Attended college	9.3%	8.2%	12.1%	10.2%
Total	100.0%	100.0%	100.0%	100.0%

* N < 10

Education by Gender

- Exhibit III-7 presents data on education by the gender of respondents. Due to the small number of respondents who had attended college, this exhibit, as well as all subsequent exhibits that present data on education, combine persons who had attended college with persons who had completed high school only. This combined group is referred to as "completed high school."

- The data indicate that female respondents were much more likely to have completed high school than male respondents. About two-thirds of the males in the 1998-1999 sample had not completed high school, compared to only 48 percent of the females.

- Among the 1999-2000 sample, 52 percent of males had not completed high school, compared to only 47.5 percent of females.

- Separate data for 1998-1999 respondents show that females (8.3 percent) were more likely to have attended college than males (2.8 percent).

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Exhibit III-7
Educational Level by Gender*

	1998-1999 Leavers		
Education	**Female (N = 141)**	**Male (N = 142)**	**Total (N = 283)**
Did not complete high school	48.1%	66.2%	57.2%
Completed high school	51.9%	33.5%	42.8%
Total	100.0%	100.0%	100.0%
	1999-2000 Leavers		
Education	**Female (N = 160)**	**Male (N = 123)**	**Total (N = 283)**
Did not complete high school	47.5%	52.0%	49.5%
Completed high school	52.5%	48.0%	50.5%
Total	100.0%	100.0%	100.0%

*In this and subsequent exhibits involving education, persons who attended college are combined with persons who completed high school only

Education by Ethnicity

- Exhibit III-8 indicates that blacks were much more likely than whites to have completed high school.

- Among the 1998-1999 sample, almost 70 percent of whites had not completed high school, compared to only 54 percent of blacks. In the 1999-2000 sample, 55 percent of whites were high school drop-outs, compared to 48 percent of blacks.

Exhibit III-8
Educational Level of Respondents by Ethnicity

	1998-1999 Leavers	
Education	**Black (N = 228)**	**White (N = 55)**
Did not complete high school	54.0%	69.8%
Completed high school	46.0%	30.2%
Total	100.0%	100.0%
	1999-2000 Leavers	
Education	**Black (N = 221)**	**White (N = 60)**
Did not complete high school	48.0%	55.0%
Completed high school	52.0%	45.0%
Total	100.0%	100.0%

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C. Household Composition

- The information on household composition was obtained from the surveys and is provided only for the survey respondents.

Presence of Other Adults in the Household by Type of County

- Exhibit III-9 indicates that in both samples, a large percentage of respondents (almost 66 percent) were living with at least one other adult.

- Among the 1998-1999 sample, the percentage of respondents who were living with other adults was slightly higher (almost 70 percent) in counties exempt under the 15 percent provision than in non-exempt counties (64 percent).

- Among the 1999-2000 respondents, there was not much difference between the two types of counties. However, persons from counties exempt due to unemployment were more likely than other respondents to be living with another adult (73 percent).

Exhibit III-9
Percent of Respondents Living With Other Adults, by Type of County

	1998-1999 Leavers			
Number of Other Adults	**Exempt – 15 Percent (N = 66)**	**Exempt-Unemployment (N=79)**	**Non-Exempt (N = 140)**	**Total (N = 285)**
None	30.3%	34.2%	36.4%	34.4%
One or more	69.7%	65.8%	63.6%	65.6%
Total	100.0%	100.0%	100.0%	100.0%
	1999-2000 Leavers			
Number of Other Adults	**Exempt – 15 Percent (N = 54)**	**Exempt – Unemployment (N=97)**	**Non-Exempt (N = 132)**	**Total (N = 283)**
None	37.0%	26.8%	38.6%	34.3%
One or more	63.0%	73.2%	61.4%	65.7%
Total	100.0%	100.0%	100.0%	100.0%

Presence of Spouses/Partners by Type of County

- Exhibit III-10 indicates that almost 16 percent of all 1998-1999 respondents were living with a spouse or partner.

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- As indicated previously in Exhibit III-9, almost 66 percent of all 1998-1999 respondents reported that they were living with another adult. Subtracting the 16 percent who were living with a spouse or partner, we find that about half of all 1998-1999 respondents were living with other adults who were not spouses or partners.

- Of the 1999-2000 sample, 15.2 percent were living with a spouse or partner. Subtracting this from the 65.7 percent who were living with another adult, we find that about 50 percent were living with an adult who was not a spouse or partner.

- For the younger respondents, it is likely that these other adults were mostly their parents.

- In the 1998-1999 sample, almost 22 percent of the respondents from counties exempt under the 15 percent provision were living with a spouse or partner, compared to about 16 percent of the respondents from non-exempt counties, and only 11 percent of the respondents from counties exempt due to unemployment.

- In the 1999-2000 sample, only 11 percent of the respondents from the non-exempt counties were living with a spouse or partner, compared to 18 percent of the respondents in counties exempt under the 15 percent provision.

Exhibit III-10
Percent of Respondents Living With Spouse/Partner, by Type of County

Sample	Exempt – 15 Percent	Exempt – Unemployment	Non-Exempt	Total
1998-1999 Leavers	21.9%	11.4%	15.6%	15.9%
1999-2000 Leavers	18.5%	19.6%	10.6%	15.2%

Presence of Children in the Household

- As shown in Exhibit III-11, about 43 percent of the 1998-1999 respondents and the 1999-2000 respondents reported that there were children living in their home. Presumably, these children were mostly the younger siblings of the respondents, or newborn children of the respondents, or the children of other household members.

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- The data are generally consistent with aggregate data published by SCDSS. In April 1998, for example, SCDSS data showed that 37.3 percent of the persons involved in ABAWD households were children living with two or more adults.

- In the 1998-1999 sample, about 40 percent of the respondents from counties exempt under the 15 percent provision had children in the household, compared to 45 percent of the respondents in non-exempt counties. In the 1999-2000 sample, however, this pattern was reversed.

Exhibit III-11
Number of Children Living in the Respondent's Household, by Type of County

	1998-1999 Leavers			
Number of Children	**Exempt -15 Percent (N = 73)**	**Exempt – Unemployment (N= 90)**	**Non-Exempt (N = 122)**	**Total (N = 284)**
None	60.2%	55.7%	54.9%	56.5%
One	27.7%	25.3%	23.4%	25.1%
Two	7.4%	7.6%	9.9%	8.6%
Three or more	4.7%	11.4%	11.8%	9.8%
Total	100.0%	100.0%	100.0%	100.0%
	1999-2000 Leavers			
Number of Children	**Exempt - 15 Percent (N = 54)**	**Exempt – Unemployment (N = 97)**	**Non-Exempt (N = 132)**	**Total (N = 283)**
None	50.0%	55.7%	60.6%	56.9%
One	18.5%	20.6%	18.9%	19.4%
Two	16.7%	15.5%	9.8%	13.1%
Three or more	14.8%	8.2%	10.7%	10.7%
Total	100.0%	100.0%	100.0%	100.0%

D. Discussion of the Findings

The findings from the surveys show that a large percentage of the ABAWD leavers have potential educational barriers to stable employment and high earnings, with half or more being high school drop-outs. Age may also be a potential employment barrier, with 60-70 percent of the sample being under 25. These younger individuals typically have limited work histories. On the other hand, two-thirds of the ABAWDs were living with at least one other adult. This means that many of them may have alternative means of support in the event that they are unable to find stable employment.

The data show that, for some of the variables, there were slight differences among the three types of counties in the demographics of the survey respondents. As shown later in the report, we controlled for these demographic factors when examining the differences among the

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three types of counties in key respondent outcomes. These outcomes included the percentage of respondents employed, the percentage of households living in poverty, and the percentage of respondents reporting hunger and overall food insecurity. The results of the analyses are presented below in Chapters IV and V of the report.

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CHAPTER IV: EMPLOYMENT, HOUSEHOLD INCOME, AND POVERTY STATUS

This chapter presents findings on employment, earnings patterns, and total household income among the survey respondents at the time of the surveys. Comparisons are drawn among leavers from the three major types of counties:

- counties exempt under the 15 percent provision;
- counties exempt due to unemployment; and
- non-exempt counties.

A. Introduction and Objectives

One of the major goals of the study was to examine how ABAWD leavers were doing in terms of employment earnings, and poverty status after leaving the Food Stamp program. A major area of concern of the study is whether the ABAWD leavers in non-exempt counties were ready to obtain stable employment and adequate earnings after leaving Food Stamps. These ABAWD leavers were subject to the time limits and work requirements under the 1996 legislation.

To examine this issue, we present findings from the follow-up surveys on the employment status, earnings, and incomes of persons who had left Food Stamps in the different counties. We begin by showing the overall Food Stamp and employment status of the respondents. Then, we focus on the employment, earnings, and incomes of persons who were still off Food Stamps when the surveys were conducted.

B. Overall Food Stamp and Employment Status of the Respondents at the Time of the Follow-Up Surveys

- Survey respondents were asked whether they were working for pay at the time of the interviews, and if they worked for an employer or were self-employed. They were also asked if they were still off Food Stamps.

- Exhibit IV-1 shows the overall Food Stamp and employment status of the survey respondents at the time of the follow-up surveys. The exhibit compares three types of counties: exempt under the 15 percent provision, exempt due to high unemployment, and non-exempt.

- The data show that, of the 1998-1999 leavers, 46 percent were still off Food Stamps and working at the time of the surveys. Another 37 percent were still off Food Stamps but not working. The remaining 16 percent were back on Food Stamps.

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- Among the 1999-2000 leavers, 43 percent were still off Food Stamps and working, 42 percent were still off Food Stamps and not working, and 14.5 percent were back on Food Stamps. Among the 1998-1999 leavers, respondents from counties exempt due to high unemployment were slightly more likely than other respondents to be still off Food Stamps and working.

- There was not a major difference between the non-exempt counties and the counties exempt under the 15 percent provision in terms of the percentage still off Food Stamps and employed.

- Among the 1999-2000 leavers, the percentage who were still off Food Stamps and employed was slightly higher in the non-exempt counties than in the counties exempt under the 15 percent provision.

- Respondents from counties exempt due to high unemployment were the least likely to be still off Food Stamps and working.

- In terms of statistically significant differences, persons from non-exempt counties in the 1999-2000 sample were significantly less likely to be back on Food Stamps than persons from counties exempt due to high unemployment.

Exhibit IV-1
Overall Food Stamp and Employment Status of the Respondents at the Time of the Surveys

	1998-1999 Leavers			
	Exempt-15 Percent (N = 73)	**Exempt-Unemployment (N = 90)**	**Non-Exempt (N = 122)**	**Total (N = 284)**
Off Food Stamps, working	46.1%	49.4%	44.4%	46.4%
Off Food Stamps, not working	36.7%	36.7%	38.3%	37.4%
Back on Food Stamps	17.2%	13.9%	17.2%	16.2%
Total	100.0%	100.0%	100.0%	100.0%
	1999-2000 Leavers			
	Exempt-15 Percent (N = 54)	**Exempt-Unemployment (N = 97)**	**Non-Exempt (N = 132)**	**Total (N = 283)**
Off Food Stamps, working	42.6%	37.1%	47.7%	43.1%
Off Food Stamps, not working	42.6%	41.2%	43.2%	42.4%
Back on Food Stamps	14.8%	21.6%*	9.1%*	14.5%
Total	100.0%	100.0%	100.0%	100.0%

* Difference between the types of counties was statistically significant at the .05 level

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C. Employment Status of Persons Still Off Food Stamps at the Time of the Follow-Up Surveys

In this section, we examine the employment status of the respondents who were still off Food Stamps at the time of the surveys. After presenting findings on the overall employment status of respondents in the three types of counties, we present data on employment rates by respondent characteristics. Next, we present the results of a multiple regression analysis designed to determine whether type of county had an impact upon employment rates when controlling for respondent characteristics.

1. Overall Employment Status of Persons Still Off Food Stamps

- Exhibit IV-2 shows the employment rates among respondents who were still off Food Stamps at the time of the surveys.
- The data indicate that there was not a major difference between respondents from non-exempt counties and respondents from counties exempt under the 15 percent provision.
- In the 1998-1999 sample, the employment rate was somewhat higher than average for respondents from counties exempt due to high unemployment. In the 1999-2000 sample, however, the employment rate for these respondents was slightly lower than average.
- None of the differences among the three types of county was statistically significant at the .05 level.

Exhibit IV-2
Respondents Still off Food Stamps at Follow-Up – Percent Employed

County Type	1998-1999 Leavers
Exempt- 15 Percent (N = 60)	55.7%
Exempt- Unemployment (N = 77)	57.4%
Non-exempt (N = 101)	53.7%
Total (N = 238)	55.4%
County Type	**1999-2000 Leavers**
Exempt- 15 Percent (N = 46)	50.0%
Exempt- Unemployment (N = 76)	47.4%
Non-exempt (N = 120)	52.5%
Total (N = 242)	50.4%

* None of the differences between the types of counties was statistically significant at the .05 confidence level

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2. Employment Status by Gender

- For respondents still off Food Stamps, Exhibit IV-3 indicates that, among 1998-1999 respondents, males (64.1 percent) were much more likely to be working at the time of follow-up than females (45.8 percent). Among 1999-2000 respondents, however, there was not a major difference between males and females.

- In the 1998-1999 sample, females residing in exempt counties were more likely to be employed than females in non-exempt counties.

- Conversely, males in non-exempt counties were more likely to be employed than males in exempt counties.

Exhibit IV-3
Percent of Respondents Working for Pay at Follow-Up, by Gender

	1998-1999 Leavers	
County Type	**Female**	**Male**
Exempt*	51.7% (N = 66)	59.6% (N = 65)
Non-exempt	38.3%** (N = 52)	69.2%** (N = 56)
Total	45.8%** (N = 118)	64.1%** (N = 121)
	1999-2000 Leavers	
County Type	**Female**	**Male**
Exempt*	49.2% (N = 63)	47.5% (N = 59)
Non-exempt	49.2% (N = 65)	56.4% (N = 55)
Total	49.2% (N = 128)	51.8% (N = 114)

* Differences between exempt and non-exempt counties NOT statistically significant at the .05 level

** Differences between females and males statistically significant at the .05 level

3. Employment Status by Ethnicity

- For respondents still off Food Stamps, Exhibit IV-4 shows that, among 1998-1999 respondents, blacks and whites were employed at about the same rate at the time of the surveys.

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- Among 1999-2000 respondents, however, almost 67 percent of whites were employed, compared to only 46 percent of blacks. The difference between whites and blacks was apparent in both the exempt and non-exempt counties.

Exhibit IV-4
Percent of Respondents Working for Pay at Follow-Up, by Ethnicity

	1998-1999 Leavers	
County Type	**Black**	**White**
Exempt*	55.2% (N = 96)	57.9% (N = 19)
Non-exempt	54.2% (N = 96)	53.6% (N = 28)
Total	54.8% (N = 192)	55.6% (N = 47)
	1999-2000 Leavers	
County Type	**Black**	**White**
Exempt*	45.5% (N = 99)	63.6% (N = 22)
Non-exempt	46.7%** (N = 90)	69.0%** (N = 29)
Total	46.0%** (N = 189)	66.7%** (N = 51)

* Differences between exempt and non-exempt counties **NOT** statistically significant at the .05 confidence level

** Differences between blacks and whites statistically significant at the .05 level

4. Employment Status by Education

- For respondents still off Food Stamps, Exhibit IV-5 indicates that education did not have a clear or consistent impact on employment rates.

- In the 1998-1999 sample, 56.6 percent of respondents who had not completed high school were working at follow-up, compared to 53.1 percent of respondents who had completed high school.

- However, in the 1999-2000 sample, respondents who had completed high school were more likely to be employed (55.2 percent) than respondents who had not completed high school (45.3 percent).

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Exhibit IV-5
Percent of Respondents Working for Pay at Follow-Up, by Education

	1998-1999 Leavers	
County Type	**Did Not Complete High School**	**Completed High School**
Exempt	54.7% (N = 73)	56.9% (N = 58)
Non-exempt	58.7% (N = 65)	48.0% (N = 43)
Total	56.6% (N = 138)	53.1% (N = 101)
	1999-2000 Leavers	
County Type	**Did Not Complete High School**	**Completed High School**
Exempt	43.1% (N = 58)	53.1% (N = 64)
Non-exempt	47.5% (N = 59)	57.4% (N = 61)
Total	45.3% (N = 117)	55.2% (N = 125)

* Differences between exempt and non-exempt counties NOT statistically significant at the .05 confidence level
Differences between drop-outs and high school completers NOT statistically significant at the .05 level

5. Multiple Regression Analysis of Employment Status

- A multiple regression analysis was conducted to determine whether the employment status of the respondents off Food Stamps varied by county type when controlling for various demographic variables. An additional goal of the analysis was to identify characteristics that might be predictive of employment outcomes.

- To control for the differences in demographics, a binary logistic regression model was used to describe the relationship between employment status and a set of demographic characteristics, including county type. Exhibit IV-6 describes the variables that were used in the logistic regression model.

- For county type, we created two dichotomous variables: exempt 15 percent (yes, no), and non-exempt (yes, no). In a regression analysis, this is the standard way to use nominal variables with three values.

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Exhibit IV-6
Variables Used in the Logistic Regression

Variable	Description
Working	Response to the question "Are you now working at a job that pays you money?" 1 = Working, 0 = Not working
Exempt- 15 percent	Indicator variable of county type. 1 = exempt- 15 percent county, 0 = not Exempt- 15 percent county
Non-Exempt	Indicator variable of county type. 1 = non-exempt, 0 = not non-exempt
Gender	Gender of the respondent. 1 = female, 0 = male
Ethnicity	Ethnicity of the respondent. 1 = non-white, 0 = white.
Education	Education of the respondent. 1 = did not complete high school, 0 = completed high school
Age	Age of respondent. 1 = 18-24 years old, 0 = 25+ years old
Other Adults	Presence of other adults in household. 1 = 1+ adults, 0 = no other adults

- The dependent variable measures the employment status of respondents at the time of the survey: 1 if the respondent was currently working for pay and 0 if the respondent was not working. Because the dependent variable is discrete, a linear regression model may predict values out of the range (0,1). Therefore, a logistic regression model was used to estimate the factors that influence employment status.

Results for the 1998-1999 Leavers

- The results from the logistic regression model for the 1998-1999 leavers are shown in Exhibit IV-7. The data show that county type was not a significant factor in the employment status of respondents.

- The only variable that was significantly related to employment was gender. Males were significantly more likely to be employed than females.

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Exhibit IV-7
Results of Logistic Regression for Employment Status
(1998-1999 Leavers)

Logistic Regression Results Dependent Variable = Working (1)		
Variable	**Coefficient**	**Wald Statistic**
Constant	1.230*	5.729
Exempt- 15 percent	-0.033	0.008
Non-Exempt	-0.246	0.587
Gender	-0.631*	5.149
Ethnicity	-0.066	0.035
Education	0.003	0.000
Age	-0.348	1.386
Other adults	-0.425	2.005
Model Chi-square [df]	11.905 [7]	
Percent correct predictions	60.5	
McFadden's R^2**	0.036	
* Indicates that the coefficient is statistically significant at, at least, the .05 level		
**McFadden's R^2 = 1 - (LL(a,B)/LL(a)), where LL(a,B) = the unconstrained model that includes all the independent variables, and LL(a) = the constrained model that includes only the constant. In this model, LL(a) = 327.514 and LL(a,B) = 315.609.		

Results for the 1999-2000 Leavers

- The results from the logistic regression model for the 1999-2000 leavers are shown in Exhibit IV-8. The data show that county type was not a significant factor in the employment status of respondents for the 1999-2000 leavers.

- The model shows that employment status has some relationship to the ethnicity of the respondent. The coefficient on the ethnicity variable is significant at the .05 level (95% confidence level). The coefficient for the ethnicity variable is negative, which indicates that white respondents were more likely to be employed than non-white respondents. This is consistent with the findings presented above in Exhibit IV-4 for the 1999-2000 leavers.

- The coefficient for the presence of other adults is also statistically significant. This means that respondents who were living with other adults were less likely to be working than respondents not living with other adults.

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Exhibit IV-8
Results of Logistic Regression for Employment Status, 1999-2000 Leavers

Logistic Regression Results Dependent Variable = Working (1)		
Variable	**Coefficient**	**Wald Statistic**
Constant	1.385*	7.859
Exempt- 15 percent	-0.008	0.000
Non-Exempt	0.072	0.056
Gender	-0.219	0.645
Ethnicity	-0.848*	6.037
Education	-0.466	2.928
Age	0.018	0.004
Other adults	-0.587*	3.944
Model Chi-square [df]	14.360 [7]	
Percent correct predictions	58.7	
McFadden's R^2**	0.043	
* Indicates that the coefficient is statistically significant at, at least, the .05 level		
**McFadden's R^2 = 1 - (LL(a,B)/LL(a)), where LL(a,B) = the unconstrained model that includes all the independent variables, and LL(a) = the constrained model that includes only the constant. In this model, LL(a) = 335.467 and LL(a,B) = 321.106.		

Length of Time in Current Job Among Persons Still Off Food Stamps

- For 1998-1999 leavers who were still off Food Stamps, Exhibit IV-9 indicates that about 52 percent of currently employed respondents had been in their job for 6 months or less, while 48 percent had been in their current job for more than 6 months. Persons residing in non-exempt counties were somewhat more likely to have held their jobs for more than six months (51.5 percent) than persons from exempt counties (45.4 percent).

- Among employed 1999-2000 leavers, a relatively large percentage – 61 percent – had been in their jobs for 6 months or more, including 43 percent who had been in their jobs for 12 months or longer. It is not clear why the 1999-2000 respondents had been in their current jobs longer than the 1998-1999 respondents.

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Exhibit IV-9
Length of Time in Current Job Among Respondents Still Off Food Stamps, by County Type

	1998-1999 Leavers		
Time in Job	**Exempt (N = 64)**	**Non-Exempt (N = 68)**	**Total (N = 131)**
One month or less	18.8%	11.8%	15.6%
More than 1 month but less than 6 months	35.9%	36.8%	36.3%
More than 6 months but less than 12 months	26.6%	35.3%	30.5%
12 months or more	18.8%	16.2%	17.6%
Total	100.0%	100.0%	100.0%
Median months	6.0	7.5	6.0
	1999-2000 Leavers		
Time in Job	**Exempt (N = 59)**	**Non-Exempt (N = 53)**	**Total (N = 122)**
One month or less	11.9%	14.3%	13.1%
More than 1 month but less than 6 months	33.9%	17.5%	25.4%
More than 6 months but less than 12 months	15.3%	20.6%	18.0%
12 months or more	39.0%	47.6%	43.4%
Total	100.0%	100.0%	100.0%
Median months	6.0	8.0	7.0

* Differences between exempt and non-exempt counties NOT statistically significant at the .05 percent level

D. Work Hours and Non-Traditional Schedules of Persons Still off Food Stamps

Hours Worked Per Week

- Exhibit IV-10 shows that among 1998-1999 respondents who were employed and still off Food Stamps at follow-up, 56.3 percent were working 40 or more hours per week, and another 24.0 percent were working 30-39 hours per week. In combination, 80.3 percent of employed respondents were working 30 or more hours per week.

- Of the 1999-2000 employed respondents, 59 percent were working 40 or more hours per week, and almost 83 percent were working 30 or more hours per week.

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- In the 1998-1999 sample, almost 62 percent of employed respondents in the non-exempt counties were working 40 or more hours per week, compared to 51 percent of employed persons in counties exempt under the 15 percent provision.

- The same pattern was true for the 1999-2000 sample.

Exhibit IV-10
Total Hours Worked Per Week by
Employed Respondents Still Off Food Stamps

	1998-1999 Leavers			
Hours Per Week	**Exempt-15 Percent (N = 34)**	**Exempt-Unemployment (N = 44)**	**Non-Exempt (N = 54)**	**Total (N = 132)**
40+	50.9%	53.8%	61.7%	56.3%
30-39	23.7%	28.2%	20.8%	24.0%
20-29	19.5%	17.9%	11.2%	15.6%
1-19	6.0%	0.0%	6.4%	4.1%
Total	100.0%	100.0%	100.0%	100.0%
Mean hours	35.6	38.2	36.2	36.7
	1999-2000 Leavers			
Hours Per Week	**Exempt-15 Percent (N = 23)**	**Exempt-Unemployment (N = 36)**	**Non-Exempt (N = 63)**	**Total (N = 122)**
40+	47.8%	61.1%	61.9%	59.0%
30-39	30.4%	22.2%	22.2%	23.8%
20-29	8.7%	16.7%	12.7%	13.1%
1-19	13.0%	0.0%	3.2%	4.1%
Total	100.0%	100.0%	100.0%	100.0%
Mean hours	32.9	36.2	35.9	35.4

* Differences between types of counties in mean hours **NOT** statistically significant at the .05 level

Non-Traditional Daily Work Schedules

- As indicated in Exhibit IV-11, about 34 percent of employed respondents in the 1998-1999 sample and 31 percent of the employed 1999-2000 respondents were working at least part of their workday outside normal business hours.

- Employed respondents in non-exempt counties were somewhat more likely to be working outside normal business hours than employed respondents in exempt counties.

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Exhibit IV-11
Percent of Employed Respondents Who Worked Non-Traditional Daily Work Schedules

	1998-1999 Leavers		
Work Hours	**Exempt (N = 64)**	**Non-Exempt (N = 68)**	**Total (N = 131)**
Usually begin work between 4 p.m. and 5 a.m.	3.4%	19.4%	10.6%
Usually end work after 6 p.m. and before 8 a.m.	28.1%	34.4%	30.9%
Usually begin work between 4 p.m. and 5 a.m. or end work after 6 p.m. and before 8 a.m.	29.8%	39.3%	34.1%
	1999-2000 Leavers		
Work Hours	**Exempt (N = 54)**	**Non-Exempt (N = 58)**	**Total (N = 112)**
Usually begin work between 4 p.m. and 5 a.m.	13.0%	19.0%	16.1%
Usually end work after 6 p.m. and before 8 a.m.	25.9%	29.3%	27.7%
Usually begin work between 4 p.m. and 5 a.m. or end work after 6 p.m. and before 8 a.m.	29.6%	32.8%	31.3%

Differences between exempt and non-exempt counties NOT statistically significant at the .05 level

Working on Weekends

- Exhibit IV-12 shows that 41 percent of employed 1998-1999 respondents and 45 percent of employed 1999-2000 respondents were working all or most weekends.

Exhibit IV-12
Percent of Employed Respondents Who Worked Weekends

	1998-1999 Leavers		
Work Weekends?	**Exempt (N = 64)**	**Non-Exempt (N = 68)**	**Total (N = 131)**
Work every weekend	18.8%	17.6%	18.3%
Work most weekends	23.4%	22.1%	22.8%
Occasionally work weekends	25.0%	19.1%	22.4%
Rarely/never work weekends	32.8%	41.2%	36.6%
Total	100.0%	100.0%	100.0%
	1999-2000 Leavers		
Work Weekends?	**Exempt (N = 59)**	**Non-Exempt (N = 63)**	**Total (N = 122)**
Work every weekend	10.2%	12.7%	11.5%
Work most weekends	40.7%	27.0%	33.6%
Occasionally work weekends	18.6%	14.3%	16.4%
Rarely/never work weekends	30.5%	46.0%	38.5%
Total	100.0%	100.0%	100.0%

*Differences between exempt and non-exempt counties NOT statistically significant at the .05 level

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E. Types of Jobs Held by Respondents Still Off Food Stamps

Types of Occupations

- Exhibit IV-13 indicates that almost 27 percent of the employed respondents from the 1998-1999 sample and 23 percent of the employed respondents from the 1999-2000 sample were working in assembly/production/packing.

- Other common occupations were cashier/sales clerk, trades/construction, office/clerical, and restaurant worker.

Exhibit IV-13
Types of Jobs Held by Employed Respondents Still Off Food Stamps

	1998-1999 Leavers			1999-2000 Leavers		
Type of Job	**Exempt (N = 64)**	**Non-Exempt (N = 68)**	**Total (N = 131)**	**Exempt (N = 69)**	**Non-Exempt (N = 63)**	**Total (N = 122)**
Assembly/production/packing	28.1%	24.7%	26.6%	18.6%	27.0%	23.0%
Cashier/sales clerk	13.5%	12.9%	13.2%	11.9%	12.7%	12.3%
Trades/construction	18.0%	5.4%	12.4%	15.3%	11.1%	13.1%
Restaurant worker	12.4%	10.8%	11.6%	8.5%	3.2%	5.7%
Office/clerical	9.0%	12.9%	10.7%	11.9%	12.7%	12.3%
Housekeeper/janitor	9.0%	8.6%	8.8%	10.2%	9.5%	9.8%
"Other services"	2.2%	7.5%	4.6%	11.9%	3.2%	7.4%
Nurse/nurse's aide	1.1%	4.3%	2.5%	5.1%	9.5%	7.4%
Bus driver	1.1%	2.2%	1.6%	1.7%	3.2%	2.5%
Child care	2.2%	0.0%	1.2%	1.7%	3.2%	2.5%
Teacher/teachers aide	0.0%	1.1%	0.5%	0.0%	0.0%	0.0%
Other professional	0.0%	1.1%	0.5%	3.4%	4.8%	4.1%

* Differences between exempt and non-exempt counties not statistically significant at the .05 level

Types of Employers

- Exhibit IV-14 shows that almost 20 percent of the 1998-1999 employed respondents were working in retail stores or groceries. This compares to almost 16 percent of employed 1999-2000 respondents.

- Manufacturers provided almost 19 percent of the jobs held by employed 1998-1999 respondents and 21 percent of the jobs held by employed 1999-2000 respondents.

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- Restaurants provided 15 percent of the jobs held by employed 1998-1999 respondents, but less than 6 percent of the jobs held by employed 1999-2000 respondents.

Exhibit IV-14
Types of Employers for Whom Respondents Were Working

	1998-1999 Leavers			1999-2000 Leavers		
Type of Employer	**Exempt (N = 64)**	**Non-Exempt (N = 68)**	**Total (N = 131)**	**Exempt (N = 68)**	**Non-Exempt (N = 54)**	**Total (N = 122)**
Retail/grocery	20.2%	19.4%	19.8%	18.6%	12.7%	15.6%
Factory/manufacturing	19.1%	18.3%	18.7%	15.3%	27.0%	21.3%
Restaurant	15.7%	14.0%	15.0%	8.5%	3.2%	5.7%
Construction firm	9.0%	11.8%	10.3%	13.6%	7.9%	10.7%
Other services	11.2%	8.6%	10.1%	20.3%	11.1%	15.6%
Professional services	6.7%	5.4%	6.1%	10.2%	14.3%	12.3%
Hospital/Health care	2.2%	8.6%	5.1%	6.8%	9.5%	8.2%
School/college	4.5%	5.4%	4.9%	5.1%	1.6%	3.3%
Self-employed	4.5%	1.1%	3.0%	1.7%	6.3%	4.1%
Government Agency	2.2%	1.1%	1.7%	0.0%	3.2%	1.6%
Farm	0.0%	2.2%	1.0%	0.0%	3.2%	1.6%

F. Earnings Patterns Among Employed Respondents Still off Food Stamps

Overall Earnings Among the Sample

- As indicated in Exhibit IV-15, almost 63 percent of employed 1998-1999 respondents and 60 percent of employed 1999-2000 respondents were earning more than $1,000 per month.

- In both samples, employed persons from the non-exempt counties had higher earnings than employed persons in counties exempt under the 15 percent provision. However, the differences were not statistically significant due to small sample sizes.

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Exhibit IV-15
Total Monthly Earnings Among Employed Respondents Still Off Food Stamps

	1998-1999 Leavers			
Monthly Earnings	**Exempt-15 Percent (N = 32)**	**Exempt-Unemployment (N = 43)**	**Non-Exempt (N = 51)**	**Total (N = 125)**
$1 - $500	9.9%	2.6%	5.1%	5.5%
$501 - $750	18.0%	18.4%	8.5%	14.6%
$751 - $1,000	13.5%	13.2%	23.9%	17.6%
$1,001 - $1,250	28.7%	26.3%	22.2%	25.3%
$1,251 - $1,500	13.5%	13.2%	18.1%	15.3%
$1.500 +	16.3%	26.3%	22.2%	22.1%
Total	100.0%	100.0%	100.0%	100.0%
Median	$1,059.41	$1,136.63	$1,125.80	$1,090.50
Mean	$1,077.61	$1,207.37	$1,340.11	$1,228.55
	1999-2000 Leavers			
Monthly Earnings	**Exempt-15 Percent (N = 23)**	**Exempt-Unemployment (N = 36)**	**Non-Exempt (N = 56)**	**Total (N = 115)**
$1 - $500	13.0%	5.6%	8.9%	8.7%
$501 - $750	13.0%	11.1%	8.9%	10.4%
$751 - $1,000	21.7%	33.3%	12.5%	20.9%
$1,001 - $1,250	17.4%	16.7%	28.6%	22.6%
$1,251 - $1,500	17.4%	16.7%	21.4%	19.1%
$1.500 +	17.4%	16.7%	19.6%	18.3%
Total	100.0%	100.0%	100.0%	100.0%
Median	$1,082.50	$1,017.55	$1,203.74	$1,082.50
Mean	$1,004.51	$1,265.16	$1,189.80	$1,176.33

*Differences between the three types of counties in mean earnings NOT statistically significant at the .05 confidence level

Monthly Earnings by Education

- Exhibit IV-16 indicates that in the 1998-1999 sample, employed respondents who had completed high school were much more likely to be earning more than $1,250 (41.9 percent) than employed respondents who did not complete high school (33.8 percent). In the 1999-2000 sample, however, only 35 percent of the employed persons who had completed high school were earning more than $1,250 per month, compared to 40 percent of high school drop-outs.

- In the 1998-1999 sample, employed respondents who had not completed high school had higher median monthly earnings ($1,126) than employed respondents who completed high school only ($1,039). The same pattern was true for employed 1999-2000 respondents.

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Exhibit IV-16
Total Monthly Earnings Among Employed Respondents, by Education

	1998-1999 Leavers		1999-2000 Leavers	
Monthly Earnings	**Did Not Complete High School (N = 78)**	**Completed High School (N = 54)**	**Did Not Complete High School (N = 53)**	**Completed High School (N = 69)**
$1 - $500	5.2%	6.1%	8.0%	9.2%
$501 - $750	12.2%	17.9%	8.0%	12.3%
$751 - $1,000	20.7%	15.7%	26.0%	16.9%
$1,001 - $1,250	28.1%	18.4%	18.0%	26.2%
$1,251 - $1,500	13.5%	16.2%	22.0%	16.9%
$1.501 +	20.3%	25.7%	18.0%	18.5%
Total	100.0%	100.0%	100.0%	100.0%
Median	$1,125.80	$1,039.20	$1,104.15	$1,082.50
Mean	$1,288.28	$1,144.79	$1,109.39	$1,227.83

*Differences between the educational groups in mean earnings NOT statistically significant at the .05 confidence level

Monthly Earnings by Gender

- Exhibit IV-17 shows that, in the 1998-1999 sample, males had somewhat higher median monthly earnings than females. Almost 64 percent of employed males were earning more than $1,000 per month, compared to 58 percent of females.

- In the 1999-2000 sample, males had much higher earnings than females.

Exhibit IV-17
Total Monthly Earnings Among Employed Respondents, by Gender

	1998-1999 Leavers		1999-2000 Leavers	
Monthly Earnings	**Female (N = 54)**	**Male (N = 78)**	**Female (N = 63)**	**Male (N = 59)**
$1 - $500	6.4%	4.9%	5.1%	12.5%
$501 - $750	17.7%	12.2%	13.6%	7.1%
$751 - $1,000	17.8%	19.2%	30.5%	10.7%
$1,001 - $1,250	25.8%	22.8%	16.9%	28.6%
$1,251 - $1,500	11.3%	17.1%	25.4%	12.5%
$1.501 +	21.0%	23.7%	8.5%	28.6%
Total	100.0%	100.0%	100.0%	100.0%
Median	$1,039.20	$1,136.63	$1,039.20	$1,212.40
Mean	$1,158.92	$1,283.06	$1,071.87	$1,286.40

*Differences between females and males in mean earnings NOT statistically significant at the .05 confidence level

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Hourly Wage Rates

- As indicated in Exhibit IV-18, three-quarters of employed respondents in the 1998-1999 sample were working in jobs that paid $6 per hour or more. Almost 38 percent of employed respondents were working in jobs that paid $7 per hour or more. About 34 percent of employed respondents in exempt counties were working in jobs that paid more than $7 per hour, compared to 42.6 percent of respondents in non-exempt counties.

- In the 1999-2000 sample, 74 percent of the employed respondents were working in jobs paying more than $6 per hour. About 56 percent were working in jobs paying $7 per hour or more. There was no difference in the median hourly wage rate between the exempt and non-exempt counties.

Exhibit IV-18
Hourly Wage Rates in Primary Job

	1998-1999 Leavers			1999-2000 Leavers		
Hourly Wages	**Exempt (N = 64)**	**Non-Exempt (N = 68)**	**Total (N = 131)**	**Exempt (N = 59)**	**Non-Exempt (N = 56)**	**Total (N = 115)**
Less than $6.00	25.8%	23.0%	24.6%	33.9%	17.9%	26.1%
$6.00 - $6.99	40.3%	34.4%	37.8%	15.3%	19.6%	17.4%
$7.00 - $7.99	19.4%	18.0%	18.8%	20.3%	28.6%	24.3%
$8.00 - $8.99	3.2%	13.1%	7.5%	15.3%	16.1%	15.7%
$9.00 - $9.99	3.2%	4.9%	4.0%	8.5%	3.6%	6.1%
$10.00+	8.1%	6.6%	7.4%	6.8%	14.3%	10.4%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
MEDIAN	$6.75	$7.00	$6.84	$7.00	$7.00	$7.00

*Differences between exempt and non-exempt counties NOT statistically significant at the .05 level

Median Earnings by Occupation

- As shown in Exhibit IV-19, median monthly earnings varied considerably by occupation. In the 1998-1999 sample, median monthly earnings were highest for "other services," trades workers, and office/clerical workers. Earnings were lowest for restaurant workers and child care workers.

- In the 1999-2000 sample, earnings were highest among trades workers and assembly workers, and lowest among restaurant workers and child care workers.

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Exhibit IV-19
Median Monthly Earnings by Primary Occupation

Type of Job	1998-1999 Leavers (N = 131)	1999-2000 Leavers (N = 122)
"Other services"	$1,484	$1,039
Trades/construction	$1,461	$1,212
Office/clerical	$1,366	$970
Assembly/production/packaging	$1,140	$1,212
Housekeeper/janitor	$1,039	$892
Cashier/sales clerk	$987	$1,002
Teacher's aide	$797	-
Restaurant worker	$779	$650
Child care	$706	$472

Hourly Wage Rates by Occupation

- As indicated in Exhibit IV-20, median hourly wage rates also varied considerably by occupation. Median hourly wage rates in the 1998-1999 sample were highest for "other services," trades workers, production workers, and office workers. Hourly wage rates were lowest for child care workers and teacher's aides.

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- In the 1999-2000 sample, hourly wage rates were highest among office workers and lowest among child care and restaurant workers.

Exhibit IV-20
Median Hourly Wage in Primary Job, by Occupation

Type of Job	1998-1999 Leavers (N = 131)	1999-2000 Leavers (N = 122)
"Other services"	$8.05	$6.55
Trades/construction	$7.50	$7.25
Assembly/production/packaging	$7.02	$7.25
Office/clerical	$7.00	$8.00
Housekeeper/janitor	$6.70	$6.00
Restaurant worker	$6.11	$5.75
Cashier/sales clerk	$6.00	$6.25
Teacher's aide	$4.60	-
Child care	$4.08	$5.28

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G. Respondents Still off Food Stamps but Not Currently Working

Reasons for Not Working

- As indicated in Exhibit IV-21, the reason most often given by unemployed 1998-1999 respondents for not working was "physical or mental illness or injury" (20.2 percent), followed by "can't find a job" (16.0 percent), "in full/part time education" (13.1 percent), and "laid off from job" (13.1 percent).

- About 6.4 percent of the unemployed respondents indicated that they were not working because they were pregnant.

- Persons in exempt counties were much more likely than persons in non-exempt counties to mention physical or mental illness as the reason for not working (25.5 percent compared to 14 percent).

- Exhibit IV-22 shows that, among the 1999-2000 sample, the reasons most often given for not working were “can’t find a job,” and transportation problems. Persons in non-exempt counties were more likely to mention problems finding jobs, but were less likely to mention being laid off from a job.

Exhibit IV-21
Unemployed Respondents – Reasons Not Working Now, 1998-1999 Leavers

Reason Not Working	Exempt (N = 51)	Non-Exempt (N = 57)	Total (N = 108)
Physical/mental illness/injury(self)	25.5%	14.0%	20.2%
Can’t find job	17.6%	14.0%	16.0%
In full/part time education	13.7%	12.3%	13.1%
Laid off from job	13.7%	12.3%	13.1%
Fired from job	3.9%	7.0%	8.3%
Have no transportation	5.9%	8.8%	7.2%
Currently or recently pregnant	5.9%	7.0%	6.4%
Do not have experience/skills	5.9%	0.0%	3.2%
Quit job	3.9%	1.8%	2.9%
Lack child care	0.0%	3.5%	1.6%
Want to stay home with children	0.0%	3.5%	1.6%
Couldn't get along with co-workers/boss	2.0%	0.0%	1.1%
Too old to work	2.0%	0.0%	1.1%
Physical/mental illness/injury(other)	0.0%	1.8%	0.8%

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Exhibit IV-22
Unemployed Respondents – Reasons Not Working Now, 1999-2000 Leavers

Reason Not Working	Exempt (N = 63)	Non-Exempt (N = 57)	Total (N = 120)
Can't find job	28.6%	45.6%	36.7%
Have no transportation	30.2%	31.6%	30.8%
Laid off from job	30.2%	8.8%	20.0%
Don't have skills/experience	17.5%	17.5%	17.5%
Physical/mental illness/injury(self)	17.5%	17.5%	17.5%
Can't find job that pays enough	17.5%	14.0%	15.8%
Quit job	7.9%	21.1%	14.2%
Fired from job	12.7%	0.0%	6.7%
In full/part time education	6.3%	5.3%	5.8%
In job training	4.8%	5.3%	5.0%
Lack child care	6.3%	1.8%	4.2%
Physical/mental illness/injury(other)	4.8%	1.8%	3.3%
Want to stay home with children	1.6%	5.3%	3.3%
Can't get to a job on time	3.2%	3.5%	3.3%
Lose benefits if working	1.6%	5.3%	3.3%
Currently or recently pregnant	1.6%	1.8%	2.5%
Couldn't get along with co-workers/boss	1.6%	3.5%	2.5%
Other	7.9%	8.8%	8.3%

Work History of Unemployed Respondents

- The data in Exhibit IV-23 indicate that 48.7 percent of unemployed respondents in the 1998-1999 sample had worked for pay in the previous 12 months. Almost 47 percent of unemployed respondents in the 15 percent exempt counties had worked for pay in the previous 12 months, compared to 50 percent of unemployed respondents in non-exempt counties.

- In the 1999-2000 sample, 58 percent of unemployed respondents had worked in the previous 12 months, including 56 percent of respondents in the 15 percent exempt counties and about 54 percent in the non-exempt counties.

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Exhibit IV-23
Percentage of Unemployed Respondents Who Had Worked for Pay in the Past 12 Months

Type of County	1998-1999 Leavers
Exempt- 15 Percent (N = 27)	46.7%
Exempt- Unemployment (N = 33)	48.3%
Non-exempt (N = 47)	50.0%
Total (N = 106)	48.7%
Type of County	1999-2000 Leavers
Exempt- 15 Percent (N = 23)	56.5%
Exempt- Unemployment (N = 40)	65.0%
Non-exempt (N = 57)	54.4%
Total (N = 120)	58.3%

*Differences between types of counties NOT statistically significant at the .05 level

Hours Worked in Most Recent Job

- Currently unemployed respondents who had worked in the past 12 months were asked how many hours per week they had worked in their most recent job.

- As indicated in Exhibit IV-24, almost 84 percent of these respondents in the 1998-1999 sample reported working 30 or more hours per week in their most recent job. Unemployed respondents residing in non-exempt counties were somewhat more likely to have worked 30 or more hours per week in their last job (88.4 percent) than unemployed respondents in exempt counties (80.0 percent).

- Among the 1999-2000 sample, 84 percent of the currently unemployed respondents who had worked in the last 12 months had worked 30 hours or more in the last job.

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Exhibit IV-24
Unemployed Respondents Who Had Worked in the Past 12 Months -- Total Hours Worked Per Week

	1998-1999 Leavers			1999-2000 Leavers		
Hours Per Week	**Exempt (N =25)**	**Non-Exempt (N = 26)**	**Total (N = 51)**	**Exempt (N = 41)**	**Non-Exempt (N = 29)**	**Total (N = 70)**
40+	48.0%	53.8%	50.6%	64.1%	51.6%	58.6%
30-39	32.0%	34.6%	33.2%	23.1%	29.0%	25.7%
20-29	20.0%	7.7%	14.5%	7.7%	12.9%	10.0%
1-19	0.0%	3.8%	1.7%	5.1%	6.5%	5.7%
Total	100%	100%	100%	100%	100%	100%

*Differences between exempt and non-exempt counties NOT statistically significant at the .05 level

Earnings and Wage Rates in Most Recent Job

- As shown in Exhibit IV-25, almost 53 percent of the 1998-1999 unemployed respondents who had worked in the previous 12 months had earned $1,000 or more per month in their most recent job. For the 1999-2000 sample, the percentage was 50 percent.

- In the 1998-1999 sample, unemployed respondents residing in non-exempt counties were more likely to have earned $1,000 or more per month (56 percent) than respondents residing in exempt counties (50 percent). The reverse was true for the 1999-2000 sample.

Exhibit IV-25
Total Monthly Earnings in Most Recent Job Among Unemployed Respondents

	Year			1999-2000 Leavers		
Monthly Earnings	**Exempt (N =25)**	**Non-Exempt (N = 26)**	**Total (N = 51)**	**Exempt (N = 41)**	**Non-Exempt (N = 29)**	**Total (N = 70)**
$1 - $500	8.3%	12.0%	10.0%	7.7%	16.1%	11.4%
$501 - $750	16.7%	4.0%	11.0%	15.4%	9.7%	12.9%
$751 - $1,000	25.0%	28.0%	26.3%	17.9%	35.5%	25.7%
$1,001 - $1,250	37.5%	36.0%	36.8%	15.4%	19.4%	17.1%
$1,251 - $1,500	4.2%	12.0%	7.6%	25.6%	12.9%	20.0%
$1.501 +	8.3%	8.0%	8.2%	17.9%	6.5%	12.9%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Median	$1,012.14	$1,082.50	$1,039.20	$1,136.63	$909.30	$1,012.14

*Differences between exempt and non-exempt counties NOT statistically significant at the .05 level

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H. Presence of Other Employed Adults – Respondents Still Off Food Stamps

- As indicated previously in Chapter III, 65.6 percent of all 1998-1999 respondents and 65.7 percent of 1999-2000 respondents were living with at least one other adult. In the 1998-1999 sample, 15.9 percent were living with a spouse or partner. The percentage for the 1999-2000 sample was 15.2 percent.

Employment of Spouse/Partner

- Exhibit IV-26 shows that 8.5 percent of all 1998-1999 respondents were living with an employed spouse or partner, and that 9.1 percent were living with an unemployed spouse or partner. Respondents living in non-exempt counties were slightly more likely to be living with an employed spouse or partner (10.4 percent) than respondents living in exempt counties (7.0 percent).

- In the 1999-2000 sample, 9.1 percent of respondents were living with an employed spouse or partner, with a slightly higher percentage for respondents in exempt counties.

Exhibit IV-26
Percent of Respondents Living With an Employed Spouse or Partner - Respondents Still Off Food Stamps

	1998-1999 Leavers		
Status	**Exempt (N = 115)**	**Non-Exempt (N = 125)**	**Total (N = 240)**
Not living with spouse/partner	84.3%	80.0%	82.4%
Spouse/partner present and employed	7.0%	10.4%	8.5%
Spouse/partner present and not employed	8.7%	9.6%	9.1%
Total	100.0%	100.0%	100.0%
	1999-2000 Leavers		
Status	**Exempt (N = 122)**	**Non-Exempt (N = 120)**	**Total (N = 242)**
Not living with spouse/partner	79.5%	90.0%	84.7%
Spouse/partner present and employed	11.5%	6.7%	9.1%
Spouse/partner present and not employed	9.0%	3.3%	6.2%
Total	100.0%	100.0%	100.0%

*Differences between exempt and non-exempt counties NOT statistically significant at the .05 level

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Percent of Respondents Employed or Living with an Employed Spouse/Partner

- Exhibit IV-27 combines the data on the respondent's employment situation and the employment of the spouse/partner to highlight the respondent's overall situation.

- The data show that 59.3 percent of all 1998-1999 respondents were either employed or living with an employed spouse or partner, including 60 percent of those in exempt counties and 58.4 percent of those in non-exempt counties.

- In the 1999-2000 sample, 53.7 percent of respondents were either employed or living with an employed adult, including 53.3 percent of respondents in exempt counties and 54.2 percent of respondents in non-exempt counties.

Exhibit IV-27
Employment Status of Respondents and Spouses/Partners

	1998-1999 Leavers		
Status	**Exempt (N = 115)**	**Non-Exempt (N = 125)**	**Total (N = 240)**
Respondent employed	55.7%	54.4%	55.1%
Respondent not employed, but living with employed spouse/partner	4.3%	4.0%	4.2%
Respondent not employed, and not living with employed spouse/partner	40.0%	41.6%	40.7%
Total	100.0%	100.0%	100.0%
	1999-2000 Leavers		
Status	**Exempt (N = 122)**	**Non-Exempt (N = 120)**	**Total (N = 242)**
Respondent employed	48.4%	52.5%	50.4%
Respondent not employed, but living with employed spouse/partner	4.9%	1.7%	3.3%
Respondent not employed, and not living with employed spouse/partner	46.7%	45.8%	46.3%
Total	100.0%	100.0%	100.0%

*Differences between exempt and non-exempt counties NOT statistically significant at the .05 confidence level

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Percent of Respondents Employed or Living with an Employed Adult

- Exhibit IV-28 combines data on the respondent's employment situation and the employment of any other adult in the household, including a spouse/partner or any unrelated adult.

- As indicated, 72.8 percent of 1998-1999 respondents and 71.9 percent of 1999-2000 respondents were either employed or living with an employed adult.

- In both samples, there was little difference between the exempt counties and non-exempt counties.

Exhibit IV-28
Employment Status of Respondents and Other Adults

	1998-1999 Leavers		
Status	**Exempt (N = 115)**	**Non-Exempt (N = 125)**	**Total (N = 240)**
Respondent employed	55.7%	54.4%	55.1%
Respondent not employed, but living with employed adult	16.5%	19.2%	17.7%
Respondent not employed, and not living with employed adult	27.8%	26.4%	27.2%
Total	100.0%	100.0%	100.0%
	1999-2000 Leavers		
Status	**Exempt (N = 122)**	**Non-Exempt (N = 120)**	**Total (N = 242)**
Respondent employed	48.4%	52.5%	50.4%
Respondent not employed, but living with employed adult	20.5%	22.5%	21.5%
Respondent not employed, and not living with employed adult	31.1%	25.0%	28.1%
Total	100.0%	100.0%	100.0%

*Differences between exempt and non-exempt counties NOT statistically significant at the .05 confidence level

Other Income Among Persons Not Employed and Not Living with an Employed Adult

- For the 1998-1999 respondents who were not working and not living with an employed adult, Exhibit IV-29 shows that 85 percent were not receiving any child support or SSI. The other 15 percent consisted of 13.7 percent who were receiving SSI, and 1.3 percent who were receiving both SSI and child support. In the 1999-2000 sample, 68 percent of the persons who were not employed and not living with an employed adult were not receiving SSI or child support.

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- Combining this with the data above, we find that 76.9 percent of all 1998-1999 respondents were working, living with an employed adult, or receiving child support or SSI. The percentage for the 1999-2000 respondents was 81 percent.

Exhibit IV-29
Receipt of Child Support and/or SSI, by Employment Status of Respondents and Other Adults

	1998-1999 Leavers				
Status	**No Child Support or SSI**	**SSI Only**	**Child Support Only**	**Both Child Support and SSI**	**Total**
Respondent employed (N = 131)	90.4%	4.8%	3.9%	0.9%	100.0%
Respondent not employed, but living with employed adult (N = 42)	86.5%	2.0%	11.5%	0.0%	100.0%
Respondent not employed, and not living with employed adult (N = 65)	85.0%	13.7%	0.0%	1.3%	100.0%
Total (N = 240)	88.2%	6.7%	4.2%	0.8%	100.0%
	1999-2000 Leavers				
Status	**No Child Support or SSI**	**SSI Only**	**Child Support Only**	**Both Child Support and SSI**	**Total**
Respondent employed (N = 122)	91.8%	4.1%	4.1%	0.0%	100.0%
Respondent not employed, but living with employed adult (N = 52)	88.5%	3.8%	3.8%	3.8%	100.0%
Respondent not employed, and not living with employed adult (N = 68)	67.6%	14.7%	11.8%	5.9%	100.0%
Total (N = 242)	84.3%	7.0%	6.2%	2.5%	100.0%

I. Total Household Income Among Respondents Still off Food Stamps

Total Household Income by County Type

- Respondents were asked "About how much money do you have coming into the household each month, including everyone's earnings, as well as child support, unemployment benefits, and SSI, but not including cash assistance or Food Stamps?"

- In cases where the reported household income was less than the amounts reported on the earnings questions, we used the earnings data to compute household income.

- As shown in Exhibit IV-30, about 5.5 percent of all 1998-1999 respondents reported that they had no income coming into the household, and another 5.7 percent reported income of $1 to $499 per month. In the 1999-2000 sample,

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7.4 percent reported no income and another 7.4 percent reported income of $1 to $499 per month.

- In the 1998-1999 sample, mean income for persons who reported their household incomes was $1,002 in the non-exempt counties, compared to only $767 in the counties exempt under the 15 percent provision, a statistically significant difference. In the 1999-2000 sample, mean income for persons who reported their household incomes was $1,051 in the non-exempt counties, compared to $838 in the counties exempt under the 15 percent provision.

Exhibit IV-30
Total Monthly Household Income Among Respondents Still Off Food Stamps, by County Type

1998-1999 Leavers				
Monthly Income	**Exempt-15 Percent (N = 60)**	**Exempt-Unemployment (N = 77)**	**Non-Exempt (N = 101)**	**Total (N = 238)**
None	7.1%	5.9%	4.3%	5.5%
$1-$499	8.5%	2.9%	5.1%	5.7%
$500-$999	33.0%	22.1%	26.6%	26.8%
$1,000-$1,499	29.7%	26.5%	32.3%	29.2%
$1,500-$1,999	7.1%	17.6%	10.3%	11.5%
$2,000 or more	7.1%	10.3%	14.6%	11.7%
Don't know/refused	7.5%	14.7%	6.9%	9.6%
Total	100.0%	100.0%	100.0%	100.0%
Mean income	$767.46*	$880.95	$1,001.75*	$905.21
1999-2000 Leavers				
Monthly Income	**Exempt-15 Percent (N = 46)**	**Exempt-Unemployment (N = 76)**	**Non-Exempt (N = 120)**	**Total (N = 242)**
None	13.0%	7.9%	5.0%	7.4%
$1-$499	8.7%	5.3%	8.3%	7.4%
$500-$999	26.1%	25.0%	22.5%	24.0%
$1,000-$1,499	17.4%	19.7%	18.3%	18.6%
$1,500-$1,999	2.2%	7.9%	5.8%	5.8%
$2,000 or more	6.5%	5.3%	9.2%	7.4%
Don't know/refused	26.1%	28.9%	30.8%	29.3%
Mean income	$838.24	$990.74	$1,051.20	$989.77
Total	100.0%	100.0%	100.0%	100.0%

*Difference statistically significant at the .05 confidence level

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Total Household Income by Education

- Exhibit IV-31 shows that 6.2 percent of the 1998-1999 respondents who had not completed high school reported no household income, compared to 4.5 percent of respondents who had completed high school. In the 1999-2000 sample, the percentages were 11.1 percent for drop-outs and 4.0 percent for completers.

- Mean income was about the same for the two groups in the 1998-1999 sample. In the 1999-2000 sample, mean income was higher among the persons who had completed high school.

Exhibit IV-31
Total Monthly Household Income, by Education

	1998-1999 Leavers		1999-2000 Leavers	
Monthly Income	**Did not Complete High School (N = 138)**	**Completed High School (N = 101)**	**Did not Complete High School (N = 117)**	**Completed High School (N = 125)**
None	6.2%	4.5%	11.1%	4.0%
$1-$499	5.7%	5.7%	6.8%	8.0%
$500-$999	25.1%	29.1%	21.4%	26.4%
$1,000-$1,499	30.3%	27.7%	20.5%	16.8%
$1,500-$1,999	11.9%	11.0%	4.3%	7.2%
$2,000 or more	12.4%	10.7%	6.0%	8.8%
Don't know/refused	8.3%	11.3%	29.9%	28.8%
Mean income	$900.58	$911.58	$917.68	$1,056.18
Total	100.0%	100.0%	100.0%	100.0%

*Differences between drop-outs and completers NOT statistically significant at the .05 confidence level

Primary Sources of Household Income

- As indicated in Exhibit IV-32, 87.5 percent of 1998-1999 respondents and 83 percent of 1999-2000 respondents reported that earnings from a job were a primary source of household income. In both cohorts, the percentage who reported earnings as a primary source of income was somewhat higher in the exempt counties.

- About 14 percent of the 1998-1999 respondents and 22 percent of the 1999-2000 respondents identified SSI or Social Security as a primary source of income. In non-exempt counties, the percentage was almost 30 percent.

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Exhibit IV-32
Primary Sources of Household Income, by County Type

	1998-1999 Leavers			1999-2000 Leavers		
Primary Source	**Exempt (N = 74)**	**Non-Exempt (N = 73)**	**Total (N = 146)**	**Exempt (N = 86)**	**Non-Exempt (N = 67)**	**Total (N = 153)**
Earnings from a job	89.2%	85.7%	87.5%	86.8%	79.2%	83.0%
Child support	1.5%	4.8%	3.1%	7.9%	6.5%	7.2%
SSI or Social Security	13.8%	14.3%	14.1%	17.1%	27.3%	22.2%
Help with utilities	3.1%	2.4%	2.7%	0.0%	0.0%	0.0%
Friends-family help	1.5%	1.2%	1.4%	2.6%	2.6%	2.6%
Unemployment	0.0%	0.0%	0.0%	1.3%	0.0%	0.7%
Other	0.0%	4.8%	2.4%	1.3%	0.0%	0.7%

*Differences between types of counties NOT statistically significant at the .05 confidence level

J. Poverty Status of Persons Still off Food Stamps

This section examines the poverty status of persons who were still off Food Stamps, based on reported earnings and household income. Two separate analyses are presented:

- an analysis based on the reported earnings of the respondents and spouse/partners, counting the respondent, the spouse/partner, and all children in the calculation of household size;

- an analysis based on total household income reported by respondents, factoring in all adults and children in the calculation of household size.

Normally, only the second analysis would be used in a poverty analysis. However, we decided to use both approaches because of concerns about the limitations of the reported data on household income. One of these limitations is that the respondents may not know the exact incomes of other members of the household, especially in the case of unrelated adults. A second limitation is that household income may be under-reported out of privacy concerns.

A third limitation of the household income data is that respondents were allowed to report their total household income within broad ranges rather than being asked to give a specific dollar amount. This approach was designed to encourage respondents to report their household income and to avoid having to make complicated calculations in cases where the household had multiple sources of income. The income ranges were those shown above in the section on household income.

It should also be noted that, because of the nature of the population, the children in the household were not typically the children of the respondent. The results of the poverty analysis must be interpreted with this in mind.

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1. Poverty Analysis Based On Reported Earnings

The data in this section provide an analysis of the poverty status of families based on the reported earnings of the respondents and spouses/partners. Family size was calculated by adding the number of children, the respondent, and the spouse/partner if present.

Poverty Status by County Type

- As shown in Exhibit IV-33, about 37 percent of the families in the 1998-1999 sample had earnings that placed them at 130 percent of poverty or higher. This was also true for the 1999-2000 respondents.

- Among the 1998-1999 sample, 34 percent of respondents in non-exempt counties had earnings at 130 percent of poverty or higher – about the same as on the 15 percent exempt counties. The percentage in the counties exempt due to high unemployment was much higher at 42.6 percent.

- For the 1999-2000 sample, the percentage with earnings at 130 percent of poverty or higher was higher in the non-exempt counties (35 percent) than in the 15 percent exempt counties (30 percent). As in the 1998-1999 sample, the percentage was highest in the counties exempt due to high unemployment (43.4 percent).

- The data suggest, therefore, that 63 percent of the respondents in both samples might meet the gross income test for Food Stamps based solely on the earnings of respondents and their spouses/partners. For the 1998-1999 sample, this includes 66 percent of the respondents in non-exempt counties, 66 percent of the respondents in counties exempt under the 15 percent provision, and 57 percent of counties exempt due to high unemployment. For the 1999-2000 sample, it includes 65 percent of the respondents in non-exempt counties, 70 percent of the respondents in counties exempt under the 15 percent provision, and 57 percent of the respondents in counties exempt due to high unemployment.

- Overall, the data show that about 52 percent of respondents and their spouse/partners had earnings above the poverty level, while 48 percent had earnings below the 100 percent poverty level. Among the 1998-1999 respondents, there was not much difference between the exempt and non-exempt counties on this measure. Among the 1999-2000 respondents, respondents in counties exempt due to high unemployment were somewhat less likely to be living below the poverty level than respondents in other counties.

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Exhibit IV-33
Poverty Status of Families Still off Food Stamps, Based on Earnings of Respondents and Spouses/Partners

	1998-1999 Leavers			
Percent of Poverty	**Exempt-15 Percent (N = 60)**	**Exempt-Unemployment (N = 77)**	**Non-Exempt (N = 101)**	**Total (N = 238)**
0 percent	23.1%	25.0%	25.7%	25.6%
1-49 percent	1.9%	2.9%	0.9%	1.8%
50-99 percent	25.5%	17.6%	21.1%	20.7%
Percent below poverty	50.5%	45.5%	47.7%	48.1%
100-129 percent	15.1%	11.8%	18.0%	14.4%
130 percent or higher	34.4%	42.6%	34.3%	37.5%
Total	100.0%	100.0%	100.0%	100.0%
	1999-2000 Leavers			
Percent of Poverty	**Exempt-15 Percent (N = 54)**	**Exempt-Unemployment (N = 97)**	**Non-Exempt (N = 132)**	**Total (N = 235)**
0 percent	21.7%	15.8%	23.0%	20.4%
1-49 percent	8.7%	6.6%	2.7%	5.1%
50-99 percent	21.7%	21.1%	23.9%	22.6%
Percent below poverty	52.1%	43.5%	49.6%	48.1%
100-129 percent	17.4%	13.2%	15.0%	14.9%
130 percent or higher	30.4%	43.4%	35.4%	37.0%
Total	100.0%	100.0%	100.0%	100.0%

*Differences between types of counties in percent below poverty NOT statistically significant at the .05 confidence level

Poverty Status by Education

- As indicated in Exhibit IV-34, education had little impact on the percentage of cases living below 130 percent of poverty.

- In the 1998-1999 sample, however, about 54 percent of the respondents who had completed high school were living below the poverty level, compared to only 43 percent of the respondents who had not completed high school.

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Exhibit IV-34
Poverty Status of Families Still Off Food Stamps, Based on Earnings of Respondents and Spouses/Partners, by Education of the Respondent

	1998-1999 Leavers	
Percent of Poverty	**Did not Complete High School/GED (N = 137)**	**Completed High School/GED (N = 101)**
0 percent	24.9%	26.6%
1-49 percent	2.3%	1.1%
50-99 percent	16.1%	26.8%
Percent below poverty	43.3%	54.5%
100-129 percent	19.0%	8.2%
130 percent or higher	37.7%	37.2%
Total	100.0%	100.0%
	1999-2000 Leavers	
Percent of Poverty	**Did not Complete High School/GED (N = 114)**	**Completed High School/GED (N = 121)**
0 percent	23.7%	17.4%
1-49 percent	5.3%	5.0%
50-99 percent	19.3%	25.6%
Percent below poverty	48.3%	48.0%
100-129 percent	14.0%	15.7%
130 percent or higher	37.7%	36.4%
Total	100.0%	100.0%

*Differences between educational groups in percent below poverty NOT statistically significant at the .05 confidence level

Analysis of Poverty by the Reason for No Longer Being on Food Stamps -- Overview

- Exhibits IV-35 and IV-36 show that 32.8 percent of the 1998-1999 respondents and 40.9 percent of the 1999-2000 respondents reported that they were no longer on Food Stamps because they had obtained a job or had increased their earnings. In the 1998-1999 sample, employment or earnings were identified by 36.4 percent of the respondents in exempt counties and 28.6 percent of the respondents in non-exempt counties. To some extent, this confirms the theory that persons in non-exempt counties might be more likely to leave the Food Stamp program before they have a job available. However, the difference is not very large. In the 1999-2000 sample, there was little difference between exempt and non-exempt counties in the percentage of respondents who identified employment and earnings as a reason for no longer being on Food Stamps.

- The data for the 1998-1999 sample indicate that 21 percent of the 1998-1999 respondents did not know why they were no longer on Food Stamps, including 25 percent of the respondents from non-exempt counties. One explanation for

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this may be that some of the non-exempt cases were being closed from Food Stamps due to the ABAWD rules without the respondent fully understanding what was happening. However, it should be noted that about 18 percent of the respondents from exempt counties also did not know why they were no longer getting benefits. In addition, in the 1999-2000 sample, there was little difference between exempt and non-exempt counties.

- About 13 percent of the 1998-1999 respondents and 12 percent of 1999-2000 respondents reported that they were no longer on Food Stamps because of the "hassles" involved, or because of such factors as pride or dignity.

- About 7.4 percent of the 1998-1999 respondents reported that they had turned 18 and stopped receiving Food Stamps, including 7.3 percent of the respondents from exempt counties. It is possible that some of these respondents may have moved to non-exempt counties after they left Food Stamps. It is also possible that some had simply left home at 18 and lost their eligibility for that reason. Almost 6 percent of the 1999-2000 respondents in non-exempt counties reported that they left Food Stamps because of turning 18.

- Relatively few of the respondents reported that they were no longer on Food Stamps because of factors specifically related to the ABAWD work requirements or time limits. However, some of the respondents who left Food Stamps for employment may have been responding to the new rules.

Exhibit IV-35
Reasons Given for No Longer Receiving Food Stamps, by County Type, 1998-1999 Leavers

Reason	Exempt (N = 125)	Non-Exempt (N = 103)	Total (N = 228)
Employment/earnings	36.4%	28.6%	32.8%
Did not know why case closed	18.2%	25.2%	21.4%
Hassle/pride/simply did not want to be on Food Stamps	12.7%	14.3%	13.4%
Change in household composition	9.1%	5.9%	7.6%
Turned 18	7.3%	7.6%	7.4%
Never received Food Stamps	4.5%	6.7%	5.5%
Moved out of parents house	3.6%	3.4%	3.5%
Didn't follow work requirements	2.7%	2.5%	2.6%
Assets too high	1.8%	1.7%	1.8%
Reached time limit	0.0%	2.5%	1.1%

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Exhibit IV-36
Reasons Given for No Longer Receiving Food Stamps, by County Type, 1999-2000 Leavers

Reason	Exempt (N = 122)	Non-Exempt (N = 120)	Total (N = 242)
Employment/earnings	41.0%	40.8%	40.9%
Do not know, mother/relative applied	13.9%	17.5%	15.7%
Does not know why case was closed	14.8%	12.5%	13.6%
Hassle/pride/did not want to be on Food Stamps	12.3%	11.7%	11.9%
Change household/lost eligibility	11.5%	5.8%	8.7%
Moved out of state	2.5%	2.5%	2.5%
Too much money, not from job	1.6%	1.7%	1.7%
Incarcerated	1.6%	1.7%	1.7%
Got married/live with partner	1.6%	0.8%	1.2%
Got training/education	0.8%	0.8%	0.8%
Child support income too much	0.0%	0.8%	0.4%
Had a problem with caseworker	0.0%	0.8%	0.4%
Turned 18	2.5%	5.8%	4.1%
Other	4.9%	6.7%	5.8%

Poverty Rates by Reasons for Leaving Food Stamps – Results of the Analysis

- Exhibit IV-37 shows that 60 percent of the families in the 1998-1999 sample who were no longer on Food Stamps due to hassles, requirements, or pride/dignity had earnings that placed them below the 130 percent poverty level. In addition, 40 percent of these families had earnings below the 100 percent poverty level. In the 1999-2000 sample, 64 percent of these families were below 130 percent of poverty, and 40 percent were below 100 percent of poverty.

- In contrast, only 52 percent of the 1998-1999 families who were off Food Stamps due to employment and earnings had incomes that placed them below 130 percent of poverty, and only 32.5 percent had earnings below the 100 percent poverty level. In the 1999-2000 sample, the percentages were 59.6 percent and 43.8 percent.

- The group that was most likely to be living under the poverty level were those who were no longer on Food Stamps for other reasons – almost 59 percent of the 1998-1999 sample and 50 percent of the 1999-2000 sample.

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Exhibit IV-37
Poverty Status of Families Still off Food Stamps, Based on Earnings of Respondents and Spouses/Partners, by Reason for No Longer Receiving Food Stamps

	1998-1999 Leavers		
Percent of Poverty	**Employment and Earnings (N = 69)**	**Hassles, Requirements, Pride/Dignity (N = 28)**	**Other Reasons (N = 116)**
0 percent	11.9%	15.9%	35.6%
1-49 percent	0.0%	0.0%	3.2%
50-99 percent	20.6%	24.4%	19.8%
Percent below poverty	32.5%*	40.3%	58.6%*
100-129 percent	19.9%	19.6%	10.2%
130 percent or higher	47.7%	40.1%	31.1%
Total	100.0%	100.0%	100.0%
	1999-2000 Leavers		
Percent of Poverty	**Employment and Earnings (N = 89)**	**Hassles, Requirements, Pride/Dignity (N = 25)**	**Other Reasons (N = 131)**
0 percent	13.5%	20.0%	23.7%
1-49 percent	6.7%	0.0%	4.6%
50-99 percent	23.6%	20.0%	22.1%
Percent below poverty	43.8%	40.0%	50.4%
100-129 percent	15.7%	24.0%	13.0%
130 percent or higher	40.4%	36.0%	36.6%
Total	100.0%	100.0%	100.0%

*Difference statistically significant at the .05 percent confidence level

Limitations of the Analysis

- The major limitation of the analysis presented above is that it does not factor in non-wage income received by respondents, such as child support and SSI. Specific data were not gathered on the amounts of child support, SSI, or other income received by respondents. Also, as noted, other household members besides the respondents and their spouses/partners are not considered in terms of income or family size.

Conclusions from the Analysis

- Because of the above limitations, the analyses presented in this section provide only an exploratory estimate of the percentage of ABAWD leavers who might still meet the income criteria for Food Stamps.

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- Another factor to consider is the assets of household members. Data from the surveys (see Chapter VI) show that at least 29 percent of the 1998-1999 respondents from exempt counties owned a vehicle, and that at least 37 percent of the respondents from non-exempt counties owned a vehicle. For the 1999-2000 sample, the percentages were 34 percent and 32 percent, respectively. The value of these vehicles is unknown.

- Overall, the analysis suggests that respondents who are staying off Food Stamps for reasons unrelated to employment and earnings are more likely than other respondents to be eligible for continued benefits.

2. Poverty Analysis Based on Total Household Income

2.1 Approach to the Analysis

- The data in this section provide an analysis of the poverty status of respondents based on total household income reported by respondents. Household size was calculated by adding the number of children, the respondent, the spouse/partner if present, and all other unrelated adults living in the household.

- Respondents were asked to report their monthly household income based on the following categories: $0, $1-499, $500-999, $1,000-1499, $1,500-1999, and $2,000 or higher.

- To conduct the poverty analysis, the mid-points of the ranges were used, as follows: $0, $250, $750, $1,250, and $1,750. Respondents who reported household income of $2,000 or higher were assigned an income of $2,250.

- Cases where the respondents refused to provide information, or said that they did not know the incomes of other household members, were taken out of the analysis, and the percentages for other respondents were adjusted proportionally.

2.2 Results by County Type

- Exhibit IV-38 presents the results of the analysis. The data show that 63 percent of the households in the 1998-1999 sample had income that placed them below 130 percent of the poverty level. This was about the same as the results based on the analysis of earnings. For the 1999-2000 respondents, 69 percent had household incomes that placed them below 130 percent of the poverty level.

- Among the 1998-1999 sample, 59 percent of the respondents from non-exempt counties were in households with incomes below 130 percent of poverty,

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compared to 70 percent of the respondents from the 15 percent exempt counties. For the 1999-2000 sample, the percentages were 72 percent and 70 percent.

- About 46 percent of the 1998-1999 respondents were in households with incomes below the poverty level, including almost 55 percent of the respondents from the 15 percent exempt counties, but only 40 percent of the respondents from non-exempt counties. In the 1999-2000 sample, 49 percent of the respondents were in households with incomes below the poverty level, including 54 percent of the respondents in the 15 percent exempt counties and almost 47 percent of the respondents in non-exempt counties.

Exhibit IV-38
Poverty Status of Households Still off Food Stamps, Based on Total Household Income

	1998-1999 Leavers			
Percent of Poverty	**Exempt-15 Percent (N = 60)**	**Exempt-Unemployment (N = 77)**	**Non-Exempt (N = 101)**	**Total (N = 238)**
0 percent	7.7%	6.9%	4.6%	6.1%
1-49 percent	7.2%	5.2%	5.5%	5.8%
50-99 percent	39.8%	36.2%	30.0%	34.4%
Percent below poverty	54.7%	48.3%	40.1%	46.3%
100-129 percent	15.8%	13.8%	19.3%	16.7%
130 percent or higher	29.6%	37.9%	40.5%	36.9%
Total	100.0%	100.0%	100.0%	100.0%
	1999-2000 Leavers			
Percent of Poverty	**Exempt-15 Percent (N = 54)**	**Exempt-Unemployment (N = 97)**	**Non-Exempt (N = 132)**	**Total (N = 235)**
0 percent	15.2%	15.8%	17.5%	16.5%
1-49 percent	13.0%	6.6%	7.5%	8.3%
50-99 percent	26.1%	27.6%	21.7%	24.4%
Percent below poverty	54.3%	50.0%	46.7%	49.2%
100-129 percent	15.2%	13.2%	25.8%	19.8%
130 percent or higher	30.4%	36.8%	27.5%	31.0%
Total	100.0%	100.0%	100.0%	100.0%

*Differences between types of counties in percent below poverty level NOT statistically significant at the .05 percent confidence level

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2.3 Multiple Regression Analysis of Poverty Status

- To further isolate the impact of county type on the poverty status of the respondents, we conducted a multiple regression analysis using the same overall approach as the one used for examining employment status. The dependent variable in the analysis was whether the household was above or below the poverty level.

- The results for the 1998-1999 respondents are shown in Exhibit IV-39. As indicated, county type was not a statistically significant factor in the poverty status of households.

- The only variable that was statistically significant was age – respondents aged 18-24 were significantly more likely to be in households above the poverty level than older respondents.

- The results for the 1999-2000 respondents are presented in Exhibit IV-40. The data indicate that females, non-whites, and persons living with other adults were significantly more likely than other respondents to be in poverty.

Exhibit IV-39
Results of Logistic Regression for Poverty Level
(1998-1999 Leavers)

Logistic Regression Results Dependent Variable = Above Poverty Level (1)		
Variable	**Coefficient**	**Wald Statistic**
Constant	-0.324	0.376
Exempt- 15 percent	-0.163	0.170
Non-exempt	0.418	1.493
Gender	-0.201	0.455
Ethnicity	0.368	1.004
Education	-0.123	0.177
Age	0.678*	4.755
Other adults	-0.412	1.701
Model Chi-square [df]	12.438 [7]	
Percent correct predictions	59.3	
McFadden's R^2**	0.042	
* Indicates that the coefficient is statistically significant at, at least, the .05 level		
**McFadden's R^2 = 1 - (LL(a,B)/LL(a)), where LL(a,B) = the unconstrained model that includes all the independent variables, and LL(a) = the constrained model that includes only the constant. In this model, LL(a) = 297.938 and LL(a,B) = 285.500.		

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Exhibit IV-40
Results of Logistic Regression for Poverty Level
(1999-2000 Leavers)

Logistic Regression Results Dependent Variable = Above Poverty Level (1)		
Variable	**Coefficient**	**Wald Statistic**
Constant	1.664*	10.824
Exempt- 15 percent	-0.313	0.629
Non-exempt	-0.026	0.007
Gender	-0.622*	4.999
Ethnicity	-0.779*	5.026
Education	-0.449	2.656
Age	0.315	1.142
Other adults	-0.864*	8.124
Model Chi-square [df]	19.082 [7]	
Percent correct predictions	59.9	
McFadden's R^2**	0.057	
* Indicates that the coefficient is statistically significant at, at least, the .05 level		
**McFadden's R^2 = 1 - (LL(a,B)/LL(a)), where LL(a,B) = the unconstrained model that includes all the independent variables, and LL(a) = the constrained model that includes only the constant. In this model, LL(a) = 335.417 and LL(a,B) = 316.336.		

2.4 Poverty Status by Reasons for Being Off Food Stamps

- Exhibit IV-41 shows that only 36 percent of the 1998-1999 respondents who were off Food Stamps due to employment or earnings were living in households with incomes below the poverty level. This compares to 39 percent of those who were no longer on Food Stamps due to hassles and pride/dignity, and 53 percent of those who were off Food Stamps for other reasons.

- In the 1999-2000 sample, only 38 percent of the respondents who were off Food Stamps due to employment and earnings were living in households below the poverty level, compared to 50 percent of those who were off Food Stamps due to hassles or pride/dignity.

- In the 1998-1999 sample, about 61 percent of the respondents who were off Food Stamps because of hassles and related factors had household incomes below 130 percent of poverty. The percentage for the 1999-2000 sample was 69 percent.

- Almost 68 percent of the 1998-1999 respondents who were off Food Stamps for "other" reasons had household incomes below 130 percent of poverty. This compares to 70 percent for the 1999-2000 sample.

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Exhibit IV-41
Poverty Status of Families Still off Food Stamps, Based on Total Household Income -- By Reason for No Longer Receiving Food Stamps

	1998-1999 Leavers		
Percent of Poverty	**Employment and Earnings (N = 69)**	**Hassles, Requirements, Pride/Dignity (N = 28)**	**Other Reasons (N = 116)**
0 percent	0.0%	6.1%	9.7%
1-49 percent	5.7%	0.0%	8.1%
50-99 percent	30.6%	33.4%	35.2%
Percent below poverty	36.3%*	39.5%	53.0%*
100-129 percent	16.0%	21.2%	15.4%
130 percent or higher	47.7%	39.3%	31.6%
Total	100.0%	100.0%	100.0%
	1999-2000 Leavers		
Percent of Poverty	**Employment and Earnings (N = 89)**	**Hassles, Requirements, Pride/Dignity (N = 25)**	**Other Reasons (N = 131)**
0 percent	9.8%	15.4%	20.1%
1-49 percent	7.6%	11.5%	7.5%
50-99 percent	20.7%	23.1%	26.1%
Percent below poverty	38.1%*	50.0%	53.7%*
100-129 percent	26.1%	19.2%	16.4%
130 percent or higher	35.9%	30.8%	29.9%
Total	100.0%	100.0%	100.0%

*Differences statistically significant at the .05 percent confidence level

K. Discussion of the Findings

The findings from the study have a number of potential policy implications. First, the study found that there was not a major difference between the non-exempt counties and the counties exempt under the 15 percent provision in terms of the key employment outcomes for the leavers. This indicates that the ABAWD leavers who were actually subject to the work requirements and time limits (i.e., the non-exempt cases) were doing as well as the leavers who were not subject to the ABAWD provisions, controlling for economic conditions.

As noted previously, one of the major concerns of policymakers is that the persons who are subject to the ABAWD time limits and work requirements may leave the Food Stamp program before they are ready for stable employment. A related concern is that the non-exempt leavers may have trouble meeting their financial and nutritional needs in the absence of Food Stamp benefits.

The fact that the ABAWD leavers in the non-exempt counties were doing as well as the leavers in the counties exempt under the 15 percent provision suggests that these concerns may

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not be warranted. The study suggests, therefore, that the ABAWD time limits and work requirements did not create undue hardships for the non-exempt leavers in terms of employment outcomes when compared with what they would have experienced had they been exempt.

The data on poverty rates provide confirmation of this overall finding. Leavers from the non-exempt counties actually had a somewhat lower poverty rate at the time of the surveys than leavers from the counties that were exempt under the 15 percent provision.

In terms of policy implications, the results from the study would not justify any modification to the basic rules regarding time limits and work requirements for ABAWDs.

A second significant finding from the study is that, despite the overall conclusion presented in the previous section, the study showed that many of the ABAWD leavers – both in the exempt and non-exempt counties – were having problems finding stable employment and adequate earnings. Of the non-exempt leavers, about 40 percent were still off Food Stamps but not working at the time of the surveys. Of the non-exempt leavers who were still off Food Stamps, between 46 and 50 percent were unemployed. Of the employed leavers in the non-exempt counties, almost 14 percent were earning $750 per month or less. Between 40 and 47 percent of the non-exempt leavers who were still off Food Stamps were below the poverty level.

These findings may partly be attributable to the large percentage of young people among the ABAWD leavers. As noted previously, about one-third of the ABAWD leavers in the non-exempt counties were aged 18 to 19, and 60-65 percent were aged under 25. It is possible that the labor force problems being experienced by the ABAWD leavers were partly the result of a lack of work experience. Over time, these leavers may find more stable employment and higher earnings.

Despite this qualification, the findings suggest that more intensive services may be needed to help ABAWDs prepare for the job market, especially in the non-exempt counties, but also in the exempt counties. The large percentage of high school drop-outs in the ABAWD population is also a factor that may have to be considered in addressing barriers to employment.

A third important finding is that many of the ABAWD leavers were apparently still eligible for Food Stamp benefits based on household income, including leavers in both the exempt and non-exempt counties. In addition, persons who were off Food Stamps because they did not want to deal with the paperwork and other administrative hassles were more likely than other respondents to still be eligible for program benefits. This finding suggests that more steps may be needed to facilitate access to the Food Stamp program and to minimize the administrative barriers to obtaining benefits.

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CHAPTER V: HARDSHIP, FOOD SECURITY, AND WELL-BEING AMONG RESPONDENTS STILL OFF FOOD STAMPS

This chapter presents findings on hardship, food security, health care coverage, and other indicators of well-being among persons who were still off Food Stamps at the time of the surveys. The focus of the chapter is on how well the ABAWD leavers were doing in comparison to the period before they left Food Stamps. Comparisons are also made between the exempt and non-exempt counties. Results are presented for the following indicators:

- hardship and adverse events,
- food security,
- health care coverage, and
- comparisons to life on Food Stamps.

A. Objectives of the Analysis

The major goal of this chapter is to examine whether leavers in non-exempt counties were faring worse than exempt leavers in terms of a series of hardship indicators. In particular, the chapter compares leavers in the non-exempt counties and the leavers in counties exempt under the 15 percent provision. If non-exempt leavers were found to be doing much worse than other leavers, there might be cause for concern that persons subject to the ABAWD time limits and work requirements are not adequately prepared for life after Food Stamps.

B. Hardship and Adverse Events Reported by Respondents

- This section presents findings on hardships or adverse events that happened to respondents while on Food Stamps and after leaving Food Stamps to determine whether incidents of hardship increased after leaving.

- Respondents who were still off Food Stamps were asked whether specific adverse events had ever happened to them. If they indicated that an event had ever happened, they were then asked whether the event occurred in the past 12 months, before the past 12 months, or in both time periods.

- The time period "in the past 12 months" was designed to correspond roughly to the time period since they left Food Stamps. It was decided not to ask respondents whether the event had happened "since you left Food Stamps," because we were concerned that this might bias the results.

Adverse Events Among the Overall Sample

- Exhibit V-1 shows the results for the overall sample of respondents who were still off Food Stamps at the time of the survey. The data show the percentage of

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respondents who reported whether specific events had happened to them in the last year and before the past year.

- As indicated in the exhibit, 17.2 percent of the 1998-1999 respondents reported that they had fallen behind in rent payments or other housing payments in the past 12 months. In contrast, 11.0 percent of the respondents reported that they had fallen behind in rent payments before the last 12 months. In the 1999-2000 sample, similar results were found.

- About 12 percent of the 1998-1999 respondents reported that they had to move in the past 12 months because they could not afford housing. This compares to 9.8 percent who reported having this problem before the last 12 months. Again, similar results were found for the 1999-2000 sample.

- The data show considerable mobility among members of the two samples in the year since leaving Food Stamps. Overall, 43.2 percent of the 1998-1999 sample and 39.2 percent of the 1999-2000 sample had moved in the past year for financial or other reasons.

- About 22.0 percent of the 1998-1999 respondents reported that they had fallen behind in utility payments in the last 12 months, compared to only 9.1 percent before the past 12 months. Similar results were found for the 1999-2000 sample.

- Almost 22 percent of the 1998-1999 respondents reported that their telephones had been cut off in the past 12 months. In contrast, only 14.5 percent reported that their telephones had been cut off before the past 12 months. The percentages for the 1999-2000 sample were 14.9 percent and 25.6 percent, respectively.

- In the 1999-2000 sample, there was an increase in the percentage of respondents who had heat, water, or electricity cut off since leaving Food Stamps. However, the prevalence of these problems was relatively low in both time periods.

- Very few respondents reported that they had moved into a homeless shelter in either time period.

- About 11 percent of the 1998-1999 respondents and 16 percent of the 1999-2000 respondents reported that there had been times in the past year when someone in their home had been sick or hurt but could not get medical care. These percentages were both increases from the period before respondents left Food Stamps.

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- About 48 percent of the 1998-1999 respondents reported that none of the events listed above had happened to them in the last year, a slight increase from the period before they left Food Stamps. Among the 1999-2000 respondents, the percentage who reported none of the listed hardships declined substantially from 66 percent to 35 percent.

Exhibit V-1
Adverse Events That Had Happened to Respondents

Adverse Events	1998-1999 Leavers (N = 240)		1999-2000 Leavers (N = 242)	
	Before Last Year	During Last Year	Before Last Year	During Last Year
Got behind in paying for rent or other housing	11.0%	17.2%*	10.8%	19.0%*
Had to move because could not pay for housing	9.8%	12.0%	7.5%	11.6%
(Moved for reasons other than money in last 12 months)	NA	31.2%	NA	27.6%
Got behind on a utility bill	9.1%	22.0%*	12.0%	26.9%*
Went without electricity	8.7%	9.1%	7.0%	12.8%*
Went without heat	4.0%	7.9%	4.6%	9.1%*
Had water cut off	5.4%	4.3%	3.3%	8.7%*
Had to go to a homeless shelter	2.9%	0.7%	2.0%	2.0%
Had telephone cut off	14.5%	21.8%*	14.9%	25.6%*
Children had to live with someone else because could not afford to take care of them	2.5%	3.1%	1.6%	3.3%
Needed a regular babysitter or child care service but could not find it	3.1%	5.6%	5.0%	7.9%
Had a car or truck taken away because could not pay for it	5.2%	2.0%	7.0%	2.5%*
Had a child who got in trouble with police	3.0%	4.1%	3.3%	1.2%
Needed a regular babysitter or child care service but could not pay for it	8.3%	12.5%	4.6%	9.5%*
Had someone in your home who got sick or hurt and could not get medical care	9.7%	11.1%	8.3%	16.1%*
None of the above	44.2%	47.9%	66.1%	35.5%*

* Differences between "before" and "during" statistically significant at the .05 level

Adverse Events by Type of County

- Exhibit V-2 shows the percentage of respondents who reported adverse events, by type of county. For the 1998-1999 sample, the data show that 23.7 percent of the respondents in non-exempt counties reported getting behind in rent in the past year, compared to only 6 percent who reported getting behind in rent before the least year. In the same sample, respondents from the two types of exempt counties did not show a similar increase in the percentage who reported getting behind in rent in the past year. Also, the percentage who had fallen behind in rent payments since leaving Food Stamps was much higher in the non-exempt counties than the exempt counties.

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- In the 1999-2000 sample however, respondents from both the exempt counties and the non-exempt counties showed an increase in the percentage who had fallen behind in rent.

- In the 1998-1999 sample, almost 13 percent of the respondents in non-exempt counties had moved in the past year because they could not afford housing – an increase from 9.4 percent who reported having to move before the past year for financial reasons. In contrast, respondents from exempt counties did not show much of a change in the percentage who had to move because they could not afford to pay for housing.

- In the 1999-2000 sample, respondents from the exempt counties showed an increase in the percentage who had moved for financial reasons in the past year, while there was not much change in the non-exempt counties.

- Among the 1998-1999 sample, there was more than a threefold increase in the non-exempt counties in the percentage of respondents who reported getting behind on a utility bill – from 6 percent before the past year to 21.4 percent in the past year. However, almost 28 percent of the respondents from the counties exempt due to high unemployment got behind on a utility bill in the past year, an increase from 8.8 percent for the period before the past year. There was relatively little increase among respondents from counties exempt due to the 15 percent provision.

- In the 1999-2000 sample, respondents from exempt counties and non-exempt counties had major increases in the percent who had fallen behind on a utility bill.

- In the 1998-1999 sample, the percentage of respondents in the non-exempt counties who reported going without electricity at some time increased from 3.4 percent for the period before the last year to 10.3 percent in the past year. For the respondents in the exempt counties, there was a decrease. The same pattern was observed in terms of the percent of respondents who had their water cut off. In the 1999-2000 sample, there was an overall increase in the percentage of respondents who had had utilities cut off, regardless of type of county.

- For the 1998-1999 sample, respondents in exempt counties were more likely to have had their telephone cut off in the last 12 months than before the last 12 months. There was no change for respondents from non-exempt counties. In the 1999-2000 sample, respondents from the exempt and non-exempt counties had comparable increases in the percentage who had had their telephones cut off.

- Very few respondents in either type of county reported having to go to a homeless shelter at any time.

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- Among the 1998-1999 respondents, there was an increase in the non-exempt counties in the percentage of respondents who reported that someone in their home had been sick or injured at some time but could not get medical care – from 8.6 percent before the past year to 12.0 percent during the past year. An even larger increase occurred among cases exempt under the 15 percent provision. There was a decrease among cases from the counties exempt due to high unemployment.

- Among the 1999-2000 sample, the percentage who reported health care access problems increased from 4.2 percent to 13.3 percent in the non-exempt counties. There were smaller increases among respondents from the exempt counties.

Exhibit V-2-A
Adverse Events That Had Happened to Respondents, by Type of County, 1998-1999 Leavers Still Off Food Stamps

	Exempt-15 Percent (N = 60)		Exempt-Unemployment (N = 77)		Non-Exempt (N = 101)	
	Before Last Year	During Last Year	Before Last Year	During Last Year	Before Last Year	During Last Year
Got behind in paying for rent or other housing	20.3%	16.9%	10.3%	10.3%	6.0%	23.7%*
Had to move because could not pay for housing	11.3%	10.9%	10.3%	11.8%	9.4%	12.9%
(Moved for reasons other than money in last 12 months)	N/A	18.4%	N/A	19.1%	N/A	24.0%
Got behind on a utility bill	14.6%	18.8%	8.8%	27.9%*	6.0%	21.4%*
Went without electricity	9.4%	3.8%	16.2%	11.8%	3.4%	10.3%
Went without heat	5.6%	7.5%	4.4%	7.4%	2.6%	7.7%
Had water cut off	9.0%	5.2%	7.4%	1.5%	1.7%	6.0%
Had to go to a homeless shelter	1.9%	0.0%	2.9%	0.0%	3.4%	1.7%
Had telephone cut off	13.2%	23.1%	16.2%	27.9%	16.0%	16.3%
Children had to live with someone else because could not afford to take care of them	1.9%	1.4%	2.9%	2.9%	1.7%	4.3%
Needed a regular babysitter or child care service but could not find it	5.6%	5.6%	2.9%	8.8%	1.7%	5.1%
Had a car or truck taken away because could not pay for it	5.6%	1.4%	5.9%	2.9%	4.3%	1.7%
Had a child who got in trouble with police	3.8%	3.8%	2.9%	2.9%	2.6%	6.0%
Needed a regular babysitter or child care service but could not pay for it	14.2%	12.3%	8.8%	13.2%	3.4%	12.9%
Had someone in your home who got sick or hurt and could not get medical care	8.5%	14.2%	13.2%	8.8%	8.6%	12.0%
None of the above	49.5%	49.5%	38.2%	44.1%	43.7%	49.7%

* Differences between "before" and "during" statistically significant at the .05 level

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Exhibit V-2-B
Adverse Events That Had Happened to Respondents, by Type of County, 1999-2000 Leavers Still Off Food Stamps

	Exempt-15 Percent (N = 46)		Exempt-Unemployment (N = 76)		Non-Exempt (N = 120)	
	Before Last Year	During Last Year	Before Last Year	During Last Year	Before Last Year	During Last Year
Got behind in paying for rent or other housing	13.0%	21.7%	11.8%	19.7%	9.2%	17.5%
Had to move because could not pay for housing	6.5%	15.2%	5.3%	10.5%	9.2%	10.8%
(Moved for reasons other than money in last 12 months)	N/A	27.0%	N/A	34.4%	N/A	23.5%
Got behind on a utility bill	10.9%	34.8%*	11.8%	27.6%*	12.5%	23.3%*
Went without electricity	8.7%	15.2%	5.3%	6.6%	7.5%	15.8%*
Went without heat	8.7%	15.2%	5.3%	7.9%	2.5%	7.5%
Had water cut off	2.2%	6.5%	6.6%	10.5%	1.7%	8.3%
Had to go to a homeless shelter	4.3%	8.7%	0.0%	0.0%	2.5%	0.8%
Had telephone cut off	19.6%	28.3%	19.7%	30.3%	10.0%	21.7%*
Children had to live with someone else because could not afford to take care of them	0.0%	0.0%	0.0%	3.9%	3.3%	4.2%
Needed a regular babysitter or child care service but could not find it	0.0%	2.2%	5.3%	11.8%	6.7%	7.5%
Had a car or truck taken away because could not pay for it	8.7%	2.2%	6.6%	2.6%	6.7%	2.5%
Had a child who got in trouble with police	2.2%	0.0%	3.9%	2.6%	3.3%	0.8%
Needed a regular babysitter or child care service but could not pay for it	0.0%	6.5%	5.3%	9.2%	5.8%	10.8%
Had someone in your home who got sick or hurt and could not get medical care	13.0%	17.4%	11.8%	19.7%	4.2%	13.3%*
None of the above	60.9%	41.3%	65.8%	26.3%*	68.3%	39.2%*

* Differences between "before" and "during" statistically significant at the .05 level

Adverse Events by Employment Status

- Exhibit V-3 shows the percentage of respondents who reported adverse events in the past year, by current employment status.

- The 1998-1999 respondents who were working at the time of follow-up were less likely to have moved in the last 12 months because they could not pay for housing (8.5 percent) than respondents who were not working (16.3 percent). However, respondents who were working were more likely to report that they had moved in the last 12 months for any reason (46.6 percent) than respondents who were not working (36.7 percent). Similar patterns were found for the 1999-2000 sample.

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- The 1998-1999 respondents who were ***not*** working were more likely to have gone without electricity, heat, and water in the past 12 months than respondents who were working. Among the 1999-2000 respondents, the pattern was less clear.

- The 1998-1999 respondents who were working (24.4 percent) were more likely to have had their telephone cut off than respondents who were not working (18.7 percent). The pattern was reversed for the 1999-2000 sample.

- About 5.3 percent of non-working 1998-1999 respondents reported that there were times in the past year when they had to send their children to live with someone else, compared to only 1.3 percent of working respondents. This pattern, however, did not hold for the 1999-2000 respondents.

- About 13 percent of 1998-1999 non-working respondents reported that someone in their home had encountered problems with access to medical care in the past 12 months, compared to only 9.6 percent of working respondents. In the 1999-2000 sample, non–working respondents were slightly more likely than working respondents to report a problem.

- Surprisingly, 57 percent of the 1998-1999 non-working respondents reported that none of the events listed above had happened to them in the past year, compared to only 40 percent of working respondents. In the 1999-2000 sample, there was little difference between working and non-working respondents.

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Exhibit V-3
Adverse Events That Had Happened to Respondents in the Past 12 Months, by Current Employment Status

Adverse Events	1998-1999 Leavers		1999-2000 Leavers	
	Working (N = 131)	Not Working (N = 107)	Working (N = 122)	Not Working (N = 120)
Got behind in paying for rent or other housing	17.1%	17.4%	18.9%	19.2%
Had to move because could not pay for housing	8.5%	16.3%	10.6%	12.5%
(Moved for reasons other than money in last 12 months)	38.1%*	20.1%*	31.0%	24.2%
Got behind on a utility bill	22.7%	21.6%	29.6%	24.1%
Went without electricity	7.9%	10.7%	12.3%	13.3%
Went without heat	3.9%*	12.8%*	10.7%	7.5%
Had water cut off	2.2%	7.0%	4.9%*	12.5%*
Had to go to a homeless shelter	0.0%	1.6%	1.6%	2.5%
Had telephone cut off	24.4%	18.7%	22.1%	29.2%
Children had to live with someone else because could not afford to take care of them	1.3%	5.3%	4.1%	2.5%
Needed a regular babysitter or child care service but could not find it	6.5%	4.5%	7.4%	8.4%
Had a car or truck taken away because could not pay for it	1.5%	2.7%	3.3%	1.7%
Had a child who got in trouble with police	4.6%	3.5%	0.0%	2.5%
Needed a regular babysitter or child care service but could not pay for it	9.6%	16.0%	11.5%	7.5%
Had someone in your home who got sick or hurt and could not get medical care	9.6%	13.1%	14.8%	17.5%
None of the above	40.2%*	57.2%*	34.4%	36.7%

* Differences between "working" and "not working" statistically significant at the .05 level

C. Food Security

- Respondents who were still off Food Stamps were asked a series of questions about access to food. For the 1999-2000 surveys, the questions included all of the six items from the short version of the USDA food security index. Both rounds of surveys also included other questions about food security.

- We begin by presenting the results for individual questions. Next, we show the overall scores for the food security index.

- Finally, we present the results of a multiple regression analysis designed to determine whether type of county had a significant impact upon food security when controlling for respondent characteristics.

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Cutting the Size of Meals or Skipping Meals, by Type of County

- Exhibit V-4 shows the percentage of respondents who reported that they or any family members had cut the size of meals or skipped meals because of lack of money to buy food.

- As shown in the exhibit, almost 23 percent of all 1998-1999 respondents reported that they had cut the size of meals or skipped meals in the past year, compared to only 9.3 percent before the past year. For 1999-2000 respondents, there was somewhat less of an increase -- the percentages were 18.1 percent and 27.2 percent, respectively.

- Among the 1998-1999 sample, respondents residing in counties exempt under the 15 percent provision were much more likely to have cut the size of meals or skipped meals in the past year (31.2 percent) than respondents in non-exempt counties and respondents in counties exempt due to high unemployment. The same overall pattern held true for the 1999-2000 sample but with a smaller difference between the types of counties.

- In both exempt and non-exempt counties, respondents were much more likely to have cut the size of meals or skipped meals in the last year than before the last year. Also, the proportional increase was greater in the non-exempt counties compared to the exempt counties.

Exhibit V-4
Did You or Your Family Ever Cut The Size of Meals or Skip Meals Because There Was Not Enough Money to Buy Food?

Sample	Exempt-15 Percent		Exempt-Unemployment		Non-Exempt		Total	
	Before Last Year	During Last year	Before Last Year	During Last year	Before Last Year	During Last Year	Before Last Year	During Last Year
1998-1999 Leavers (N = 240)	14.7%*	31.2%*	11.8%	19.1%	3.4%*	18.8%*	9.3%*	22.8%*
1999-2000 Leavers (N = 242)	21.7%	36.9%	25.0%	27.6%	12.5%*	23.3%*	18.1%*	27.2%*

* Differences between “before” and “during” statistically significant at the .05 level

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Cutting the Size of Meals or Skipping Meals, by Other Respondent Characteristics

- Exhibit V-5 shows the percentage of respondents who reported that they or any family members had cut the size of meals or skipped meals in the past year, by selected characteristics.

- The data indicate that respondents who were working at the time of the survey were somewhat less likely than respondents who were not working to report having had a problem in the past year.

- In the 1998-1999 sample, there was not a major difference between blacks and whites in the percentage of respondents who reported problems in the past year. In the 1999-2000 sample, blacks were somewhat more likely to report a problem.

- In terms of age, the 1998-1999 respondents who were most likely to have had problems with food security in the past year were the youngest age group (18-24) and the oldest age groups (35 and older). In the 1999-2000 sample, a very large percentage of respondents aged 40 and older reported having a problem.

Exhibit V-5
Percentage Reporting That They Had Cut the Size of Meals or Skipped Meals in the Past Year Due to Lack of Money, by Selected Characteristics

Characteristics	1998-1999 Leavers	1999-2000 Leavers
N	242	240
Employment Status		
Currently working	21.8%	23.8%
Not working	24.0%	30.8%
Gender		
Female	26.4%	27.4%
Male	19.3%	27.2%
Education		
Did not complete high school or GED	22.0%	26.5%
Completed high school or GED	24.0%	28.0%
Ethnicity		
Black	23.3%	28.6%
White	21.3%	21.6%
Age		
18-24	24.6%	21.8%
25-29	12.8%	26.0%
30-34	9.5%	14.3%
35-39	22.4%	36.4%
40+	25.2%	53.1%

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Frequency of Cutting the Size of Meals or Skipping Meals

- Respondents who reported having to cut the size of meals or skip meals were asked how often this had happened in the past year and before the past year.

- For the 1998-1999 sample, Exhibit V-6 shows that 35.7 percent of the respondents who reported having a problem in the past year stated that the problem happened almost every month. In contrast, only 19.2 percent of those who reported a problem before the past 12 months stated that it happened every month. The 1999-2000 respondents showed a slightly smaller increase – from 27.3 percent to 36.4 percent.

- Among 1998-1999 respondents who reported a problem in the last 12 months, persons residing in exempt counties were more likely than respondents in non-exempt counties to report that the problem occurred every month (39.3 percent compared to 30.8 percent of the respondents in non-exempt counties). In the 1999-2000 sample, however, the pattern was reversed.

- In the 1998-1999 sample, the percentage who reported that the problem occurred almost every month about doubled between the two time periods in both the exempt and non-exempt counties.

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Exhibit V-6
How Often Did You or Your Family Cut the Size of Meals or Skip Meals Because There Was Not Enough Money to Buy Food?

	1998-1999 Leavers					
	Exempt (N = 31)		Non-Exempt (N = 23)		Total (N = 54)	
Response	**Before Last Year**	**During Last year**	**Before Last Year**	**During Last Year**	**Before Last Year**	**During Last Year**
Almost every month	20.0%	39.3%	16.7%	30.8%	19.2%	35.7%
Some months but not every month	66.7%*	39.3%*	50.0%	38.5%	62.8%*	38.9%*
Only one or two months	13.3%	21.4%	33.3%	30.8%	18.0%	25.3%
Total	100%	100%	100%	100%	100%	100%
	1999-2000 Leavers					
	Exempt (N = 38)		Non-Exempt (N = 28)		Total (N = 44)	
Response	**Before Last Year**	**During Last year**	**Before Last Year**	**During Last Year**	**Before Last Year**	**During Last Year**
Almost every month	20.7%	26.3%	40.0%	50.0%	27.3%	36.4%
Some months but not every month	34.5%	26.3%	6.7%	21.4%	25.0%	24.2%
Only one or two months	44.8%	47.4%	53.3%	28.6%	47.7%	39.4%
Total	100%	100%	100%	100%	100%	100%

* Differences between "before" and "during" statistically significant at the .05 level

Actions Taken by Respondents

- Respondents who reported that they had to cut the size of meals or skip meals were asked what actions they took to address the situation.

- As shown in Exhibit V-7, almost 74 percent of the 1998-1999 respondents who reported that they had skipped meals in the past year dealt with the situation by getting food or money from family or friends. This was about the same percentage as for those who had experienced problems before the past year. In the 1999-2000 sample, the percentages were 65.6 percent and 64.3 percent, respectively.

- The data indicate that 12.3 percent of the 1998-1999 respondents who reported that they had skipped meals in the past year dealt with the situation by getting meals or food at a shelter/pantry. In contrast, none of the 1998-1999 respondents reported the receipt of meals or food at a shelter/pantry before the past year.

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- Of the 1999-2000 respondents who reported a problem in the past year, 16.7 percent had used food pantries in the past year, compared to 12.5 percent for the period before the past year.

- About 19 percent of the 1998-1999 respondents who reported problems buying food ***before the last year*** said that they went hungry. Applying this to the 9.3 percent who reported having to cut the size of meals (Exhibit V-7), we find that 1.8 percent of the 1998-1999 respondents had gone hungry before the past 12 months. The data show that 10.5 percent of the 1998-1999 respondents who reported problems buying food ***in the past year*** said that they went hungry. Applying this to the 22.8 percent who reported having to skip meals in the past year (Exhibit V-7), we find that 2.4 percent of the respondents reported going hungry in the past year.

- In the 1999-2000 sample, a very small percentage of the respondents who reported problems buying food said they went hungry, either before the last year or in the last year. This was true for both the exempt and non-exempt counties.

- For the 1998-1999 sample, 13.6 percent of the respondents in non-exempt counties who reported problems paying for food ***in the past year*** said that they went hungry, compared to only 7.9 percent of the respondents from exempt counties.

- Combining the data from Exhibit V-4 and Exhibit V-8, we find that 2.9 percent of the respondents from non-exempt counties reported going hungry in the past year, compared to 1.9 percent of the respondents from exempt counties. The percentage of respondents who reported going hungry increased from 1.6 percent to 2.9 percent in the non-exempt counties, and from 1.7 percent to 1.9 percent in the exempt counties.

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Exhibit V-7
What Did You Do When You or Your Family Did Not Have Enough Money for Food?

	1998-1999 Leavers					
	Exempt		Non-Exempt		Total	
Response	**Before Last Year**	**During Last year**	**Before Last Year**	**During Last Year**	**Before Last Year**	**During Last Year**
Went hungry	13.3%	7.9%	33.3%	13.6%	19.1%	10.5%
Got meals or food at shelter/pantry	0.0%	13.2%	0.0%	13.6%	0.0%	12.3%
Got meals/food or money for food from church	13.3%	7.9%	0.0%	4.5%	9.5%	7.0%
Were given food or money for food from friends or relatives	73.3%	71.1%	66.7%	68.2%	71.4%	73.7%
Total	100.0%	100.0%	100.0%*	100.0%	100.0%	100.0%
	1999-2000 Leavers					
	Exempt		**Non-Exempt**		**Total**	
Response	**Before Last Year**	**During Last year**	**Before Last Year**	**During Last Year**	**Before Last Year**	**During Last Year**
Went hungry	2.7%	2.0%	0.0%	2.5%	1.8%	2.2%
Got meals or food at shelter/pantry	10.8%	14.0%	15.8%	20.0%	12.5%	16.7%
Got meals/food or money for food from church	24.3%	16.0%	15.8%	15.0%	21.4%	15.6%
Were given food or money for food from friends or relatives	62.2%	68.0%	68.4%	62.5%	64.3%	65.6%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

* N < 10 ** N sizes in the exhibit too small for testing

Eating Less Due to Lack of Money

- Respondents were asked whether they had ever eaten less than they felt they should because there was not enough money to buy food.

- As indicated in Exhibit V-8, about 18 percent of 1998-1999 respondents reported that in the past year, they had eaten less on occasion than they felt they should. This compares to 9 percent who reported having a similar problem before the past year.

- For the 1999-2000 sample, 26 percent reported eating less on occasion in the past year, compared to about 15 percent before the last year.

- In both samples, persons living in counties exempt under the 15 percent provision were the most likely to report a problem during the last year.

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Exhibit V-8
Did You Ever Eat Less Than You Felt You Should Because There Was Not Enough Money to Buy Food?

Sample	Exempt-15 Percent		Exempt-Unemployment		Non-Exempt		Total	
	Before Last Year	During Last Year	Before Last Year	During Last Year	Before Last Year	During Last Year	Before Last Year	During Last Year
1998-1999 Leavers (N = 240)	14.6%	21.7%	5.8%	16.1%	8.6%	18.0%	9.3%*	18.4%*
1999-2000 Leavers (N = 242)	19.9%	32.6%	13.1%	23.7%	14.1%*	25.8%*	14.9%*	26.5%*

* Differences between "before" and "during" statistically significant at the .05 level

Not Eating When Hungry

- Respondents were asked whether they were ever hungry but did not eat because they could not afford food.

- Exhibit V-9 indicates that 11.7 percent of the 1998-1999 respondents reported having this problem in the past year, compared to 5.2 percent before the past year. In the 1999-2000 sample, the percentage increased from 10.4 percent to 17.4 percent.

- In the 1998-1999 sample, the percentage who reported that they had been hungry in the past year but could not afford food was about the same in 15 percent exempt counties (13.1 percent) as in the non-exempt counties (12.9 percent). In the 1999-2000 sample the percentage was higher in the 15 percent exempt counties.

- In the non-exempt counties in the 1998-1999 sample, the percentage of respondents who reported not eating because they could not afford food increased from 2.6 percent to 12.9 percent. This was greater than the increase for exempt counties.

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Exhibit V-9
Were You Ever Hungry But Didn't Eat Because You Couldn't Afford Food?

Sample	Exempt-15 Percent		Exempt-Unemployment		Non-Exempt		Total	
	Before Last Year	During Last year	Before Last Year	During Last year	Before Last Year	During Last Year	Before Last Year	During Last Year
1998-1999 Leavers (N = 240)	10.8%	13.1%	3.0%	8.9%	2.6%	12.9%	5.2%*	11.7%*
1999-2000 Leavers (N = 242)	10.9%	23.9%	11.8%	15.8%	9.1%*	15.8%*	10.4%*	17.4%*

* Differences between “before” and “during” statistically significant at the .05 level

Food Not Lasting

- Respondents were asked the question "The food that I bought just didn't last, and I didn't have money to get more. Was that often true, sometimes true, or never true for you?" For the 1998-1999 leavers, this question was asked only about the last 12 months.

- As shown in Exhibit V-10, 11.4 percent of all 1998-1999 respondents reported that this was often true for them in the past year, while another 40.2 percent said it was sometimes true. Respondents in counties exempt under the 15 percent provision were the most likely to report that the situation was often true.

- For the 1999-2000 survey, the question was asked about the past year and for the year before the last 12 months. As indicated in Exhibit V-11, the percentage who said it was often true or sometimes true in the past year was largely unchanged from the period before the past year.

Exhibit V-10
The Food That I Bought Just Did Not Last and I Did Not Have Money to Get More -- How Often True? -- 1998-1999 Leavers

Response	Exempt-15 Percent (N = 131)	Exempt-Unemployment (N = 77)	Non-Exempt (N =101)	Total (N = 238)
Often true	16.9%	7.4%	10.3%	11.4%
Sometimes true	37.8%	47.1%	39.1%	40.2%
Never true	45.3%	45.6%	50.6%	48.4%
Total	100.0%	100.0%	100.0%	100.0%

* None of the differences between types of county statistically significant at the .05 level

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Exhibit V-11
The Food That I Bought Just Did Not Last and I Did Not Have Money to Get More -- How Often True? -- 1999-2000 Leavers

Response	Exempt- 15 Percent (N = 46)		Exempt- Unemployment (N = 76)		Non-Exempt (N = 120)		Total (N = 242)	
	Before Last Year	During Last year	Before Last Year	During Last year	Before Last Year	During Last year	Before Last Year	During Last year
Often true	17.4%	15.2%	18.4%	18.4%	14.2%	16.7%	16.1%	16.9%
Sometimes true	26.1%	30.4%	34.2%	35.5%	25.8%	26.7%	28.5%	30.2%
Never true	56.5%	54.3%	47.4%	46.1%	60.0%	56.7%	55.4%	52.9%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

* None of the differences between “before” and “during” statistically significant at the .05 level

Eating Balanced Meals

- Respondents were asked the question "We couldn't afford to eat balanced meals. Was this often true, sometimes true, or never true for you?" For the survey of 1998-1999 leavers, this was asked only for the past 12 months.

- As indicated in Exhibit V-12, 11.2 percent of all 1998-1999 respondents reported that this was often true in the past year, while 28.2 percent said that it was sometimes true. Respondents living in the 15 percent exempt counties were much more likely than other respondents to report that it was often true.

- For the 1999-2000 sample, the question was asked for the last 12 months and for the year before the last 12 months. As shown in Exhibit V-13, 14.5 percent reported that it was often true in the past year, and 22.3 percent reported that it was sometimes true. These percentages were largely unchanged from the period before the past year.

- In the 1999-2000 sample, there was little difference between the different types of counties.

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Exhibit V-12
I/We Could Not Afford to Eat Balanced Meals
How Often True? -- 1998-1999 Leavers

Response	Exempt-15 Percent (N = 131)	Exempt-Unemployment (N = 77)	Non-Exempt (N =101)	Total (N = 238)
Often true	20.3%*	7.4%*	8.6%*	11.2%
Sometimes true	20.7%	36.8%	25.4%	28.2%
Never true	59.0%	55.9%	66.0%	60.6%
Total	100.0%	100.0%	100.0%	100.0%

*Differences between "exempt–15 percent" and other counties statistically significant at the .05 level

Exhibit V-13
I/We Could Not Afford to Eat Balanced Meals
How Often True? -- 1999-2000 Leavers

Response	Exempt-15 Percent (N = 46)		Exempt-Unemployment (N = 76)		Non-Exempt (N = 120)		Total (N = 242)	
	Before Last Year	During Last year	Before Last Year	During Last year	Before Last Year	During Last year	Before Last Year	During Last year
Often true	17.4%	17.4%	14.5%	14.5%	11.7%	13.3%	13.6%	14.5%
Sometimes true	26.1%	23.9%	25.0%	21.1%	20.8%	22.5%	23.1%	22.3%
Never true	56.5%	58.7%	60.5%	64.5%	67.5%	64.2%	63.2%	63.2%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

* Differences between "before" and "during" NOT statistically significant at the .05 level

Overall Food Security

- Exhibit V-14 presents the scores of the 1999-2000 respondents on the six-item USDA Food Security Index.

- As indicated, about 60 percent of the 1999-2000 respondents were food secure in the past 12 months, while 22.7 percent were food insecure without hunger, and 16.9 percent were food insecure with hunger.

- The percentage who were food insecure with hunger was higher in the 15 percent exempt counties (21.7 percent) than in the non-exempt counties (15.8 percent).

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Exhibit V-14
Food Security in the Past 12 Months, by Location, 1999-2000 Respondents

Food Security	Exempt-15 Percent (N = 46)	Exempt-Unemployment (N = 76)	Non-Exempt (N = 120)	Total (N =242)
Food secure	58.7%	60.5%	60.8%	60.3%
Food insecure with no hunger evident	19.6%	23.7%	23.3%	22.7%
Food insecure with hunger evident	21.7%	15.8%	15.8%	16.9%
Total	100.0%	100.0%	100.0%	100.0%

* Differences between types of county not statistically significant at the .05 level

Food Security by Gender

- Exhibit V-15 shows that males (21.1 percent) were more likely than females (13.3 percent) to have been food insecure with hunger in the past 12 months.

Exhibit V-15
Food Security in the Past 12 Months, by Gender, 1999-2000 Respondents

Food Security	Female (N = 128)	Male (N = 114)
Food secure	64.1%	56.1%
Food insecure with no hunger evident	22.7%	22.8%
Food insecure with hunger evident	13.3%	21.1%
Total	100.0%	100.0%

*Differences between female and male NOT statistically significant at the .05 level

Food Security by Age

- Exhibit V-16 shows that food insecurity with hunger was much higher among respondents aged 35 and older than among younger respondents. About 34 percent of respondents aged 40 and older were food insecure with hunger in the past 12 months.

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Exhibit V-16
Food Security in the Past 12 Months, by Age, 1999-2000 Respondents

Food Security	18-24 (N = 151)	25-29 (N = 23)	30-34 (N = 14)	35-39 (N = 22)	40+ (N = 32)
Food secure	67.5%	52.2%	64.3%	45.5%	40.6%
Food insecure with no hunger evident	21.2%	26.1%	21.4%	27.3%	25.0%
Food insecure with hunger evident	11.3%	21.7%	14.3%	27.3%	34.4%
Total	100.0%	100.0%	100.0%	100.0%	100.0%

Food Security by Employment Status

- Exhibit V-17 shows that food insecurity with hunger was especially high (26.5 percent) among respondents who were not employed and were not living with an employed adult.

- In contrast, food insecurity with hunger was relatively low among employed persons and among persons who were unemployed but living with an employed adult.

Exhibit V-17
Food Security in the Past 12 Months, by Employment Status of Respondent and Other Adults, 1999-2000 Respondents

Food Security	Respondent Employed (N = 122)	Respondent Not Employed, But Living With Employed Adult (N = 52)	Respondent Not Employed, and Not Living with Employed Adult (N = 68)
Food secure	61.5%	71.2%*	50.0%*
Food insecure with no hunger evident	25.4%	15.4%	23.5%
Food insecure with hunger evident	13.1%*	13.5%	26.5%*
Total	100.0%	100.0%	100.0%

* Differences statistically significant at the .05 level

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Multiple Regression Analysis of Food Security: Overview

- A multiple regression analysis was used to examine the impact of county type upon food security while controlling for the effects of respondent characteristics. The basic approach used in the multiple regression analysis was described earlier in Chapter IV of the report in the section on employment outcomes.

- In conducting the analysis, we used two different outcome variables, as follows:

  - whether or not the respondent experienced food insecurity with hunger; and
  - whether the respondent experienced food insecurity with or without hunger.

Multiple Regression Results for the 1998-1999 Leavers

- For the 1998-1999 leavers, Exhibit V-18 shows the results for food insecurity with hunger present. The data indicate that county type was the only variable that was significantly related to overall food insecurity. Respondents in counties that were exempt under the 15 percent provision were significantly more likely to report overall food insecurity than respondents in other counties. This is the opposite of what might be expected if the ABAWD provisions were creating food security problems for leavers.

Exhibit V-18
Results of Logistic Regression for Food Insecurity with Hunger (1998-1999 Leavers)

Logistic Regression Results **Dependent Variable = Food Insecure with Hunger (1)**		
Variable	**Coefficient**	**Wald Statistic**
Constant	-1.914*	5.676
Exempt- 15 percent	1.091*	3.915
Non-exempt	-0.043	0.006
Gender	0.214	0.256
Ethnicity	0.265	0.203
Education	0.286	0.457
Age	-0.490	1.290
Other adults	-0.825	3.696
Model Chi-square [df]	11.395 [7]	
Percent correct predictions	87.8	
McFadden's R^2**	0.065	
* Indicates that the coefficient is statistically significant at, at least, the .05 level		
**McFadden's R^2 = 1 - (LL(a,B)/LL(a)), where LL(a,B) = the unconstrained model that includes all the independent variables, and LL(a) = the constrained model that includes only the constant. In this model, LL(a) = 176.402 and LL(a,B) = 165.007.		

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- For the 1998-1999 leavers, Exhibit V-19 indicates that none of the variables in the equation was significantly related to overall food insecurity.

Exhibit V-19
Results of Logistic Regression for Overall Food Insecurity
(1998-1999 Leavers)

Logistic Regression Results Dependent Variable = Food Insecure (1)		
Variable	**Coefficient**	**Wald Statistic**
Constant	-0.166	0.110
Exempt- 15 percent	0.358	0.947
Non-exempt	-0.375	1.406
Gender	0.374	1.793
Ethnicity	0.091	0.067
Education	-0.041	0.022
Age	-0.119	0.165
Other adults	-0.231	0.607
Model Chi-square [df]	6.781 [7]	
Percent correct predictions	59.2	
McFadden's R^2**	0.021	
* Indicates that the coefficient is statistically significant at, at least, the .05 level		
**McFadden's R^2 = 1 - (LL(a,B)/LL(a)), where LL(a,B) = the unconstrained model that includes all the independent variables, and LL(a) = the constrained model that includes only the constant. In this model, LL(a) = 326.146 and LL(a,B) = 319.365.		

Multiple Regression Results for the 1999-2000 Leavers

- For the 1999-2000 leavers, Exhibit V-20 indicates that age was the only variable that was significantly related to food security with hunger present. Specifically, respondents aged over 25 were significantly more likely to report food insecurity with hunger than younger respondents.

- Exhibit V-21 shows similar results for overall food security.

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Exhibit V-20
Results of Logistic Regression for Food Insecurity with Hunger, 1999-2000 Leavers

Logistic Regression Results Dependent Variable = Food Insecure with Hunger (1)		
Variable	**Coefficient**	**Wald Statistic**
Constant	-1.436*	4.909
Exempt- 15 percent	0.283	0.319
Non-exempt	0.083	0.039
Gender	-0.370	1.032
Ethnicity	0.326	0.504
Education	-0.376	1.019
Age	-1.035*	7.332
Other adults	0.556	7.770
Model Chi-square [df]	14.70 [7]	
Percent correct predictions	83.1	
McFadden's R^2**	0.067	
* Indicates that the coefficient is statistically significant at, at least, the .05 level		
**McFadden's R^2 = 1 - (LL(a,B)/LL(a)), where LL(a,B) = the unconstrained model that includes all the independent variables, and LL(a) = the constrained model that includes only the constant. In this model, LL(a) = 220.204 and LL(a,B) = 205.445.		

Exhibit V-21
Results of Logistic Regression for Overall Food Insecurity, 1999-2000 Leavers

Logistic Regression Results Dependent Variable = Food Insecure (1)		
Variable	**Coefficient**	**Wald Statistic**
Constant	0.153	0.101
Exempt- 15 percent	-0.048	0.015
Non-exempt	-0.037	0.014
Gender	-0.268	0.947
Ethnicity	0.231	0.461
Education	-0.042	0.024
Age	-0.790*	7.385
Other adults	-0.131	0.194
Model Chi-square [df]	10.232 [7]	
Percent correct predictions	60.7	
McFadden's R^2**	0.031	
* Indicates that the coefficient is statistically significant at, at least, the .05 level		
**McFadden's R^2 = 1 - (LL(a,B)/LL(a)), where LL(a,B) = the unconstrained model that includes all the independent variables, and LL(a) = the constrained model that includes only the constant. In this model, LL(a) = 325.078 and LL(a,B) = 314.846		

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D. Access to Health Care

Health Insurance Coverage

- Respondents were asked whether they, or the people who lived with them, had some type of health insurance coverage, including Medicaid. As shown in Exhibit V-22, slightly less than 50 percent of the 1998-1999 respondents answered "yes" to this question, while the other 50 percent of respondents did not have health insurance. The percentage of respondents with health coverage was about the same for exempt and non-exempt counties.

- For the 1999-2000 respondents, almost 61 percent indicated that they had some type of health coverage. The percentage was slightly higher in the exempt counties.

Exhibit V-22
Do You or Other People Who Live With You Have Some Kind of Health Insurance, Including Medicaid?

	1998-1999 Leavers		
Response	**Exempt (N = 131)**	**Non-Exempt (N = 108)**	**Total (N = 238)**
Yes	49.6%	48.8%	49.2%
No	50.4%	51.2%	50.8%
Total	100.0%	100.0%	100.0%
	1999-2000 Leavers		
Response	**Exempt (N = 122)**	**Non-Exempt (N = 120)**	**Total (N = 242)**
Yes	63.1%	58.3%	60.7%
No	36.9%	41.7%	39.3%
Total	100.0%	100.0%	100.0%

Type of Health Coverage

- Respondents who reported that they or a household member had some type of health coverage were asked what types of coverage they had.

- As indicated in Exhibit V-23, about 77 percent of the 1998-1999 respondents and 72 percent of the 1999-2000 respondents reported that the coverage was through Medicaid.

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- In the 1998-1999 sample, this percentage was the same for exempt and non-exempt counties. In the 1999-2000 sample, the percentage covered by Medicaid was slightly higher in the exempt counties.

- About 25 percent of the 1998-1999 respondents with health coverage said that the coverage was through private insurance. This also did not vary greatly between exempt and non-exempt counties. About 36 percent of the 1999-2000 respondents with health coverage had private coverage.

Exhibit V-23
What Type of Medical Coverage Do You Have?

	1998-1999 Leavers			1999-2000 Leavers		
Response	**Exempt (N = 68)**	**Non-Exempt (N = 59)**	**Total (N = 100)**	**Exempt (N = 77)**	**Non-Exempt (N = 70)**	**Total (N = 147)**
Medicaid	77.2%	77.0%	77.1%	75.3%	68.6%	72.1%
Medicare	1.8%	4.9%	3.2%	3.9%	4.3%	4.1%
CHAMPUS	1.8%	1.6%	1.7%	0.0%	0.0%	0.0%
Private Insurance	24.6%	26.2%	25.3%	31.2%	41.4%	36.1%

E. Life Since Leaving Food Stamps

Respondents were asked whether they agreed or disagreed with a series of statements reflecting the quality of their lives since leaving Food Stamps.

Results for the Overall Sample

- As indicated in Exhibit V-24, almost 81 percent of all 1998-1999 respondents agreed with the statement that "you feel better about yourself now than a year ago." Respondents residing in non-exempt counties were somewhat more likely to agree with this statement (84.8 percent) than respondents residing in exempt counties (77.4 percent).

- The 1999-2000 sample showed similar overall findings.

- Almost 55 percent of the 1998-1999 respondents and 57 percent of the 1999-2000 respondents agreed with the statement that "you worry more about your family now than a year ago." There was not a major difference between the exempt and non-exempt counties.

- About 55 percent of both samples disagreed with the statement that "you feel more stress now than you did a year ago." In the 1998-1999 sample, there was

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not a major difference between exempt and non-exempt counties in the percentage of respondents reporting more stress than a year ago. In the 1999-2000 sample, respondents from exempt counties were much more likely to agree that they felt more stress.

Exhibit V-24
View of Life Since Leaving Food Stamps, by Type of County

	1998-1999 Leavers (N = 238)			
Statement	**Response**	**Exempt**	**Non-Exempt**	**Total**
You feel better about yourself now than a year ago	Agree	77.4%	84.8%	80.8%
	Disagree	22.6%	15.2%	19.2%
You worry more about your family now than a year ago	Agree	53.0%	56.8%	54.7%
	Disagree	47.0%	43.2%	45.3%
You feel more stress now than you did a year ago	Agree	44.3%	46.4%	45.3%
	Disagree	55.7%	53.6%	54.7%
	1999-2000 Leavers (N = 242)			
Statement	**Response**	**Exempt**	**Non-Exempt**	**Total**
You feel better about yourself now than a year ago	Agree	73.8%	85.8%	79.8%
	Disagree	26.2%	14.2%	20.2%
You worry more about your family now than a year ago	Agree	60.7%	54.2%	57.4%
	Disagree	39.3%	45.8%	42.6%
You feel more stress now than you did a year ago	Agree	51.6%	37.5%	44.6%
	Disagree	48.4%	62.5%	55.4%

Life Since Leaving Food Stamps, by Employment Status

- Exhibit V-25 compares working and non-working respondents in terms of whether they agreed or disagreed with the statements about their life since leaving Food Stamps.

- Respondents who were working were more likely to agree with the statement "You feel better about yourself now than a year ago" than respondents who were not working. However, about 70 percent of unemployed respondents thought that life was better.

- Non-working respondents were more likely than working respondents to agree with the statements "you worry more about your family now than a year ago" and "you feel more stress now than a year ago."

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Exhibit V-25
View of Life Since Leaving Food Stamps,
by Employment Status

		1998-1999 Leavers		1999-2000 Leavers	
Statement	**Response**	**Working (N = 133)**	**Not Working (N = 106)**	**Working (N = 122)**	**Not Working (N = 120)**
You feel better about yourself now than a year ago	Agree	89.1%*	70.5%*	88.5%*	70.8%*
	Disagree	10.9%	29.5%	11.5%	29.2%
You worry more about your family now than a year ago	Agree	52.0%	58.1%	54.9%	60.0%
	Disagree	48.0%	41.9%	45.1%	40.0%
You feel more stress now than you did a year ago	Agree	42.6%	48.5%	39.3%	50.0%
	Disagree	57.4%	51.5%	60.7%	50.0%

* Differences between "working" and "not working" statistically significant at the .05 level

E. Discussion of the Findings

The survey data indicate that there was an increase in the percentage of respondents who reported experiencing minor hardships since leaving Food Stamps, such as having trouble with housing payments or utility bills. The data for the 1998-1999 sample showed that the increase was generally greater in the non-exempt counties than in the counties exempt under the 15 percent provision. In the 1999-2000 sample, however, the difference between the two types of counties was not as clear-cut.

The surveys showed, however, that relatively few respondents in any of the three types of counties experienced the more serious types of hardship, such as having utilities cut off or being homeless. In addition, the respondents from non-exempt counties were no more likely than other respondents to have experienced these more serious types of hardship since leaving Food Stamps.

With regard to food security, the percentage of respondents who reported problems getting enough food was higher in the period after they left Food Stamps. However, the percentage of respondents who reported experiencing problems since leaving Food Stamps was lower in the non-exempt counties than in the counties exempt under the 15 percent provision. Despite these findings, the data do show that a small but significant percentage of ABAWD leavers were experiencing food security problems after leaving Food Stamps. Of particular concern are persons who were not working and not living with an employed adult. Of the 1999-2000 respondents who fell into this category, slightly more than a quarter could be classified as food insecure with hunger evident in the past year.

The data on health care coverage indicate that about half of the 1998-1999 respondents and 40 percent of the 1999-2000 respondents did not have any coverage for themselves. This probably reflects the fact that many of the leavers were not eligible for Medicaid and did not have coverage through employers.

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CHAPTER VI: PUBLIC ASSISTANCE, CHILD CARE, AND TRANSPORTATION AMONG PERSONS STILL OFF FOOD STAMPS

For persons still off Food Stamps at the time of the survey, this chapter presents findings on the use of public assistance programs, such as Medicaid and subsidized housing. The chapter also examines other sources of support received by the survey respondents. Finally, the chapter examines child care use and transportation among the respondents.

A. Objectives of the Analysis

In examining the continued use of public assistance by the households in which the ABAWD leavers are living, one of the goals is to determine to what extent the leavers have become self-sufficient. Another goal is to examine whether the leavers are using programs and services to which they may be entitled, especially persons who are unemployed. In addition, the information on public assistance is useful for assessing the situation of the households in which the leavers are living, especially given the large percentage of leavers who were living with other adults. Information on the continued receipt of financial help from relatives and friends is also an indicator of self-sufficiency among the leavers.

Although the ABAWDs are childless adults, the data on child care is useful for assessing the potential child care needs of persons in the households in which the ABAWDs were living. The information also provides a profile of the number of children living in these households. Finally, the data on transportation are useful for assessing potential transportation barriers to employment.

B. Use of Benefit Programs and Other Sources of Support

Receipt of Assistance, by Type of County

- Exhibit VI-1 presents data on the receipt of public assistance and other sources of support by respondents who were still off Food Stamps.

- As indicated, almost 37 percent of the 1998-1999 respondents and 43 percent of the 1999-2000 respondents reported that they, or someone in their home, were receiving Medicaid. The percentage was not much different in the exempt and non-exempt counties.

- In both surveys, about 12 percent of respondents reported living in households in which someone was receiving Social Security benefits.

- Almost 8 percent of the 1998-1999 respondents and almost 10 percent of the 1999-2000 respondents reported that someone in their household was receiving SSI benefits.

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- About 8 percent of the 1998-1999 respondents were living in subsidized housing, including almost 10 percent of the respondents from exempt counties. In the 1999-2000 sample, only 4 percent were living in subsidized housing.

- About 17 percent of 1998-1999 respondents but only 8 percent of 1999-2000 respondents reported receiving help in paying bills from family or friends who lived with the respondent

- Almost 17 percent of the 1998-1999 respondents and almost 29 percent of 1999-2000 respondents reported living free with a parent or relative. About 31 percent of the 1999-2000 respondents from non-exempt counties reported living free with a parent or relative.

- About 14 percent of the 1998-1999 respondents and 17 percent of the 1999-2000 respondents reported receiving gifts of money from family or friends.

Exhibit VI-1
Percent of Respondents Reporting That They or Someone in Their Home Were Receiving Specific Benefits or Support, by Type of County

	1998-1999 Leavers			1999-2000 Leavers		
Benefits/Support	**Exempt (N = 127)**	**Non-Exempt (N = 105)**	**Total (N = 232)**	**Exempt (N = 119)**	**Non-Exempt (N = 118)**	**Total (N = 237)**
Cash assistance	3.6%	2.5%	3.1%	3.4%	3.4%	3.4%
Medicaid	37.5%	35.5%	36.6%	44.5%	41.5%	43.0%
Child care assistance	1.8%	2.5%	2.1%	3.4%	0.0%	1.7%
Child support	5.4%	5.0%	5.2%	9.2%	8.5%	8.9%
Social Security	12.5%	11.6%	12.1%	9.2%	15.3%	12.2%
SSI	8.0%	7.4%	7.8%	10.9%	8.5%	9.7%
Pension income	3.6%	1.7%	2.7%	2.5%	1.7%	2.1%
WIC	12.5%	12.4%	12.5%	15.1%	9.3%	12.2%
School lunch	15.2%	12.4%	13.9%	26.9%	22.9%	24.9%
Summer feeding program for children	1.8%	0.0%	1.0%	3.4%	1.7%	2.5%
Rent subsidy or public housing	9.8%	6.6%	8.4%	5.0%	3.4%	4.2%
Free housing from a parent or relative	17.9%	15.7%	16.9%	26.1%	31.4%	28.7%
Help in paying bills from family or friend living with you	19.6%	14.0%	17.1%	9.2%	7.6%	8.4%
Help in paying bills from family or friend not living with you	5.4%	4.1%	4.8%	10.9%	12.7%	11.8%
Gifts of money from family or friends	14.3%	14.0%	14.2%	19.3%	15.3%	17.3%
Shots or vaccinations for children from the health department	11.6%	13.2%	12.3%	16.0%	27.1%	21.5%

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Receipt of Assistance, by Employment Status

- Exhibit VI-2 presents data on the receipt of public assistance and other sources of support by employment status.

- As indicated, there was no difference in the 1998-1999 sample between working and non-working respondents in the percent participating in Medicaid. In the 1999-2000 sample, however, unemployed respondents were much more likely than employed respondents to be on Medicaid.

- In the 1999-2000 sample, non-working respondents were more likely than working respondents to be receiving child support, Social Security, and SSI.

- In the 1998-1999 sample, working respondents were more likely than non-working respondents to be receiving benefits under the WIC and school lunch programs.

- In the 1998-1999 sample, almost 23 percent of non-working respondents were living free with a parent or other relative, compared to only 12 percent of working respondents.

- Similarly, about 41 percent of unemployed 1999-2000 respondents were living free with a parent or relative, compared to only 16 percent of working respondents.

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Exhibit VI-2
Percent of Respondents Reporting That They or Someone in Their Home Were Receiving Specific Benefits or Support, by Employment Status

	1998-1999 Leavers		1999-2000 Leavers	
Benefits/Support	**Working (N = 126)**	**Not Working (N = 106)**	**Working (N = 118)**	**Not Working (N = 119)**
Cash assistance	2.3%	4.0%	0.8%	5.9%
Medicaid	35.7%	37.7%	38.1%	47.9%
Child care assistance	2.3%	1.9%	0.8%	2.5%
Child support	5.0%	5.4%	4.2%	13.4%
Social Security	10.7%	13.8%	8.5%	16.0%
SSI	5.9%	10.0%	4.2%	15.1%
Pension income	1.6%	4.0%	1.7%	2.5%
WIC	15.0%	9.4%	12.7%	11.8%
School lunch	17.2%	10.0%	23.7%	26.1%
Summer feeding program for children	1.8%	0.0%	3.4%	1.7%
Rent subsidy or public housing	6.8%	10.2%	5.1%	3.4%
Free housing from a parent or relative	12.0%	22.6%	16.1%	41.2%
Help in paying bills from family or friend living with you	19.5%	14.3%	10.2%	6.7%
Help in paying bills from family or friend not living with you	3.9%	5.9%	12.7%	10.9%
Gifts of money from family or friends	15.0%	13.2%	15.3%	19.3%
Shots or vaccinations for children from the health department	13.1%	11.4%	18.6%	24.4%

C. Child Care

Presence of Pre-School Children

- Exhibit VI-3 indicates that about 24 percent of the 1998-1999 respondents and 21 percent of the 1999-2000 respondents had one or more pre-school children living in their household at the time of the survey.

- There was not a major difference between exempt and non-exempt counties in the percentage of respondents with pre-school children in their household.

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Exhibit VI-3
Percentage of Respondents With Pre-School Children in Their Households, by Type of County

	1998-1999 Leavers		
Number of Pre-School Children	**Exempt (N = 130)**	**Non-Exempt (N = 108)**	**Total (N = 238)**
None	77.4%	74.2%	75.9%
One	20.0%	19.4%	19.7%
Two	1.7%	5.6%	3.5%
Three +	0.9%	0.8%	0.8%
Total	100.0%	100.0%	100.0%
	1999-2000 Leavers		
Number of Pre-School Children	**Exempt (N = 122)**	**Non-Exempt (N = 120)**	**Total (N = 242)**
None	77.9%	79.2%	78.5%
One	15.6%	15.8%	15.7%
Two	5.7%	4.2%	5.0%
Three +	0.8%	0.8%	0.8%
Total	100.0%	100.0%	100.0%

Presence of School-Age Children

- Exhibit VI-4 presents data on the number of school-age children living in respondents' households, by county. As indicated, about 19 percent of the 1998-1999 respondents and 24 percent of the 1999-2000 respondents had school-age children living in the household.

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Exhibit VI-4
Percentage of Respondents with School-Age Children in Their Household, by Type of County

	1998-1999 Leavers		
Number of School-Age Children	**Exempt (N = 129)**	**Non-Exempt (N = 108)**	**Total (N = 237)**
None	80.0%	81.5%	80.7%
One	13.0%	9.7%	11.5%
Two	2.6%	6.5%	4.3%
Three +	4.4%	2.4%	3.5%
Total	100.0%	100.0%	100.0%
	1999-2000 Leavers		
Number of School-Age Children	**Exempt (N = 122)**	**Non-Exempt (N = 120)**	**Total (N = 242)**
None	72.1%	80.0%	76.0%
One	15.6%	5.8%	10.7%
Two	7.4%	9.2%	8.3%
Three +	4.9%	5.0%	5.0%
Total	100.0%	100.0%	100.0%

Child Care for School-Age Children

- Exhibit VI-5 presents data on the percentage of respondents who reported that before-school or after-school child care was used for the school-age children in their household.

- As indicated, almost 23 percent of the 1998-1999 respondents who had school-age children in the household reported that before-school or after-school child care was provided for these children. For the 1999-2000 respondents, only 17 percent reported that child care was used.

- In the 1998-1999 sample, respondents residing in exempt counties were much more likely to report that child care was being used than respondents residing in non-exempt counties. In the 1999-2000 sample, this pattern was reversed.

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Exhibit VI-5
Percentage of Respondents Reporting That Before-School Or After-School Child Care Was Used for School-Age Children in Their Household

	1998-1999 Leavers		
Before- or After-School Child Care?	**Exempt**	**Non-Exempt**	**Total**
Yes	30.4%	13.0%	22.9%
No	69.6%	87.0%	77.1%
Total	100.0%	100.0%	100.0%
Weighted N size	26	20	46
	1999-2000 Leavers		
Before- or After-School Child Care?	**Exempt**	**Non-Exempt**	**Total**
Yes	8.8%	29.2%	17.2%
No	91.2%	70.8%	82.8%
Total	100.0%	100.0%	100.0%
N size	34	24	58

Child Care for Pre-School Children

- Exhibit VI-6 indicates that about 50 percent of the 1998-1999 respondents with pre-school children in their households reported that child care was being used for these children. In the 1999-2000 sample, the percentage was 54 percent.

- Respondents residing in exempt counties were more likely to report that child care was being used.

Exhibit VI-6
Percentage of Respondents Reporting That Child Care Was Used for Pre-School Children in Their Household

	1998-1999 Leavers		
Use Child Care?	**Exempt**	**Non-Exempt**	**Total**
Yes	53.8%	46.9%	50.5%
No	46.2%	53.1%	49.5%
Total	100.0%	100.0%	100.0%
Weighted N size	30	28	57
	1999-2000 Leavers		
Use Child Care?	**Exempt**	**Non-Exempt**	**Total**
Yes	63.0%	44.0%	53.8%
No	37.0%	56.0%	46.2%
Total	100.0%	100.0%	100.0%
N size	27	25	52

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Types of Child Care and Assistance with Payments

- Data were collected on the types of child care providers being used, whether payments were being made for child care, and whether respondents were receiving help in paying for care. However, the sample sizes for each of these data items were too small for meaningful analysis.

D. Transportation

Types of Transportation Used by Respondents

- Exhibit VI-7 shows the types of transportation used by respondents to get around.

- The data show that only about one-third of the respondents in both samples had their own vehicles. In the 1998-1999 sample, the percentage was much higher in the non-exempt counties (37.1 percent) than in the exempt counties (28.7 percent). In the 1999-2000 sample, the percentage was slightly higher in the exempt counties.

- Almost 45 percent of the 1998-1999 respondents and 47 percent of the 1999-2000 respondents reported that they relied on rides from relatives, friends, or neighbors.

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Exhibit VI-7
Type of Transportation Used by Respondents,
by Type of County

	1998-1999 Leavers		
How Do You Get Around?	**Exempt (N =131)**	**Non-Exempt (N = 107)**	**Total (N = 238)**
Use own vehicle	28.7%	37.1%	32.5%
Ride with a relative, friend, neighbor	48.7%	40.3%	44.9%
Borrow vehicle	4.3%	6.5%	5.3%
Bus	14.8%	9.7%	12.5%
Taxi	2.6%	2.4%	2.5%
Walk	7.0%	11.3%	8.9%
Ride Bicycle	1.7%	1.6%	1.7%
Other	1.7%	0.0%	1.0%
	1999-2000 Leavers		
How Do You Get Around?	**Exempt (N = 122)**	**Non-Exempt (N = 120)**	**Total (N = 242)**
Use own vehicle	33.6%	31.7%	32.6%
Ride with a relative, friend, neighbor	43.4%	50.0%	46.7%
Borrow vehicle	9.8%	6.7%	8.3%
Bus	4.9%	7.5%	6.2%
Taxi	4.1%	0.8%	2.5%
Walk	4.1%	6.7%	5.4%
Ride Bicycle	1.6%	0.8%	1.2%
Other	0.8%	0.8%	0.8%

E. Discussion of the Findings

In general, the respondents were living in households that were making relatively little use of public assistance benefits. Part of the reason for this may be that many of the households were not categorically eligible for program benefits because there were no children present. This would apply, for example, to such programs as Medicaid, WIC, and school lunch. Very few of the households were living in public housing or subsidized housing.

A relatively large percentage of the leavers were relying on support from family and friends, indicating that many were not yet self-sufficient. For example, 17 percent of the 1998-1999 leavers and 29 percent of the 1999-2000 leavers were getting free housing from their parent(s). This situation may also reflect the relative youth of many of the leavers. The percentages were even higher for respondents who were not working at the time of the surveys. About 14 percent of the 1998-1999 leavers and 17 percent of the 1999-2000 leavers relied on regular gifts of money from family or friends.

The findings on children and child care show that a surprisingly large percentage of the respondents were living in households with children present. For example, more than 20

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percent of the respondents were in households with pre-school children. Of these respondents, about half reported that child care was being used for the pre-school children.

Finally, the results on transportation indicate that many of the ABAWD leavers may face problems with getting transportation to work. Only one-third reported that they owned a vehicle, and almost half had to rely on rides from other people to get around. The relative youth of the population may be a factor in their capacity to buy, insure, and maintain vehicles.

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CHAPTER VII: FOOD STAMP RECIDIVISM

This chapter presents findings on the sample members who reported that they were back on Food Stamps at the time of the surveys. These respondents were asked a limited set of questions about their current situation. They were not asked any of the questions about adverse events or perceptions of life after Food Stamps.

Of the 1998-1999 leavers, 46 respondents (16.2 percent) were back on Food Stamps at the time of the surveys. Of the 1999-2000 leavers, 41 respondents (14.5 percent) indicated that they were back on Food Stamps at the time of the surveys. Given the small number of recidivists, we present only a limited analysis of their characteristics and situation.

A. Objectives of the Analysis

The major goal of the analysis is to determine how many of the ABAWD leavers are having difficulty staying off Food Stamps, and to highlight the reasons for recidivism. Another goal is to examine whether some groups of ABAWD leavers are having more difficulty than others in staying off Food Stamps.

B. Recidivism Rates by Respondent Characteristics

Recidivism Rates by Type of County

- Exhibit VII-1 shows the recidivism rates among the samples by type of county.
- In the 1998-1999 sample, there was not a major difference in recidivism rates between the non-exempt counties and the counties exempt under the 15 percent provision. The recidivism rate was slightly higher in counties exempt due to high unemployment.
- In the 1999-2000 sample, however, recidivism was much higher in the exempt counties than in the non-exempt counties. The rate was especially high in counties that were exempt due to high unemployment.

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Exhibit VII-1
Recidivism Rates by Type of County

	1998-1999 Leavers			
Status at the Surveys	**Exempt-15 Percent (N = 73)**	**Exempt-Unemployment (N = 90)**	**Non-Exempt (N = 122)**	**Total (N = 284)**
Currently receiving Food Stamps	17.2%	13.9%	17.2%	16.2%
Not receiving Food Stamps	82.8%	86.1%	82.8%	83.8%
Total	100.0%	100.0%	100.0%	100.0%
	1999-2000 Leavers			
Status at the Surveys	**Exempt-15 Percent (N = 54)**	**Exempt-Unemployment (N = 97)**	**Non-Exempt (N = 132)**	**Total (N = 283)**
Currently receiving Food Stamps	14.8%	21.6%*	9.1%*	14.5%
Not receiving Food Stamps	85.2%	78.4%	90.9%	85.5%
Total	100.0%	100.0%	100.0%	100.0%

*Differences between types of counties statistically significant at the .05 level

Recidivism Rates by Gender

- Exhibit VII-2 shows recidivism rates by gender. The data indicate that, in the 1998-1999 sample, the recidivism rate was about the same for females and males.

- In the 1999-2000 sample, recidivism was much higher among females (20 percent) than among males (7.3 percent).

Exhibit VII-2
Recidivism Rates by Gender

	1998-1999 Leavers		1999-2000 Leavers	
Status	**Females (N = 141)**	**Males (N = 142)**	**Females (N = 160)**	**Males (N = 123)**
Currently receiving Food Stamps	16.7%	15.7%	20.0%*	7.3%*
Not receiving Food Stamps	83.3%	84.3%	80.0%	92.7%
Total	100.0%	100.0%	100.0%	100.0%

*Differences between females and males statistically significant at the .05 level

Recidivism Rates by Ethnicity

- Exhibit VII-3 shows recidivism rates by ethnicity. The data indicate that the recidivism rate was about the same for blacks and whites in both surveys.

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Exhibit VII-3
Recidivism Rates by Ethnicity

	1998-1999 Leavers		1999-2000 Leavers	
Status	**Black (N = 228)**	**White (N = 55)**	**Black (N = 221)**	**White (N = 60)**
Currently receiving Food Stamps	16.2%	16.6%	14.5%	15.0%
Not receiving Food Stamps	83.8%	83.4%	85.5%	85.0%
Total	100.0%	100.0%	100.0%	100.0%

*Differences between blacks and whites NOT statistically significant at the .05 level

Recidivism Rates by Education

- Exhibit VII-4 shows recidivism rates by educational level. In the 1998-1999 sample, respondents who had not completed high school had about the same recidivism rate as respondents who had completed high school only. In the 1999-2000 sample, recidivism was somewhat higher among high school drop-outs.

Exhibit VII-4
Recidivism Rates by Education

	1998-1999 Leavers		1999-2000 Leavers	
Status	**Did not Complete High School (N = 162)**	**Completed High School (N = 122)**	**Did not Complete High School (N = 140)**	**Completed High School (N = 143)**
Currently receiving Food Stamps	15.8%	16.7%	16.4%	12.6%
Not receiving Food Stamps	84.2%	83.3%	83.6%	87.4%
Total	100.0%	100.0%	100.0%	100.0%

*Differences between drop-outs and completers NOT statistically significant at the .05 level

Recidivism Rates by Age

- Exhibit VII-5 shows recidivism rates by age. In the 1998-1999 sample, respondents aged 35-39 had the highest rate of recidivism (23.9 percent), followed by respondents aged 25-29 (17.9 percent), and respondents aged 18-24 (16.7 percent). Overall, 18-24 year olds had about the same recidivism rate as respondents aged 25 or older.

- In the 1999-2000 sample, recidivism was lowest for respondents aged 35-39.

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Exhibit VII-5
Recidivism Rates by Age

	1998-1999 Leavers				
Status	**18-24 (N = 191)**	**25-29 (N = 27)**	**30-34 (N = 10)**	**35-39 (N = 20)**	**40+ (N = 35)**
Currently receiving Food Stamps	16.7%	17.9%	11.0%	23.9%	9.0%
Not receiving Food Stamps	83.3%	82.1%	89.0%	76.1%	91.0%
Total	100.0%	100.0%	100.0%	100.0%	100.0%
	1999-2000 Leavers				
Status	**18-24 (N = 175)**	**25-29 (N = 26)**	**30-34 (N = 18)**	**35-39 (N = 24)**	**40+ (N = 40)**
Currently receiving Food Stamps	13.7%	11.5%	22.2%	8.3%	20.0%
Not receiving Food Stamps	86.3%	88.5%	77.8%	91.7%	80.0%
Total	100.0%	100.0%	100.0%	100.0%	100.0%

C. Reasons for Going Back on Food Stamps

Reasons for Going Back on Food Stamps, by Type of County

- Exhibits VII-6 and VII-7 show the most common reasons given by the recidivists for going back on Food Stamps.

- As indicated, the most common reason was being laid off or fired from a job (36 percent of recidivists in the 1998-1999 sample and 46 percent of recidivists in the 1999-2000 sample).

- The next most common reason for recidivists in the 1998-1999 sample was illness or disability -- cited by 11.7 percent of the recidivists. Illness or disability was mentioned by 17.4 percent of the recidivists from exempt counties, but by only 4.3 percent of the recidivists from non-exempt counties.

- In the 1999-2000 sample, the second most common reason for being back on Food Stamps was quitting a job (19.5 percent).

- In the 1998-1999 sample, about 13 percent of the recidivists from exempt counties mentioned housing problems as a reason for going back on Food Stamps, compared to none of the recidivists from non-exempt counties.

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Exhibit VII-6
Reasons for Going Back on Food Stamps,
by Type of County, 1998-1999 Leavers

Reason for Going Back on Food Stamps	Exempt (N = 26)	Non-Exempt (N = 20)	Total (N = 46)
Divorce/separation	8.7%	4.3%	6.8%
Laid off from job or fired	30.4%	43.5%	36.1%
Quit job	8.7%	8.7%	8.7%
Decrease in hours worked or wages	8.7%	0.0%	4.9%
Your illness/disability	17.4%	4.3%	11.7%
Illness/disability of a family member	8.7%	4.3%	6.8%
Housing problems	13.0%	0.0%	7.4%
Irregular child support payments	4.3%	0.0%	2.5%
Loss of financial support from relatives/friends	4.3%	13.0%	8.1%
Child care problems	4.3%	4.3%	4.3%
Pregnancy/new child	4.3%	8.7%	6.2%
Change in household composition	0.0%	8.7%	3.8%

Exhibit VII-7
Reasons for Going Back on Food Stamps,
by Type of County, 1999-2000 Leavers

Reason for Going Back on Food Stamps	Exempt (N = 29)	Non-Exempt (N = 12)	Total (N = 41)
Laid off from job or fired	55.2%	25.0%	46.3%
Quit job	10.3%	41.7%	19.5%
Your illness/disability	13.8%	0.0%	9.8%
Needed Food Stamps for children	3.4%	25.0%	9.8%
Decrease in hours worked or wages	6.9%	8.3%	7.3%
Illness/disability of a family member	0.0%	16.7%	4.9%
Housing problems	3.4%	0.0%	2.4%
Loss of financial support from relatives/friends	3.4%	0.0%	2.4%
Other	6.9%	0.0%	4.9%

D. Barriers to Leaving Food Stamps

Barriers to Leaving Food Stamps, by Type of County

- Exhibits VII-8 and VII-9 show the barriers identified by recidivists to leaving Food Stamps.

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- In both rounds of surveys, the most common barrier to leaving Food Stamps was "can't find a job that pays enough."

Exhibit VII-8
Barriers Keeping Recidivists from Leaving Food Stamps and Staying Off Food Stamps, by County, 1998-1999 Leavers

Barriers	Exempt (N = 26)	Non-Exempt (N = 20)	Total (N = 46)
Lack of job skills	21.7%	39.1%	29.3%
Lack of education	8.7%	26.1%	16.2%
Lack of reliable or affordable child care	4.3%	4.3%	4.3%
Lack of transportation	0.0%	4.3%	1.9%
Can't find job that pays enough	30.4%	43.5%	36.1%
Can't find job with health insurance	0.0%	4.3%	1.9%
Can't find job w/regular hours/enough hours	0.0%	8.7%	3.8%
Available jobs are short-term or seasonal	0.0%	4.3%	1.9%
Disability or illness	26.1%	13.0%	20.4%
Disability/illness of a child/other family member	8.7%	0.0%	4.9%
No barriers- prefer to stay at home with children	4.3%	4.3%	4.3%

Exhibit VII-9
Barriers Keeping Recidivists from Leaving Food Stamps and Staying Off Food Stamps, by County, 1999-2000 Leavers

Barriers	Exempt (N = 29)	Non-Exempt (N = 12)	Total (N = 41)
Can't find job that pays enough	69.0%	58.3%	65.9%
Can't find job w/regular hours/enough hours	24.1%	0.0%	17.1%
Lack of job skills	6.9%	16.7%	9.8%
Disability or illness	6.9%	16.7%	9.8%
Lack of reliable or affordable child care	3.4%	8.3%	4.9%
Lack of transportation	3.4%	8.3%	4.9%
Can't find job with health insurance	6.9%	0.0%	4.9%
Lack of education	0.0%	8.3%	2.4%
Available jobs are short-term or seasonal	3.4%	0.0%	2.4%
Disability/illness of a child/other family member	0.0%	8.3%	2.4%
Other	10.3%	0.0%	7.3%

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E. Other Findings on Recidivists

Employment Situation and Barriers

- Exhibit VII-10 presents employment data for respondents who were back on Food Stamps at the time of the survey. Overall, 33.5 percent of the recidivists from the 1998-1999 sample and 19.5 percent of the recidivists from the 1999-2000 sample were working at a job for pay.

- (Not shown in the exhibit) Almost 49 percent of the 1998-1999 recidivists who were not currently working said that they had worked for pay in the last 12 months. For the 1999-2000 recidivists who were not working, 69.7 percent had worked for pay in the past 12 months. Among the 1998-1999 recidivists who were not currently working, 30 percent cited physical or mental health problems as a reason for not working. The percentage for the 1999-2000 recidivists who were not working was 24.4 percent.

Exhibit VII-10
Respondents Back on Food Stamps at Follow-Up -- Percent Working

County	**1998-1999 Leavers**
Exempt- 15 Percent (N = 12)	36.4%
Exempt- Unemployment (N = 12)	45.5%
Non-exempt (N = 21)	24.7%
Total (N = 46)	33.5%
County	**1999-2000 Leavers**
Exempt- 15 Percent (N = 8)	50.0%
Exempt- Unemployment (N = 21)	9.5%
Non-exempt (N = 12)	16.7%
Total (N = 41)	19.5%

Receipt of Assistance by Recidivists

- Exhibit VII-11 presents data on the receipt of public assistance and other sources of support by recidivists, by type of county.

- The data indicate that 9.3 percent of the recidivists in the 1998-1999 sample were receiving cash assistance and 76.4 percent were receiving Medicaid. The comparable percentages for recidivists in the 1999-2000 sample were 2.4 percent and 70.7 percent, respectively.

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- Almost 39 percent of the recidivists from the 1998-1999 sample and 34 percent of the recidivists from the 1999-2000 sample were enrolled in WIC.

- About 20 percent of the recidivists from the 1998-1999 sample but only 10 percent of the recidivists from the 1999-2000 sample were receiving SSI.

EXHIBIT VII-11
BENEFITS AND OTHER SUPPPORT RECEIVED IN THE HOUSEHOLD, BY TYPE OF COUNTY (RECIDIVISTS)

	1998-1999 Leavers			1999-2000 Leavers		
Benefits/Support	**Exempt (N = 26)**	**Non-Exempt (N = 20)**	**Total (N = 46)**	**Exempt (N = 29)**	**Non-Exempt (N = 12)**	**Total (N = 41)**
Cash assistance	13.0%	4.3%	9.3%	3.4%	0.0%	2.4%
Medicaid	78.3%	73.9%	76.4%	62.1%	91.7%	70.7%
Child support from a child's parent	17.4%	13.0%	15.5%	24.1%	16.7%	22.0%
Social Security	21.7%	8.7%	16.1%	6.9%	0.0%	4.9%
SSI	26.1%	13.0%	20.4%	6.9%	16.7%	9.8%
Money from retirement/pension fund	4.3%	0.0%	2.5%	0.0%	0.0%	0.0%
WIC supplemental nutrition benefits	34.8%	43.5%	38.6%	34.5%	33.3%	34.1%
School lunch program	34.8%	39.1%	36.7%	24.1%	50.0%	31.7%
Rent subsidy or public housing	34.8%	30.4%	32.9%	6.9%	8.3%	7.3%
Free housing from a parent/relative	17.4%	21.7%	19.3%	27.6%	41.7%	31.7%
Help in paying bills from someone who lives with you	13.0%	17.4%	14.9%	3.4%	16.7%	7.3%
Help in paying bills from someone who does not lives with you	21.7%	21.7%	21.7%	24.1%	25.0%	24.4%
Gifts of money from family or friends	4.3%	21.7%	11.9%	17.2%	16.7%	17.1%
Shots or vaccinations from the health department	34.8%	39.1%	36.7%	31.0%	41.7%	34.1%

F. Discussion of the Findings

The findings show that 14-16 percent of the ABAWD leavers were back on Food Stamps at the time of the surveys. This is consistent with the administrative data presented later in the next chapter of the report. On the positive side, about 5 out of 6 of the leavers had managed to stay off Food Stamps. The findings would suggest that females are perhaps having a somewhat more difficult time. Most of the recidivism seems to be related to problems in finding or keeping jobs, and in getting jobs that pay enough and have enough work hours.

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CHAPTER VIII: ADMINISTRATIVE DATA ON THE SURVEY SAMPLES

This chapter presents data from administrative records systems on employment status and Food Stamp participation among the survey samples. The data on employment status are based on a match against the Unemployment Insurance (UI) wage record system in South Carolina.

To make the administrative data comparable to the survey data, we applied the sample weights to the strata for the 1998-1999 sample, as in the survey analysis. Since the 1999-2000 sample comprised the universe of cases in South Carolina, weights are not required.

A. Objectives of the Analysis

The administrative records data provide information on all members of the sample, regardless of whether they responded to the surveys. On a general level, therefore, the administrative records data allow us to determine whether the results of the surveys hold true for all members of the sample.

It should be noted, however, that there are some limitations to comparing the administrative records data with the survey data. First, most of the survey results presented in the report examine the status of families who were still off Food Stamps at the time of the surveys. In contrast, the administrative records data presented in this appendix include all members of the samples, including persons who were back on Food Stamps at the time of the surveys. Second, there are a number of limitations in comparing employment and earnings data from the surveys with data from the UI wage records. These differences are reviewed in the next section.

In the sections that follow, we present the administrative records data on the two samples of leavers. In Section D, we review the major findings from the administrative records data as they relate to the survey results.

B. Employment Information from the UI Wage Records System

To examine employment patterns among the samples after they left Food Stamps, the South Carolina Department of Social Services conducted a match of the 644 persons in the 1998-1999 survey sample and the 653 persons in the 1999-2000 survey sample against the South Carolina UI wage records system. It should be noted that the UI wage records system has two major limitations as a source of information on employment patterns, as follows:

- The wage records contain information only on persons who are working in South Carolina. Sample members who have left the state and may be employed elsewhere cannot be tracked through the state's wage records system.

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- The UI wage record system can be used to track persons only in UI-covered employment. Employment in jobs that are not covered by the UI system (such as federal employment or self-employment) cannot be tracked through the wage records.

For these reasons, a UI wage record match will tend to understate the percentage of sample members who are employed. The disparity may increase over time as more sample members leave South Carolina.

Another issue with the UI wage record data is that the data are based on quarterly earnings. This poses a challenge in terms of comparing the UI wage record information with the results of the survey data. Specifically, the surveys gathered information on the employment status of the respondent on the day when they were surveyed. In contrast, the UI data show only whether the person was employed at any time during a specific quarter. For persons who are sporadically employed in a specific quarter, it is possible that the UI wage records will show higher rates of employment than the survey data.

1. Overall Employment Rates Among the Samples, by County Type

Exhibit VIII-1 shows the percent of 1998-1999 sample members who had UI earnings in the eight quarters after leaving Food Stamps. For this and other analyses in this chapter, the quarters were standardized based on the quarter in which sample members actually left Food Stamps. It should be noted that, in contrast to the survey findings presented in Chapter IV of the report, the employment data in this section apply to all members of the samples, not only those who were still off Food Stamps.

The data indicate that, throughout the 8-quarter tracking period, the percent of persons in UI-covered employment was about the same in the exempt counties as in the counties that were exempt under the 15 percent provision. The employment rate was somewhat lower in counties that were exempt due to high unemployment.

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Exhibit VIII-1
Percent of Sample Members With UI Wages After Leaving Food Stamps, by County Type – 1998-1999 Sample

Quarter	Exempt-15 Percent (N = 144)	Exempt-Unemployment (N = 227)	Non-Exempt (N = 273)	Total (N = 644)
Quarter left Food Stamps	49.8%	43.2%	51.8%	48.3%
Quarter After Leaving Food Stamps:				
First	49.6%	40.7%	52.4%	47.7%
Second	48.0%	46.7%	53.6%	49.9%
Third	49.1%	45.7%	53.6%	49.8%
Fourth	54.2%	41.7%	49.3%	47.7%
Fifth	52.4%	42.2%	49.5%	47.6%
Sixth	48.2%	40.7%	48.1%	45.5%
Seventh	42.5%	41.7%	49.9%	45.3%
Eighth	46.5%	40.7%	43.3%	43.1%

Exhibit VIII-2 presents comparable data for the 1999-2000 sample during the first four quarters after sample members left Food Stamps. The data show that there was very little difference between the non-exempt counties and the counties exempt under the 15 percent provision. The employment rate was lower in counties that were exempt due to high unemployment.

Exhibit VIII-2
Percent of Sample Members With UI Wages After Leaving Food Stamps, by County Type – 1999-2000 Sample

Quarter	Exempt-15 Percent (N = 123)	Exempt-Unemployment (N = 218)	Non-Exempt (N = 312)	Total (N = 653)
Quarter left Food Stamps	50.4%	48.6%	49.7%	49.5%
Quarter After Leaving Food Stamps:				
First	42.3%	43.6%	46.2%	44.6%
Second	48.0%	46.3%	48.1%	47.5%
Third	45.5%	44.0%	43.6%	44.1%
Fourth	41.5%	39.0%	41.7%	40.7%

2. Employment Stability Among the Samples, by County Type

To measure employment stability, we examined the number of quarters that sample members were employed during the follow-up period. For persons in the 1998-1999 sample, Exhibit VIII-3 shows that 26.3 percent of the sample were not employed in any of the 8 quarters of the follow-up period. This means that about 74 percent of the sample members were employed at some time in the two years after leaving Food Stamps.

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There was relatively little difference between the non-exempt counties and the counties exempt under the 15 percent provision. About 24 percent of both samples were employed in none of the 8 quarters of the follow-up period. The percentage who were employed for the entire 8 quarters was slightly higher in the non-exempt counties than in the counties exempt under the 15 percent provision. The persons from the non-exempt counties were employed for an average of 4 quarters, compared to 3.9 for persons in the counties exempt under the 15 percent provision. Employment stability was lower in counties that were exempt due to high unemployment.

Overall, the data show that employment stability was relatively low among the ABAWD leavers. Only 36 percent of the leavers were employed in 6 or more of the 8 quarters.

Exhibit VIII-3
Number of Quarters With UI Wages After Leaving Food Stamps, by County Type -- 1998-1999 Sample

Number of Quarters with Earnings after Leaving Food Stamps	Exempt-15 Percent (N = 144)	Exempt-Unemployment (N = 227)	Non-Exempt (N = 273)	Total (N = 644)
None	24.3%	29.9%	24.2%	26.2%
1 quarter	7.7%	9.5%	5.4%	7.3%
2 quarters	7.1%	7.0%	8.0%	7.5%
3 quarters	7.9%	5.0%	6.4%	6.2%
4 quarters	7.5%	7.5%	9.1%	8.2%
5 quarters	5.2%	12.0%	7.9%	8.7%
6 quarters	10.7%	6.5%	9.4%	8.7%
7 quarters	12.3%	9.0%	9.8%	10.1%
8 quarters	17.4%	13.8%	19.7%	17.1%
Total	100.0%	100.0%	100.0%	100.0%
Mean Number of Quarters	3.9	3.4	4.0	3.8

For the 1999-2000 sample, Exhibit VIII-4 shows that there was relatively little difference between the non-exempt counties and the counties exempt under the 15 percent provision in terms of employment stability. Overall, only 25 percent of the sample members were employed in all 4 quarters after leaving Food Stamps, and almost 38 percent were not employed in any quarter.

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Exhibit VIII-4
Number of Quarters With UI Wages After Leaving Food Stamps, By County Type -- 1999-2000 Sample

Number of Quarters with Earnings after Leaving Food Stamps	Exempt-15 Percent (N = 123)	Exempt-Unemployment (N = 218)	Non-Exempt (N = 312)	Total (N = 653)
None	40.7%	38.1%	36.5%	37.8%
1 quarter	4.9%	12.8%	11.5%	10.7%
2 quarters	14.6%	11.5%	14.1%	13.3%
3 quarters	16.3%	13.3%	11.5%	13.0%
4 quarters	23.6%	24.3%	26.3%	25.1%
Total	100.0%	100.0%	100.0%	100.0%
Mean Number of Quarters	1.8	1.7	1.8	1.8

3. Employment Rates Among the Samples, by Gender

For the 1998-1999 sample, Exhibit VIII-5 shows females consistently had higher rates of UI-covered employment than males throughout the 8-quarter tracking period after leaving Food Stamps. In addition, the difference between females and males increased over time. For the 1999-2000 sample, Exhibit VIII-6 shows a similar overall pattern.

Exhibit VIII-5
Percent of Sample Members With UI Wages, by Gender -- 1998-1999 Sample

Quarter	Female (N = 262)	Male (N = 382)
Quarter left Food Stamps	52.7%	45.3%
Quarter After Leaving Food Stamps:		
First	51.6%	44.9%
Second	55.7%	46.0%
Third	56.0%	45.5%
Fourth	54.1%	43.3%
Fifth	55.4%	42.2%
Sixth	54.9%	39.1%
Seventh	52.9%	40.1%
Eighth	49.6%	38.6%

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Exhibit VIII-6
Percent of Sample Members With UI Wages, by Gender -- 1999-2000 Sample

Quarter	Female (N = 292)	Male (N = 361)
Quarter left Food Stamps	52.4%	47.1%
Quarter After Leaving Food Stamps:		
First	49.0%	41.0%
Second	52.4%	43.5%
Third	47.6%	41.3%
Fourth	43.5%	38.5%

4. Employment Stability Among the Samples, by Gender

For the 1998-1999 sample, Exhibit VIII-7 shows that 29 percent of the males were not employed in any of the 8 quarters of the follow-up period, compared to only 22 percent of females. In addition, about 43 percent of females were employed in 6 or more of the 8 quarters, compared to only 30 percent of the males. Exhibit VIII-8 shows similar findings for the 1999-2000 sample, although the difference between females and males is somewhat less pronounced.

Exhibit VIII-7
Number of Quarters With UI Wages, by Gender -- 1998-1999 Sample

Number of Quarters with Earnings after Leaving Food Stamps	Female (N = 262)	Male (N = 382)
None	22.1%	29.1%
1 quarter	4.9%	9.0%
2 quarters	5.6%	8.7%
3 quarters	4.9%	7.1%
4 quarters	8.3%	8.1%
5 quarters	10.9%	7.3%
6 quarters	10.6%	7.3%
7 quarters	13.6%	7.6%
8 quarters	19.1%	15.7%
Total	100.0%	100.0%

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Exhibit VIII-8
Number of Quarters With UI Wages, by Gender -- 1999-2000 Sample

Number of Quarters With Earnings after Leaving Food Stamps	Female (N = 292)	Male (N = 361)
None	34.6%	40.4%
1 quarter	8.6%	12.5%
2 quarters	14.7%	12.2%
3 quarters	14.0%	12.2%
4 quarters	28.1%	22.7%
Total	100.0%	100.0%

5. Employment Rates Among the Samples, by Age Group

For the 1998-1999 sample, Exhibit VIII-9 shows persons aged under 25 had much higher employment rates than older persons during the entire 8-quarter tracking period. In the 4th quarter after leaving Food Stamps, for example, 52.3 percent of the persons under 25 were employed, compared to only 38.7 percent of the persons aged 25 and older.

As indicated in Exhibit VIII-10, the data for the 1999-2000 sample also show a higher employment rate among younger persons, but the difference is smaller than among the 1998-1999 sample.

Exhibit VIII-9
Percent of Sample Members With UI Wages, by Age -- 1998-1999 Sample

Quarter	Under 25 (N = 422)	25 and Over (N = 222)
Quarter left Food Stamps	51.6%	41.8%
Quarter After Leaving Food Stamps:		
First	51.2%	40.6%
Second	55.0%	40.0%
Third	54.8%	39.9%
Fourth	52.3%	38.7%
Fifth	52.1%	38.7%
Sixth	50.1%	36.6%
Seventh	50.7%	34.9%
Eighth	47.6%	34.2%

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Exhibit VIII-10
Percent of Sample Members With UI Wages, by Age – 1999-2000 Sample

Quarter	Under 25 (N = 410)	25 and Over (N = 243)
Quarter left Food Stamps	50.2%	48.1%
Quarter After Leaving Food Stamps:		
First	45.4%	43.2%
Second	49.8%	43.6%
Third	44.6%	43.2%
Fourth	44.4%	34.6%

6. Employment Stability Among the Samples, by Age Group

For the 1998-1999 sample, Exhibit VIII-11 shows that 34 percent of the persons aged 25 and older were not employed in any of the 8 quarters of the follow-up period, compared to only 22 percent of persons aged under 25. In addition, about 40 percent of persons under 25 were employed in 6 or more of the 8 quarters, compared to only 27 percent of the persons aged 25 or older. Exhibit VIII-12 shows a similar pattern for the 1999-2000 sample, but with less of a difference between the older and younger sample members.

Exhibit VIII-11
Number of Quarters With UI Wages, by Age -- 1998-1999 Sample

Number of Quarters With Earnings after Leaving Food Stamps	Under 25 (N = 422)	25 and Over (N = 222)
None	22.2%	34.1%
1 quarter	5.2%	11.5%
2 quarters	7.0%	8.3%
3 quarters	6.5%	5.7%
4 quarters	8.0%	8.4%
5 quarters	10.9%	4.5%
6 quarters	9.6%	6.7%
7 quarters	13.1%	4.2%
8 quarters	17.4%	16.6%
Total	100.0%	100.0%

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Exhibit VIII-12
Number of Quarters With UI Wages, by Age -- 1999-2000 Sample

Number of Quarters with Earnings after Leaving Food Stamps	Under 25 (N = 410)	25 and Over (N = 243)
None	35.4%	42.0%
1 quarter	11.2%	9.9%
2 quarters	13.7%	12.8%
3 quarters	13.4%	12.3%
4 quarters	26.3%	23.0%
Total	100.0%	100.0%

7. Earnings Patterns Among the Survey Sample

For the 1998-1999 sample, Exhibit VIII-13 shows median monthly earnings for employed sample members after they left Food Stamps. The data show that, after the first quarter, median earnings were higher among the persons in non-exempt counties. For example, in the fourth quarter after exit from Food Stamps, median monthly earnings were $671 for employed persons from non-exempt counties, compared to only $599 for persons in the 15 percent exempt counties, and $624 for persons in counties exempt due to high unemployment. However, the differences among the three groups narrowed over time. For the 1999-2000 sample, Exhibit VIII-14 indicates less of a difference among the three types of counties.

Exhibit VIII-13
Median Monthly UI Wages, by County Type -- 1998-1999 Sample*

Quarter	Exempt-15 Percent	Exempt-Unemployment	Non-Exempt	Total
Quarter left Food Stamps (N = 315)	$455.35	$481.37	$473.88	$467.17
Quarter After Leaving Food Stamps:				
First (N = 311)	$472.51	$475.01	$666.96	$553.10
Second (N = 325)	$503.60	$532.13	$658.40	$588.87
Third (N = 325)	$572.83	$643.45	$615.58	$616.08
Fourth (N = 309)	$598.89	$623.61	$671.16	$634.08
Fifth (N = 309)	$523.16	$609.44	$728.45	$632.56
Sixth (N = 296)	$715.37	$712.81	$750.12	$739.59
Seventh (N = 296)	$805.54	$627.10	$765.82	$724.77
Eighth (N = 278)	$603.82	$656.89	$786.71	$721.06

*Quarterly wages divided by three

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Exhibit VIII-14
Median Monthly UI Wages, by County Type -- 1999-2000 Sample*

Quarter	Exempt-15 Percent	Exempt-Unemployment	Non-Exempt	Total
Quarter left Food Stamps (N = 323)	$394.78	$464.48	$386.67	$413.50
Quarter After Leaving Food Stamps:				
First (N = 291)	$591.39	$682.00	$520.61	$563.01
Second (N = 310)	$666.20	$736.73	$491.17	$605.97
Third (N = 288)	$654.92	$578.08	$614.02	$615.92
Fourth (N = 266)	$618.00	$648.22	$665.44	$643.84

*Quarterly wages divided by three

8. Earnings Patterns Among the Survey Sample, by Age

For the 1998-1999 sample, Exhibit VIII-15 indicates that employed persons aged 25 and older had much higher monthly earnings than employed persons under 25 throughout the follow-up period. During the 4th quarter after leaving Food Stamps, the median monthly earnings of persons 25 and older were $804, compared to only $595 for persons under 25 – a difference of 35 percent. For the 1999-2000 sample, Exhibit VIII-16 also shows higher earnings among employed persons aged 25 and older.

Exhibit VIII-15
Median Monthly UI Wages, by Age -- 1998-1999 Sample*

Quarter	Under 25	25 and Over
Quarter left Food Stamps (N = 315)	$429.27	$719.87
Quarter After Leaving Food Stamps:		
First (N = 311)	$563.96	$551.44
Second (N = 325)	$524.86	$788.70
Third (N = 325)	$551.11	$737.37
Fourth (N = 309)	$594.59	$804.15
Fifth (N = 309)	$575.59	$748.09
Sixth (N = 296)	$689.91	$847.68
Seventh (N = 296)	$682.46	$862.93
Eighth (N = 278)	$671.19	$931.57

*Quarterly wages divided by three

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Exhibit VIII-16
Median Monthly UI Wages, by Age -- 1999-2000 Sample*

Quarter	Under 25	25 and Over
Quarter left Food Stamps (N = 323)	$407.81	$434.38
Quarter After Leaving Food Stamps:		
First (N = 291)	$531.88	$626.04
Second (N = 310)	$559.64	$672.70
Third (N = 288)	$572.25	$761.44
Fourth (N = 266)	$613.65	$820.33

*Quarterly wages divided by three

C. Food Stamp Participation

This section presents monthly data on Food Stamp participation among the samples of ABAWD leavers. Food Stamp participation is tracked during the period following the initial exit periods for the sample members (October 1998 to March 1999 for the 1998-1999 sample, and October 1999 to March 2000 for the 1999-2000 sample).

1. Overall Rates of Food Stamp Participation, by County Type

For the 1998-1999 sample, Exhibit VIII-17 shows that Food Stamp recidivism declined steadily until the 5th month after exit. After that month, the recidivism rate increased gradually, reaching about 16 percent at two years after exit. The recidivism rate was higher among sample members from the exempt counties – 17.7 percent at 24 months, compared to 13.7 percent for persons from non-exempt counties. For the 1999-2000 sample, Exhibit VIII-18 shows a similar overall pattern.

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Exhibit VIII-17
Percent of Sample Members Receiving Food Stamps, by County -- 1998-1999 Sample

Month After Exit	Exempt (N = 322)	Non-Exempt (N = 322)	Total (N = 644)
1 month	13.7%	6.5%	10.6%
2 months	10.6%	4.3%	7.9%
3 months	7.1%	4.3%	5.9%
4 months	6.5%	5.3%	6.0%
5 months	5.9%	5.9%	5.9%
6 months	6.8%	6.2%	6.6%
7 months	8.4%	8.4%	8.4%
8 months	9.9%	8.1%	9.1%
9 months	11.2%	9.6%	10.5%
10 months	11.5%	9.3%	10.5%
11 months	12.4%	9.0%	10.9%
12 months	14.3%	10.6%	12.7%
13 months	14.9%	11.5%	13.4%
14 months	16.1%	11.2%	14.0%
15 months	15.5%	12.1%	14.0%
16 months	16.5%	12.4%	14.7%
17 months	16.8%	12.7%	15.0%
18 months	17.1%	12.4%	15.1%
19 months	17.1%	12.4%	15.1%
20 months	17.7%	12.1%	15.3%
21 months	18.3%	13.4%	16.2%
22 months	17.7%	11.2%	14.9%
23 months	18.3%	11.8%	15.5%
24 months	17.7%	13.7%	16.0%
25 months	17.7%	13.7%	16.0%
26 months	17.7%	14.6%	16.4%
27 months	19.3%	14.3%	17.1%

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Exhibit VIII-18
Percent of Sample Members Receiving Food Stamps, by County -- 1999-2000 Sample

Month After Exit	Exempt (N = 352	Non-Exempt (N = 301)	Total (N = 353)
1 month	14.2%	15.0%	14.5%
2 months	9.7%	15.3%	12.3%
3 months	6.8%	10.3%	8.4%
4 months	5.1%	9.0%	6.9%
5 months	5.1%	7.3%	6.1%
6 months	5.4%	7.0%	6.1%
7 months	6.5%	7.3%	6.9%
8 months	6.8%	7.6%	7.2%
9 months	8.0%	10.0%	8.9%
10 months	9.7%	12.3%	10.9%
11 months	11.1%	15.0%	12.9%
12 months	13.6%	13.0%	13.3%
13 months	15.6%	13.3%	14.5%
14 months	17.9%	15.0%	16.5%
15 months	19.0%	15.6%	17.5%

2. Rates of Food Stamp Participation, by Gender

For the 1998-1999 sample, Exhibit VIII-19 shows that Food Stamp recidivism was much higher among females than among males throughout the follow-up period. Exhibit VIII-20 shows a similar pattern for the 1999-2000 sample.

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Exhibit VIII-19
Percent of Sample Members Receiving Food Stamps, by Gender -- 1998-1999 Sample

Month After Exit	Female (N = 262)	Male (N = 382)
1 month	11.8%	9.7%
2 months	10.0%	6.4%
3 months	8.6%	4.1%
4 months	8.8%	4.0%
5 months	8.8%	3.9%
6 months	10.4%	4.0%
7 months	11.2%	6.4%
8 months	13.6%	6.0%
9 months	14.7%	7.6%
10 months	14.7%	7.7%
11 months	15.0%	8.1%
12 months	16.6%	10.0%
13 months	16.6%	11.3%
14 months	17.8%	11.4%
15 months	19.3%	10.5%
16 months	21.1%	10.3%
17 months	23.6%	9.1%
18 months	25.4%	8.0%
19 months	26.1%	7.5%
20 months	26.9%	7.3%
21 months	27.2%	8.6%
22 months	25.6%	7.5%
23 months	26.4%	8.0%
24 months	28.0%	7.7%
25 months	29.3%	6.8%
26 months	29.9%	7.0%
27 months	32.7%	6.4%

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Exhibit VIII-20
Percent of Sample Members Receiving Food Stamps, by Gender -- 1999-2000 Sample

Month After Exit	Female (N = 292)	Male (N = 361)
1 month	15.1%	14.1%
2 months	14.7%	10.2%
3 months	11.0%	6.4%
4 months	10.3%	4.2%
5 months	9.6%	3.3%
6 months	8.9%	3.9%
7 months	9.9%	4.4%
8 months	11.3%	3.9%
9 months	13.7%	5.0%
10 months	18.2%	5.0%
11 months	20.9%	6.4%
12 months	21.2%	6.9%
13 months	22.9%	7.8%
14 months	26.0%	8.9%
15 months	26.7%	10.0%

3. Rates of Food Stamp Participation, by Age

For the 1998-1999 sample, Exhibit VIII-21 shows that Food Stamp recidivism was somewhat higher for persons aged 25 and older during the first 15 months of the tracking period. However, there was less of a difference between the two age groups after 15 months. Exhibit VIII-22 shows that the recidivism rate was higher for persons aged 25 and over during the 15-month tracking period.

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Exhibit VIII-21
Percent of Sample Members Receiving Food Stamps, by Age -- 1998-1999 Sample

Months After Exit	Under 25 (N = 422)	25 and Over (N = 222)
1 month	10.1%	11.5%
2 months	7.6%	8.4%
3 months	4.7%	8.3%
4 months	4.7%	8.4%
5 months	4.6%	8.4%
6 months	5.1%	9.3%
7 months	7.2%	10.8%
8 months	8.4%	10.6%
9 months	8.7%	14.1%
10 months	9.2%	13.3%
11 months	9.1%	14.6%
12 months	10.1%	17.7%
13 months	11.2%	17.7%
14 months	12.4%	17.2%
15 months	12.9%	16.3%
16 months	14.4%	15.4%
17 months	14.6%	15.8%
18 months	15.1%	15.0%
19 months	15.2%	14.8%
20 months	15.1%	15.6%
21 months	15.5%	17.5%
22 months	14.2%	16.1%
23 months	14.2%	18.1%
24 months	15.5%	16.9%
25 months	15.3%	17.2%
26 months	15.5%	18.1%
27 months	15.6%	20.1%

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Exhibit VIII-22
Percent of Sample Members Receiving Food Stamps, by Age -- 1999-2000 Sample

Month After Exit	Under 25 (N = 410)	25 and Over (N = 243)
1 month	13.9%	15.6%
2 months	9.5%	16.9%
3 months	5.6%	13.2%
4 months	4.4%	11.1%
5 months	3.9%	9.9%
6 months	4.4%	9.1%
7 months	5.4%	9.5%
8 months	5.4%	10.3%
9 months	6.6%	12.8%
10 months	8.8%	14.4%
11 months	10.7%	16.5%
12 months	11.5%	16.5%
13 months	12.0%	18.9%
14 months	14.6%	19.8%
15 months	15.6%	20.6%

D. Discussion of the Findings

This section briefly reviews the findings from the administrative records data in relation to the survey findings, recognizing the limitations discussed previously in Section A on the comparability of the two sources of information.

Employment Situation

- The findings on UI employment among the samples are consistent with the survey results in showing that rates of employment were broadly comparable across the three types of counties.

- With regard to gender, the 1998-1999 survey data showed higher rates of employment for males, while the UI data showed somewhat higher rates for females. The relatively low response rate among males in the sample may be a factor in this outcome.

- The findings on UI earnings are generally consistent with the survey findings in showing that, for the 1998-1999 sample, persons from the non-exempt counties had higher average earnings than other sample members. The data for the 1999-2000 sample are also consistent in terms of showing less of a difference among the three types of counties.

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- The administrative data on Food Stamp participation are generally consistent with the survey data on Food Stamp recidivism in showing recidivism rates in the low-to-mid-teens at one year after the sample members left the Food Stamp program. For the 1999-2000 sample, however, the survey data showed a lower recidivism rate than the administrative data for persons in non-exempt counties at one year.

- With regard to gender, the survey data and administrative data are consistent in showing much higher rates of recidivism among females in the 1999-2000 sample. However, the administrative data for the 1998-1999 sample show higher rates of recidivism for females, while the survey data showed relatively little difference between females and males.

- With regard to age, the administrative data for the two samples show somewhat higher recidivism rates for persons aged 25 and older, while the survey data show little difference between 18-24 year olds and persons 25 or older.

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