

The Brookings Institution

Metropolitan Policy Program
Alan Berube, Research Director



Measuring State/Local Participation in Work Support Programs

Ford Foundation
New York, NY
October 25, 2006



Outline

Background on public benefit participation rates

State/local participation information for major benefit programs

Implications for further study/policy



[Local] program participation rates can assist efforts to increase in-work benefit access

Quantifying opportunity

- How many more people could benefit from existing programs?

Targeting efforts

- On what types of people, areas of the country [or state] should outreach efforts focus?

Designing programs

- What features of existing programs could be modified to improve participation?

Measuring impact

- Did outreach efforts/policy changes improve participation?



Summary of findings from this presentation

Participation rates are nettlesome statistics

- Require data on program participants AND entire population

Program data vary in their vintage/geographic specificity

- These data are “silo-ed” in the same way as their programs
- State/local agencies may have better data on hand than the national agencies/organizations to which they report

Program participation rates vary considerably in their derivation, detail, estimated levels, and implications

A push for coordinated study at the national level may yield benefits

- Surely there are costs, too!



Last year, Mark Greenberg [quite ably] reviewed national-level evidence on participation in major federal benefit programs

Who is target population?

- 9.2 million working families earned < 200% poverty

What are relevant programs?

- Eligibility rules and national-level participation rates for EITC, child care, food stamps, Medicaid/SCHIP
- EITC highest, child care lowest (but not entitlement)

How many working families access programs?

- 5% get Food Stamps, Medicaid/SCHIP, and child care
- 38% get none of these three



What public benefit programs are of greatest interest?



Entitlement area



Discretionary area

→ Tax: Earned Income Tax Credit, Child Tax Credit

→ Nutrition: Food Stamps, WIC

→ Health Insurance: Medicaid, SCHIP

→ Child Care: CCDF-funded subsidies, CDCTC

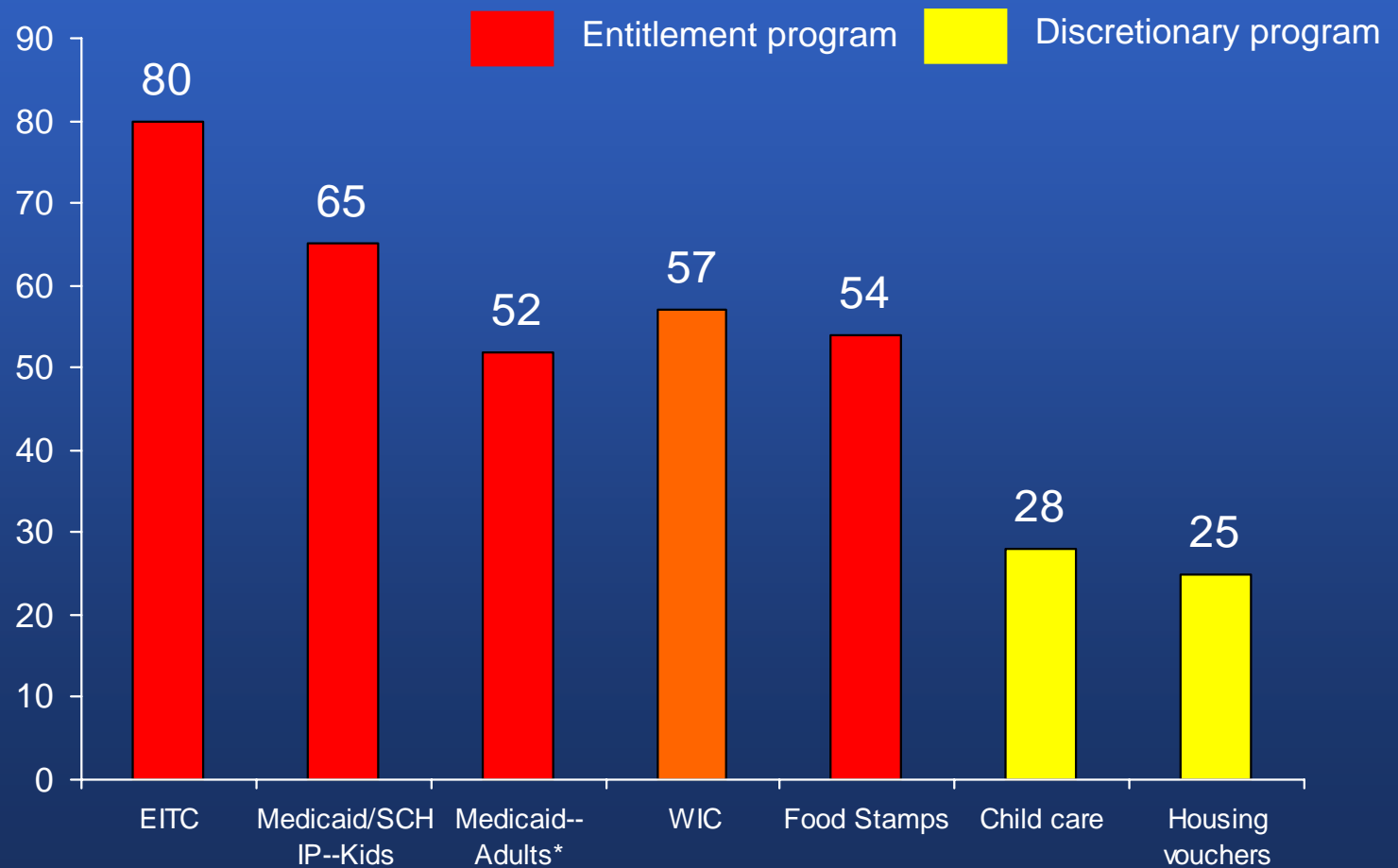
→ Housing: Public housing, Housing Choice Vouchers



Participation in major federal benefit programs varies considerably, in part due to funding differences

Estimated national participation rates, various federal benefit programs

Sources: see final slide



* In 12 states covered by NSAF



What's in a program participation rate?

Participation rate: the percentage of a population eligible for a program that participates in the program

$$\text{Rate} = \frac{\text{Eligible population in program}}{\text{Total eligible population}}$$

- a) You must have information that allows you to estimate the size (and preferably the characteristics) of the eligible population
- b) You must have information on the number of *eligible* households/families/people who are in the program (and preferably their characteristics)



What factors matter in determining eligibility for these programs?

Income

- Amount (relative to poverty), sources (e.g., earned v. unearned)

Family characteristics

- Number and age of children, where children live, fertility

Immigration status

- Legal/undocumented status, year of arrival, SSN type

Assets

- Savings, vehicles

Labor force characteristics

- Work or schooling among adults (e.g., for child care)



There are a limited number of data sources that can shed light on standard eligibility factors—especially with local detail

Current Population Survey

- Monthly labor force survey of about 100,000 households
- Collects information on participation in some programs, but tends to undercount participants
- Can provide state-level information in many cases

Survey of Income and Program Participation

- More comprehensive, longitudinal survey of 20k-40k households
- Less opportunity to examine state and local-level variation

Other sources

- Administrative data track number and characteristics of program participants, and can be compared with eligibility estimates
- The American Community Survey has just reached full scale (3M households), and may provide useful estimates in future years



For the five major program areas, I'll provide information on...

Program participants

- What administrative or other data are available that count the number of people participating in the program at the state and/or local level?
- The “numerator” in the equation—but does not always account for ineligible participants
- Can provide basic year-to-year information on program access

Program participation rate

- What studies have estimated the percentage of eligible people who receive these benefits at the state and local levels?
- The “numerator” over the “denominator” in the equation



The Brookings website provides access to administrative data on EITC receipt and other tax data for geographies as small as ZIP codes

Data are available to describe a range of filer characteristics

METROPOLITAN POLICY PROGRAM

Brookings > Metropolitan Policy Program > EITC Main Page > EITC Interactive Model

Zip Code Tax Return Data, 1997-2003

YEAR: 2003

CHOOSE RETURN TYPE:

CHOOSE DATA TO DISPLAY
(* Move cursor over variable names for descriptions)

<input checked="" type="checkbox"/> New Filers	<input checked="" type="checkbox"/> Balance Due Returns
<input checked="" type="checkbox"/> EITC Filers	<input checked="" type="checkbox"/> Direct Deposit Returns
<input checked="" type="checkbox"/> CTC Filers	<input checked="" type="checkbox"/> Returns with RAL
<input checked="" type="checkbox"/> CDCTC Filers	<input checked="" type="checkbox"/> Preparer Type
<input checked="" type="checkbox"/> Education Credit Filers	<input checked="" type="checkbox"/> 1040 Type
<input checked="" type="checkbox"/> Student Loan Interest Filers	<input checked="" type="checkbox"/> Self-Employment Income
<input checked="" type="checkbox"/> Refund Returns	<input checked="" type="checkbox"/> AGI Categories

CHOOSE DATA FORMAT

HTML MS EXCEL

Tax

Nutrition

Health Insurance

Child Care

Housing



The USDA website provides access to county-level data on food stamp receipt and “access rates” through 2002

Data Sets

Food Stamp Program Map Machine: Interactive Map

Select a Data Set

FSP Participation, 2002

Include

- County boundaries
- County names

Zoom To

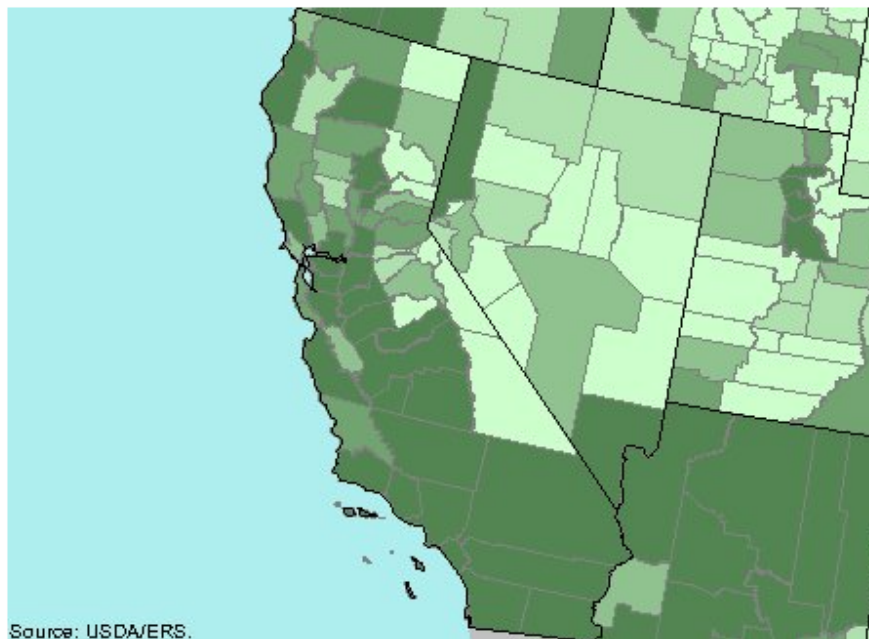
California



Click map to:

- Zoom In
- Zoom Out
- Pan
- Identify

[Full Extent | National Statistics | Instructions]



Legend

FSP Participation, 2002

- Less than 700
- 700 - 1,500
- 1,500 - 3,000
- 3,000 - 7,000
- Greater than 7,000

Source: USDA/ERS.

Users can view or download county-level information on food stamp receipt

Tax

Nutrition

Health Insurance

Child Care

Housing



The Kaiser Family Foundation provides state-by-state data on Medicaid and SCHIP enrollment and eligibility rules

THE KAISER FAMILY FOUNDATION **statehealthfacts.org**
Your source for state health data

HOME 50 STATE COMPARISONS INDIVIDUAL STATE PROFILES SEARCH TOOLS

PRINT EMAIL ADD TO MY SAVED LINKS

Choose a different state...
Arizona

Choose a different category...
Medicaid & SCHIP

Medicaid & SCHIP
Medicaid Spending
 Total Medicaid Spending, FY2005
 Spending by Service, FY2005
 Spending on Acute Care, FY2005
 Spending on Long Term Care, FY2005
 Growth in Medicaid Spending
 Payments by Enrollment Group, FY2003
 Medicaid Payments per Enrollee, FY2003
 FMAP and Multiplier
State Medicaid Spending
 State Medicaid Spending, SFY2004
Medicaid Budget Actions
 Medicaid Cost Containment Actions, FY2006
 Medicaid Cost Containment Actions, FY2007
 Positive Medicaid Policy Actions, FY2006
 Positive Medicaid Policy Actions, FY2007
Medicare Drug Benefit: Clawback Payments
 Baseline Dual Eligible Enrollment
 Baseline FFS Drug Payments for Duals
 Estimated Annual Clawback Payments
 Per-Capita Monthly Clawback Amounts

Arizona: Distribution of Medicaid Enrollees by Enrollment Group, FY2003

Distribution of Medicaid Enrollees by Enrollment Group, FY2003					Compare
	AZ #	AZ %	US #	US %	
Children	594,500	46.5	27,263,000	49.6	
Adults	502,100	39.3	14,257,300	25.6	
Elderly	79,600	6.2	5,871,700	10.5	
Blind and Disabled	102,700	8.0	7,679,200	14.2	
Total	1,278,900	100.0	55,071,200¹	100.0¹	

Notes and Sources: Show | Hide

Notes: Enrollment estimates are rounded to the nearest 100. Figures may not sum due to rounding.

Enrollees are presumed to be unduplicated (each person is only counted once), though limited duplication may occur. The number of duplicate records that were deleted: New York (12).

The enrollment estimates differ slightly from similar estimates posted by CMS because adjustments to the data have been made for several states where some individuals appeared to be categorized incorrectly.

Some enrollees are only eligible for a limited set of benefits. A small fraction of elderly and disabled enrollees in every state qualify only for assistance with their Medicare premiums and coinsurance. In 2003, a few states also had waivers that allowed them to enroll relatively large numbers of people in Medicaid-funded programs for family planning-related services or prescription drug coverage, as indicated in the specific notes below.

Definitions: Enrollees: Individuals who participate in Medicaid for any length of time during the federal fiscal year. They may not actually use any services during this period, but they are reported as enrolled in the program and are

- Tax
- Nutrition
- Health Insurance
- Child Care
- Housing



HUD provides access to state/local administrative data on subsidized households (public housing, vouchers, tax credit) but only through 1998*

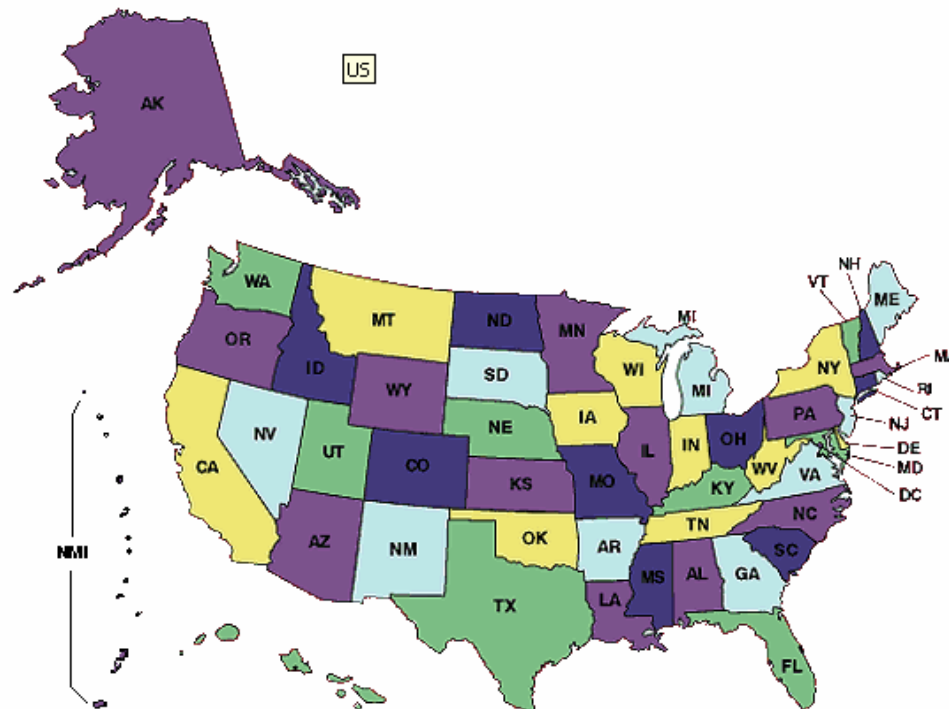
* A more up-to-date though difficult to use HUD database tracks the location of units with certain project-based subsidies

- > Bibliography
- > Order Online
- > Ongoing Research
- > Listservs
- > Calendar of Events
- > Secretary's Awards
- > Regulatory Barriers
- > Other Resources
- > State of the Cities
- > MapStats
- > Contact HUD USER



This Web site sketches a picture of nearly five million subsidized households across the United States. It includes: (1) Totals; (2) Indian Housing; (3) Public Housing; (4) Section 8 Certificates and Vouchers; (5) Section 8 Moderate Rehabilitation; (6) Section 8 New and Substantial Rehabilitation; (7) Section 236; (8) Other HUD subsidies; and (9) Low Income Housing Tax Credits (LIHTC). Each line of data is identified by these key numbers, 1-9, in the second position of each data record.

Data are available for the 50 states, the District of Columbia, Guam, Puerto Rico, the Virgin Islands, and the Northern Mariana Islands. To view or download data for a particular State, please select from either the map (state abbreviation) or the appropriate letter below.



- Tax
- Nutrition
- Health Insurance
- Child Care
- Housing**



Where good data are lacking, state/local groups may be helpful in providing program participation data for state/local efforts

KidsCOUNT and other research groups

- Often track enrollment in programs for families with children
- Rhode Island group on food stamp enrollment trends at state and local levels for adults and children:
<http://www.rikidscount.org/matriarch/documents/indicator13.pdf>

State human services agencies

- Can often provide local data on program participants and their characteristics
- State of Alabama on Medicaid enrollment by county in FY 2005:
http://www.medicaid.alabama.gov/documents/Resources/4J-4_Annual%20Reports/4J-Medicaid.AR2005.pdf

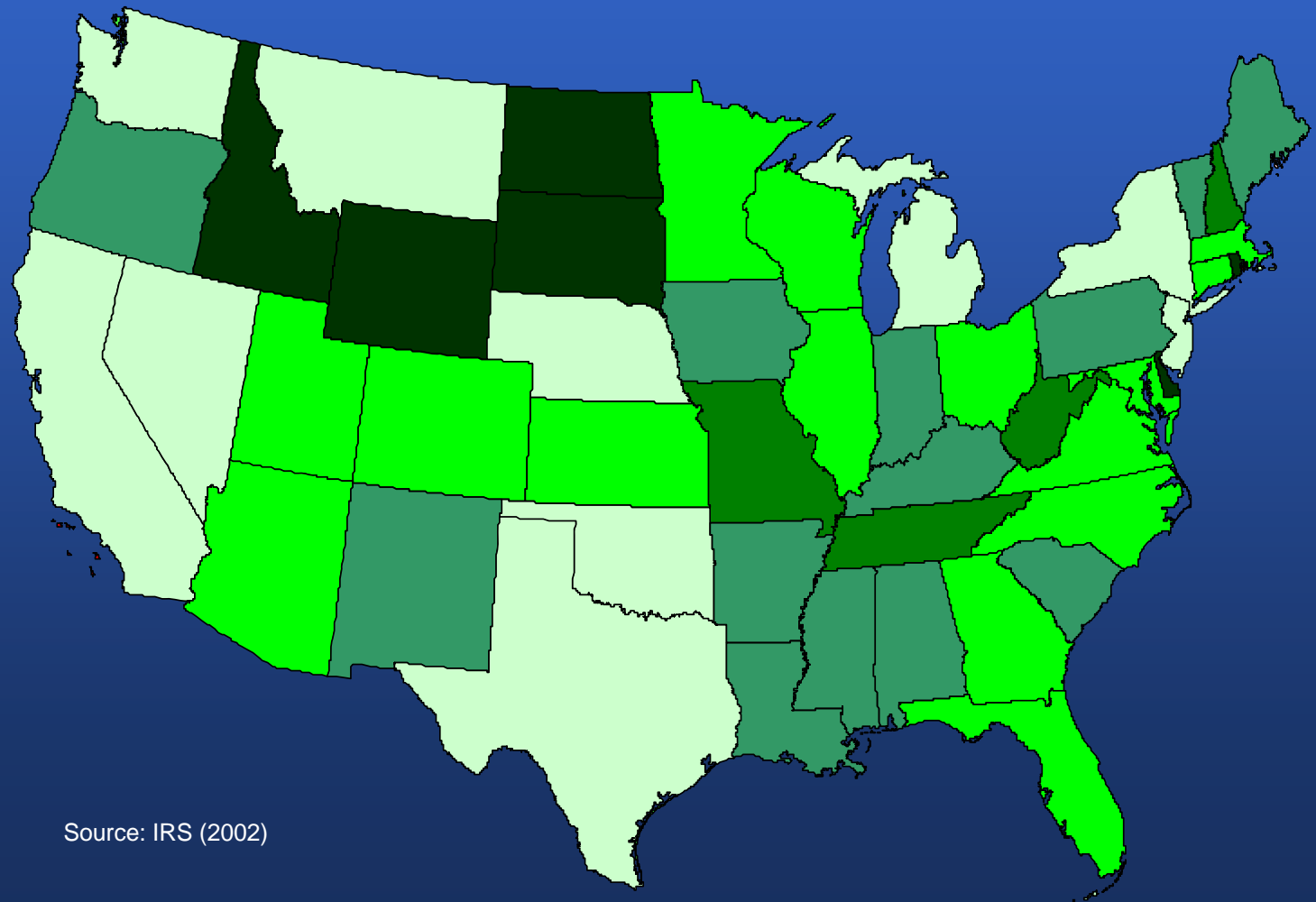
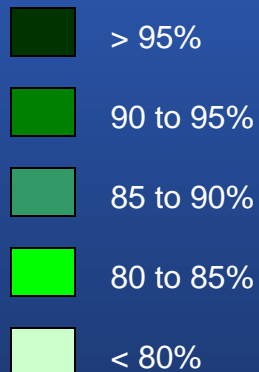
State/local nonprofit service provider networks

- Illinois Network of Child Care Resource and Referral Agencies:
<http://www.ilchildcare.org/parentsandpublic/data.htm>



The IRS has not updated its state-level estimates of EITC participation since tax year 1996 (SIPP matched to tax return data)

Percentage of eligible EITC recipients filing taxes, TY1996



Source: IRS (2002)

Tax

- Nutrition
- Health Insurance
- Child Care
- Housing



IRS found other factors correlated with EITC take-up

	Part. Rate (%)	% of non-part.
Other benefits		
Unemployment	90	2
Public Assistance	65	16
Food Stamps	71	30
Subsidized housing	75	5
Free school lunch	82	30
Education		
Less than HS	75	36
HS diploma	84	34
Post-HS	84	30

	Part. Rate (%)	% of non-part.
Income		
Phase-in-range	65	50
Max range	83	12
Phase-out range	89	38
Qualifying children		
None	71	41
One or more	86	59
Country of origin		
Latin American	76	24
Asian	86	2
Other/native	84	74

Tax

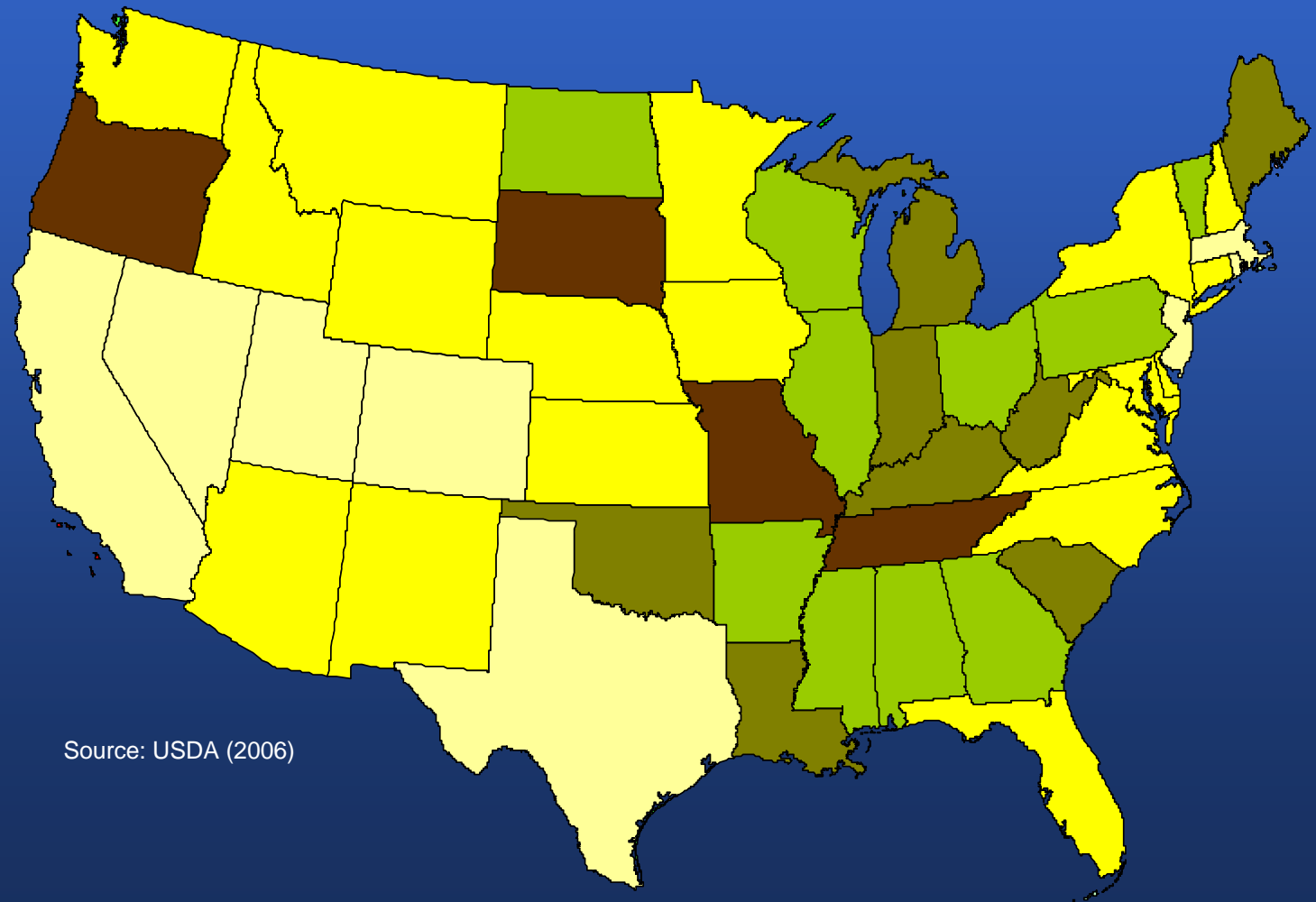
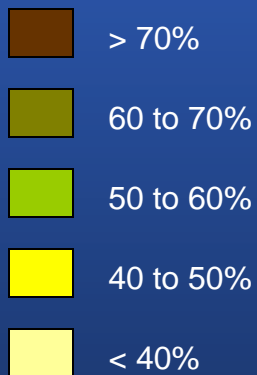
- Nutrition
- Health Insurance
- Child Care
- Housing

Source: IRS (2002)



USDA commissions annual reports on state-level participation in Food Stamps among the working poor (comparing administrative to CPS data)

% of eligible individuals in working families receiving food stamps, 2003



Source: USDA (2006)

- Tax
- Nutrition**
- Health Insurance
- Child Care
- Housing



The Food Research and Action Center (FRAC) has developed rough estimates of participation for large urban counties (using ACS data)

FRAC's Local Access Indicator for 25 large urban city-counties, 2003

Source: FRAC (2006)

Table 5: Local Access Indicator and Unclaimed Benefits, 2004

City (County), State	Data Level	Enrollment May 2004 (persons)	Est. Eligible Persons, 2004	Est. Eligible Non-participants 2004	Local Access Indicator	Average Benefit, May 2004	Est. Unclaimed Benefits, 2004
Atlanta (Fulton), GA	County	100,523	129,951	29,428	77%	\$95.41	\$22,574,113
Baltimore (Baltimore), MD	City	98,303	130,979	32,676	75%	\$91.34	\$23,996,392
Boston (Suffolk), MA	City	52,045	94,503	42,458	55%	\$80.07	\$27,563,992
Chicago (Cook), IL	County	592,295	744,290	151,995	80%	\$97.40	\$119,026,677
Columbus (Franklin), OH	County	107,520	126,837	19,317	85%	\$93.41	\$14,507,384
Denver (Denver), CO	City-Co.	47,478	80,989	33,511	59%	n/a	n/a
Detroit (Wayne), MI	City	232,741	258,267	25,526	90%	\$81.30	\$16,685,121
Houston (Harris), TX	County	291,628	532,331	240,703	55%	\$87.00	\$168,366,934
Indianapolis (Marion), IN	County	107,962	115,322	7,360	94%	\$94.47	\$5,590,206
Jacksonville (Duval), FL	County	58,147	113,514	55,367	51%	\$86.04	\$38,300,765
Las Vegas (Clark), NV	County	91,570	215,645	124,075	43%	\$83.53	\$83,326,437
Los Angeles (Los Angeles), CA	County	633,121	1,219,636	586,515	52%	\$98.14	\$462,787,080
Louisville (Jefferson), KY	County	77,476	89,969	12,493	86%	\$89.44	\$8,983,686
Memphis (Shelby), TN	County	167,225	168,770	1,545	99%	\$87.78	\$1,090,386
Miami (Miami-Dade), FL	County	304,011	382,259	78,248	80%	\$84.48	\$53,147,544
Milwaukee (Milwaukee), WI	County	142,159	157,401	15,242	90%	\$70.86	\$8,683,587
New York, NY	City	987,074	1,493,467	506,393	66%	\$105.63	\$430,061,952
Oakland (Alameda), CA	County	63,544	105,619	42,075	60%	\$79.36	\$26,846,139
Philadelphia (Philadelphia), PA	City-Co.	276,008	339,496	63,488	81%	\$86.89	\$44,352,437
Phoenix (Maricopa), AZ	County	257,738	428,323	170,585	60%	\$90.79	\$124,518,794
San Antonio (Bexar), TX	County	171,014	256,920	85,906	67%	\$81.00	\$55,945,423
San Diego (San Diego), CA	County	80,502	295,941	215,439	27%	\$85.73	\$148,495,467
Seattle (King), WA	County	84,675	164,976	80,301	51%	\$83.64	\$53,999,660
Wichita (Sedgewick), KS	City	40,245	48,783	8,538	83%	\$85.05	\$5,838,301
Total		5,065,004	7,694,188	2,629,184	66%		\$1,944,457,366

Tax

Nutrition

Health Insurance

Child Care

Housing



USDA has studied WIC participation as well, but has not estimated state- or local-level rates (using SIPP data)

Participation estimates for WIC program, 2003

Source: USDA (2006)

	# eligible	# partic.	% covered
Pregnant women	1,214,682	845,071	70
Breastfeeding women	671,869	457,592	68
Post-partum women	725,703	571,941	79
Infants	2,357,452	1,959,486	83
Children (age 1-4)	8,498,839	3,850,275	45
Total	13,468,545	7,684,365	57

Tax

Nutrition

Health Insurance

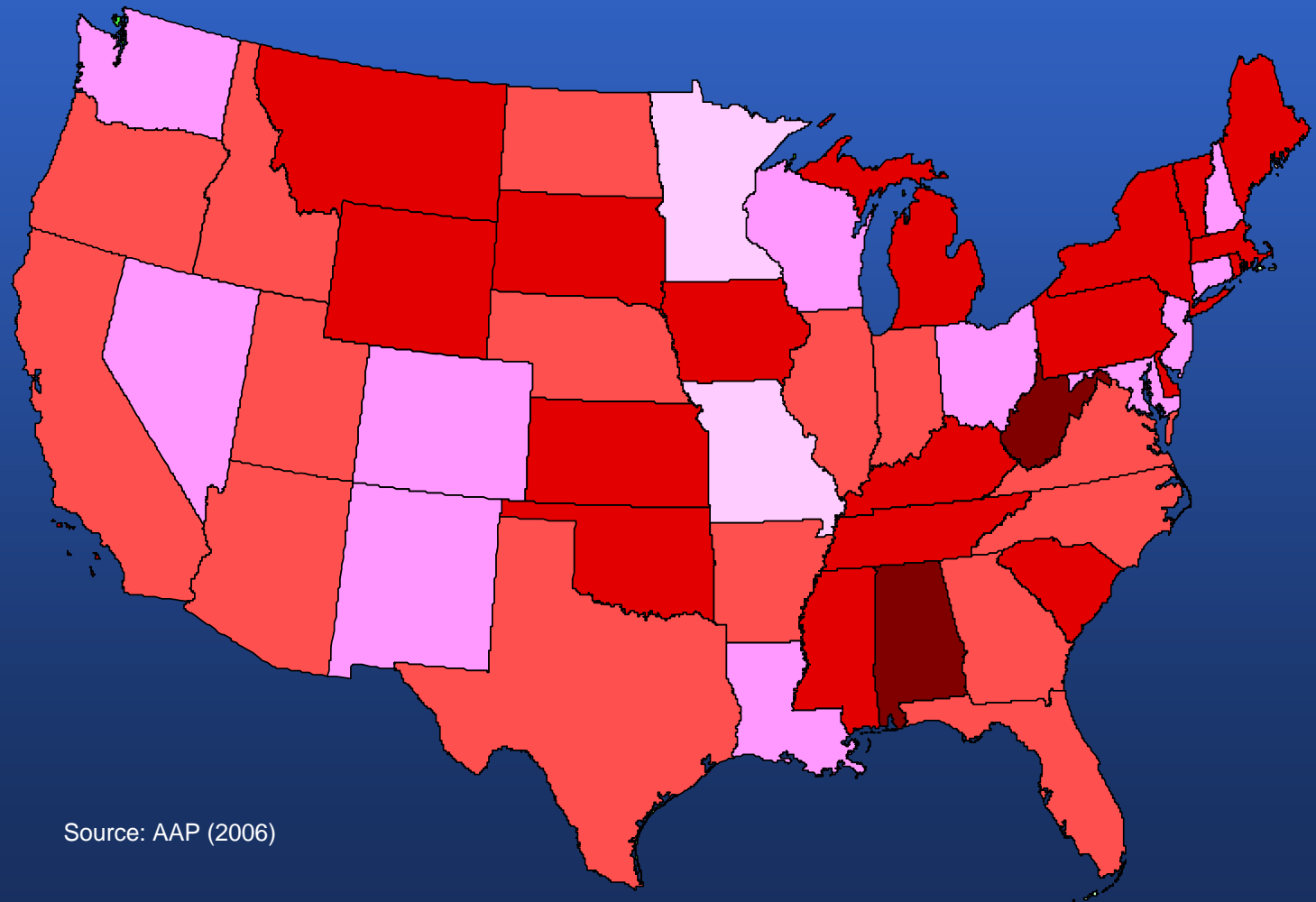
Child Care

Housing



The American Academy of Pediatrics has analyzed Medicaid/SCHIP enrollment and participation for children (using CPS data)

% of eligible children in Medicaid/SCHIP program, 2005



Source: AAP (2006)

- Tax
- Nutrition
- Health Insurance**
- Child Care
- Housing



Child care participation is analyzed more sporadically; latest estimates are based on 1999 rules (and do not include rates—based on TRIM3)

Estimates of child-care eligible population by state, 1999

Source: ASPE (2002)

- Tax
- Nutrition
- Health Insurance
- Child Care**
- Housing

Table 1
State-by-State Estimates of Children Identified in the Simulations

State	Children Eligible under State Rules (October 1999)			Children under Federal Maximum Thresholds		
	Number	95% conf (low-high)		Number	95% conf (low-high)	
Alabama	118,900	85,200	152,600	223,300	176,900	269,700
Alaska	48,200	39,800	56,600	44,200	36,100	52,300
Arizona	190,000	147,600	232,400	298,300	245,100	351,400
Arkansas	73,700	53,200	94,300	139,100	110,900	167,300
California	1,660,900	1,517,100	1,804,600	1,945,200	1,789,600	2,100,800
Colorado	105,700	75,300	136,200	211,500	168,100	255,000
Connecticut	109,800	77,100	142,500	216,300	170,300	262,300
Delaware	31,100	22,900	39,300	59,800	48,500	71,200
DC	22,900	16,900	29,000	31,000	24,100	38,000
Florida	374,700	315,100	434,300	769,600	684,300	855,000
Georgia	321,400	255,100	387,700	501,400	418,600	584,100
Hawaii	86,400	69,100	103,700	80,100	63,500	96,700
Idaho	45,900	34,900	56,800	76,000	62,000	90,000
Illinois	372,200	311,900	432,500	746,400	661,200	831,600
Indiana	116,700	77,000	156,400	324,600	258,300	390,900
Iowa	66,900	45,300	88,600	183,500	147,800	219,200
Kansas	98,600	73,800	123,300	149,500	119,000	180,100
Kentucky	99,700	69,800	129,600	174,700	135,200	214,200
Louisiana	221,200	176,200	266,200	255,900	207,500	304,400
Maine	55,600	41,500	69,700	55,300	41,300	69,400
Maryland	101,000	64,600	137,300	285,700	224,000	347,400
Massachusetts	195,500	156,000	234,900	324,800	274,100	375,600



Other research has examined variation in child care tax credit use among lower-income families

Cities and suburbs ranked by % of EITC recipients with children claiming CDCTC, TY 2003

Source: Berube (2006)

- Tax
- Nutrition
- Health Insurance
- Child Care**
- Housing

Table 4. Top and Bottom Cities/Suburbs by Estimated Share of EITC Recipients with Children Using CDCTC,* 2003

Rank	City	Share, 2003 (%)	Rank	Suburbs of Metropolitan Area	Share, 2003 (%)
1	New York, NY	14.5	1	Washington-Arlington-Alexandria, DC-VA-MD-WV	10.7
2	Virginia Beach, VA	14.2	2	Minneapolis-St. Paul-Bloomington, MN-WI	10.5
3	Washington, DC	13.7	3	Atlanta-Sandy Springs-Marietta, GA	10.4
4	Baltimore, MD	13.5	4	Columbia, SC	10.4
5	Newark, NJ	13.0	5	Baltimore-Towson, MD	9.9
6	Raleigh, NC	12.9	6	Richmond, VA	9.7
7	Greensboro, NC	12.7	7	Sarasota-Bradenton-Venice, FL	8.9
8	Poughkeepsie, NY	12.5	8	Harrisburg-Carlisle, PA	8.6
9	Jacksonville, FL	12.5	9	Raleigh-Cary, NC	8.5
10	Charlotte, NC	12.4	10	Greensboro-High Point, NC	8.4
113	Miami, FL	5.0	79	Milwaukee-Waukesha-West Allis, WI	3.4
114	Salt Lake City, UT	5.0	80	Albuquerque, NM	3.3
115	Providence, RI	4.9	81	Stockton, CA	3.3
116	San Antonio, TX	4.8	82	Youngstown-Warren-Boardman, OH-PA	3.2
117	Scranton, PA	4.7	83	Fresno, CA	2.8
118	Milwaukee, WI	4.5	84	Toledo, OH	2.8
119	El Paso, TX	3.7	85	San Jose-Sunnyvale-Santa Clara, CA	2.8
120	San Francisco, CA	3.4	86	San Antonio, TX	2.5
121	Youngstown, OH	3.4	87	McAllen-Edinburg-Pharr, TX	1.9
122	McAllen, TX	3.0	88	El Paso, TX	1.0
Total - 122 cities		9.1	Total - Suburbs of 88 Metro Areas		6.5

*See text for details on estimation technique
 Source: Brookings Institution analysis of Internal Revenue Service data



The availability of program participation data, and participation rate estimates (and underlying methodology), varies considerably across these five areas

	Tax	Nutrition*	Health	Child care	Housing
Participation data					
Lowest geo available	ZIP	County	State	State	Tract
Source	Brookings	USDA	KFF	NCCIC	HUD
Latest year available	2003	2002	2003	2004	1998****
Participation rates					
Lowest geo available	State	State	State	State***	n/a
Source	IRS	USDA	AAP**	HHS	n/a
Data used	SIPP	CPS	CPS	CPS	n/a
Year	1996	2003	2005	1999	n/a

* For Food Stamp program; participation data and access indicators are available for 25 large urban city/counties at www.frac.org; WIC participation rate estimates are only available at national level

** For children only

***HHS also produced a national estimate for 2003

****See earlier note on more recent HUD source



How might we get better, comparable, more up-to-date estimates of public benefit access among working families?

Who?

- Would need to involve significant cross-agency collaboration
- To greatest degree possible, rely on comparable data to measure eligibility for various programs
- Possibilities: CBO, GAO, Interagency Forum on Child and Family Statistics; or contractor consortia (Urban, Mathematica, etc.)
- Could also involve reframing “Indicators of Welfare Dependence”

How?

- Examine benefit receipt among working families at state level (at a minimum)
- Could make use of new sources (American Community Survey)
- Should analyze characteristics of eligible non-participants
- Should examine factors affecting take-up (policy v. demography)



Source information

Participation data

Tax	http://webapps.brookings.edu/eitc
Nutrition	http://ers.usda.gov/data/foodstamps/
Health	http://statehealthfacts.org
Child care	http://www.ncic.org
Housing	http://www.huduser.org/datasets/assthsg/statedata98/index.html
Housing	http://www.hud.gov/offices/hsg/mfh/exp/mfhdiscl.cfm

Participation rate studies

EITC	http://www.taxpolicycenter.org/taxfacts/papers/irs_eitc.pdf
Food Stamps	http://www.fns.usda.gov/oane/MENU/Published/FSP/FILES/Participation/WorkingPoor2003.pdf
Food Stamps	http://www.frac.org/pdf/cities2006.pdf
WIC	http://www.fns.usda.gov/oane/MENU/Published/WIC/FILES/WICEligibles.pdf
Medicaid/SCHIP	http://www.aap.org/research/cps.pdf
Child care	http://aspe.hhs.gov/hsp/05/elig-ccsub/index.htm
CDCTC	http://www.brookings.edu/metro/pubs/eitc/20060209_newsafety.pdf

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ANNOUNCEMENT

Urban Center Becomes Metropolitan Program

In a major promotion, the Center on Urban and Metropolitan Policy this month became the Brookings Metropolitan Policy Program—and the first new Brookings department established since 1948. The new status reflects the rising importance of metropolitan issues to the domestic and global challenges Brookings seeks to address.

- read an open letter from Brookings President Strobe Talbott

METROVIEW
Deficits by Design Plague Metro
by Robert Puentes
The Washington Times
June 21, 2004

[News Index](#)

METROPOLITAN GROWTH

Mechanisms for Market-Based Land Use Control

Using case studies and a national survey, this paper examines transfers of development rights (TDRs) and other market-based land preservation techniques like mitigation banking and density transfer fees.

IMMIGRATION

Washington Goes Polyglot

Metro Washington's "limited English proficient" (LEP) population

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