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2022 Prenatal-to-3 State Policy Roadmap

Methods and Sources

Effective Policies

REDUCED ADMINISTRATIVE BURDEN FOR SNAP

What is administrative burden and why is it important?

All references for this section are provided in the Notes and Sources section at the bottom of each webpage. Additionally, search the <u>Prenatal-to-3 Policy Clearinghouse</u> for an ongoing inventory of rigorous evidence reviews, including more information on reduced administrative burden for SNAP (the Supplemental Nutrition Assistance Program).

What impact does reducing administrative burden for SNAP have?

The following studies meet standards of strong causal evidence to demonstrate the impacts reduced administrative burden for SNAP for the health and wellbeing of young children and their families:

- A. Dickert-Conlin, S., Fitzpatrick, K., Stacy, B., & Tiehen, L. (2020). The downs and ups of the SNAP caseload: What matters? *Applied Economic Perspectives and Policy*. Updated manuscript provided to the Prenatal-to-3 Policy Impact Center via email on February 12, 2021.
- B. Ganong, P., & Liebman, J. B. (2018). The decline, rebound, and further rise in SNAP enrollment: Disentangling business cycle fluctuations and policy changes. *American Economic Journal: Economic Policy*, 10(4), 153–176. <u>https://doi.org/10.1257/pol.20140016</u>
- C. Gray, C. (2019). Leaving benefits on the table: Evidence from SNAP. *Journal of Public Economics, 179,* 1–15. https://doi.org/10.1016/j.jpubeco.2019.104054
- D. Hardy, B., Smeeding, T., & Ziliak, J. P. (2018). The Changing Safety Net for Low-Income Parents and Their Children: Structural or Cyclical Changes in Income Support Policy? Demography, 55(1), 189–221. <u>https://doi.org/10.1007/s13524-017-0642-7</u>
- E. Ratcliffe, C., McKernan, S., & Finegold, K. (2008). Effects of food stamp and TANF policies on food stamp receipt. *Social Service Review*, *82*(2), 291–334. <u>https://doi.org/10.1086/589707</u>
- F. Ribar, D. C., Edelhoch, M., & Liu, Q. (2008). Watching the clocks: The role of food stamp recertification and TANF time limits in caseload dynamics. *The Journal of Human Resources*, 43(1), 208–239. <u>https://doi.org/10.1353/jhr.2008.0018</u>
- G. Mabli, J., & Ferrerosa, C. (2010). Supplemental Nutrition Assistance Program caseload trends and changes in measures of unemployment, labor underutilization, and program policy from 2000 to 2008. Mathematica Policy Research, Inc. <u>https://www.mathematica.org/our-publications-and-findings/publications/supplemental-nutrition-assistance-program-caseload-trends-and-changes-in-measures-of-unemployment-labor-underutilization-and-program-policy-from-2000-to-2008</u>

- H. Ziliak, J. P. (2016). Why are so many Americans on food stamps? The role of the economy, policy, and demographics. In Ziliak, J. P., Bartfeld, J., Gundersen, C., Smeeding, T. (Eds.), *SNAP matters: How food stamps affect health and well-being* (pp. 18–48). Stanford University Press.
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- J. Kabbani, N. S., & Wilde, P. E. (2003). Short recertification periods in the US food stamp program. *The Journal of Human Resources*, *38*, 1112–1138. <u>https://doi.org/10.2307/3558983</u>
- K. Klerman, J. A., & Danielson, C. (2011). The transformation of the Supplemental Nutrition Assistance Program. Journal of Policy Analysis and Management, 30(4), 863–888. <u>https://doi.org/10.1002/pam.20601</u>
- L. Homonoff, T., & Somerville, J. (2019). Program recertification costs: Evidence from SNAP. New York University Wagner School of Public Service. <u>https://wagner.nyu.edu/files/faculty/publications/Homonoff%20%26%20Somerville%20-</u> %20April%202019 0 0.pdf
- M. Murphy, J. (2020). SNAP Take-Up and Transaction Costs: An Analysis Using the Food Security Survey (SSRN Scholarly Paper ID 3305961). Social Science Research Network. <u>https://doi.org/10.2139/ssrn.3305961</u>

What progress have states made in the last year to reduce administrative burden for SNAP?

SNAP administrative manuals, SNAP websites, and personal communication with SNAP administrators were used as the source for our understanding of the current status of states progress towards reducing administrative burden. The sources for each individual state and the detailed methodology can be found below. Because of how this policy is defined, many states make progress year to year through administrative changes.

We also performed an electronic search using Quorum State between August 15, 2021 and October 1, 2022 to assess legislative progress pertaining to SNAP recertification intervals and income reporting requirements. The main search strategy used combinations of keywords for proposals to change or legislate SNAP recertification intervals (SNAP AND recertification, recertification WITHIN 10 OF SNAP, redetermination of eligibility WITHIN 10 OF SNAP, and recertification WITHIN 10 OF nutrition) and combinations of keywords for proposals to change or legislate income reporting requirements for SNAP (SNAP WITHIN 10 OF simplified reporting, simplified reporting, semi-annual reporting, six-month reporting, and change reporting). Policy research staff conducted searches, analyzed results for relevant state legislation, and summarized the progress states made towards adopting and fully implementing recertification intervals of at least 12 months and adopting and fully implementing for families receiving SNAP. We reviewed legislation from all 51 states. The table below lists the states with relevant legislation from the 2022 legislative session. This component of legislative progress did not impact a state's rating this year, but is presented in the individual state Roadmaps.

Sources.	
State	Sources
Minnesota	1. S.F. 4330, 92nd Leg., Reg. Sess., (Minn. 2022).
	2. H.F. 4124, 92nd Leg., Reg. Sess., (Minn. 2022).
New Jersey	1. A. 2359, 220th Leg., Reg. Sess., (N.J. 2022).

Sources:

State	Sources
	2. S. 1713, 220th Leg., Reg. Sess., (N.J. 2022).
	3. A. 1715, 220th Leg., Reg. Sess., (N.J. 2022).
Rhode Island	1. H.B. 7068, 2022 Leg., Reg. Sess., (R.I. 2022).

How do states compare to one another in making progress toward reducing administrative burden for SNAP?

To assess progress in reducing administrative burden for SNAP, we developed a ranking methodology that gives states credit for implementing multiple evidence-based policies to reduce administrative burden for SNAP for families with children:

- 1. A minimum of a 12-month recertification interval;
- 2. Simplified income reporting; and

3. The availability of online services, including the initial application, change reporting, and renewal. In our ranking methodology, the recertification interval took the highest priority, as it allows eligible families with children an uninterrupted period of benefits. Next in priority was the determination of simplified income reporting, as it reduces the burden for recipient families to provide information in between recertification intervals. Finally, we examined whether states had any of three benefits services available online. Whether a state allowed all or most families to benefit from policies that reduce administrative burden also affected a states placement on the ranking. Additional details on each component can be found in the next section. The number and combination of these policies implemented by a state was assigned a ranking on a scale of 1 to 6, according to the following schema (shown on the next page): Progress assessment methodology: Has a state assigned 12-month recertification and simplified reporting to most eligible families with children, and offered online services, including at minimum, an online application?

Progress		Detail
	6	Yes, the state offers all three policies to reduce administrative burden (12-month
		recertification intervals, simplified reporting, and all online services—initial
		application, change reporting, and renewal) to <u>all</u> families.
		Yes, the state offers all three policies to reduce administrative burden (12-month
Yes	5	recertification intervals, simplified reporting, and at least an online application) to
		<u>most</u> families.
	4	No, the state only offers two of the three policies to reduce administrative burden to
		most families. The state offers simplified reporting and an online application, but
		does not offer 12-month recertification intervals to most families.
	3	(Intentionally blank)
No	2	No, the state only offers one of the three policies to reduce administrative burden to
		most families. The state offers either simplified reporting or an online application,
		but does not offer 12-month recertification intervals to most families.
	1	No, the state offers <u>none</u> of the three policies to reduce administrative burden for
		SNAP.

The sources for each individual state and the detailed methodology can be found below.

How do states vary in administrative burden for SNAP?

Data were collected for five different measures to assess how states vary in their policies to reduce administrative burden for SNAP. The datasets, calculations, and sources referenced for each state are listed below. This section also contains the sources for the information presented in the individual state Roadmaps.

Measures 1-3: Length of recertification interval (measure 1), 12-month recertification interval is assigned to families with children (measure 2), and reporting schedule assigned to SNAP-eligible families with children (measure 3)

Measure 1 Definition:

The default recertification interval (in months) that the state SNAP manual outlines for most eligible families with children.

Measure 2 Definition:

The state offers at least a 12-month recertification interval to all or most eligible families with children.

Measure 3 Definition:

The state typically assigns simplified income reporting to all or most eligible families with children.

Notes for Measures 1, 2 and 3:

- 1. Measures 1, 2 and 3 were determined using a metric of "All", "Most", and "No."
 - a. "All" meant the state assigned every SNAP household a recertification length of 12 or more months.
 - "Most" meant the state assigned the majority of SNAP households a 12-month recertification length, except specific groups: households who are self-employed, seasonal or migrant farm workers, households experiencing homelessness, or households considered to have "unstable circumstances."
 - c. "No" meant the state's default recertification length for families enrolled in SNAP was either less than 12 months or the recertification intervals were more variable, depending on the stability of the household.
- Measure 1 was reported as "variable" when there was not a clear standard recertification interval for most families or when the SNAP administrator had significant discretion in determining recertification intervals based on the household's circumstances. The states with variable intervals in 2022 were Hawaii, Mississippi, New Hampshire, New York, and Wyoming.
- **3.** While generally, SNAP recipients are identified by "households", we use the term "family" interchangeably with "household".
- **4.** Minnesota only offers simplified reporting to some eligible families with children. Families participating in the Minnesota Family Investment Program are excluded from simplified reporting for SNAP.
- 5. Five states (Illinois, Michigan, Minnesota, Pennsylvania, and Tennessee) were reported as meeting our threshold this year that were not reported as meeting the threshold in the 2021 Roadmap due to the adjustment of our evaluation metrics this year. For this reason, these states are not considered newly implementing this Roadmap policy.

State	Sources
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	1. Alaska Department of Health and Social Services, Division of Public Assistance. (2007). Alaska
Alaska	Supplemental Nutrition Assistance Program (SNAP) manual. Retrieved on July 26, 2022, from
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Sources for Measures 1, 2 and 3:

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Connecticut	1. Connecticut Department of Social Services. (2022). SNAP policy manual. Retrieved on July 26,
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Delaware	1. Del. Code tit. 16, § 9000. (2010).
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Hawaii	2. Hawaii Administrative Rules Chapter 91 § 17-650. (n.d.). Retrieved on July 26, 2022, from
	https://humanservices.hawaii.gov/wp-content/uploads/2018/09/650.pdf
Idaho	1. Idaho Admin. Code r. 16.03.04. (2020).
	1. Illinois Department of Human Services. (2020). Cash, SNAP, and medical manual. Retrieved on
Illinois	July 26, 2022, from https://www.dhs.state.il.us/page.aspx?item=13473
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Wyoming	on July 20, 2022, from https://dfs.wyo.gov/about/policy-manuals/snap-and-power-policy-
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Measure 4: Online availability of SNAP-specific application services

Definition:

The online availability of three of the more frequently used application/reporting services: the initial SNAP application, the process for reporting income/eligibility changes, and the renewal of SNAP benefits.

Sources:

State	Sources
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FIORIDA	2. Florida Department of Children and Families. (2022). <i>Frequently asked questions</i> . Retrieved on
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Georgia	1. Georgia Gateway. (n.d). Apply for benefits. Retrieved on July 27, 2022, from
Georgia	https://gateway.ga.gov/access/
	1. Hawaii Department of Human Services, Benefit, Employment and Support Services. (2022).
	Supplemental Nutrition Assistance Program (SNAP). Retrieved on July 27, 2022, from
	https://humanservices.hawaii.gov/bessd/snap/
Hawaii	2. Public Assistance Information System. (2018). Public assistance information system. Retrieved
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Idaho	2. Idaho Department of Health and Welfare. (n.d). <i>Manage my SNAP</i> . Retrieved on July 27, 2022,
	from https://healthandwelfare.idaho.gov/services-programs/food-assistance/manage-my-
	snap
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Illinois	https://www.dhs.state.il.us/page.aspx?item=33698
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	https://abe.illinois.gov/abe/access/
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Measure 5: Percentage of eligible families with children under age 18 not receiving SNAP

Definition:

The percentage of families with children under 18 who are eligible for SNAP benefits but did not receive them.

Notes:

- 1. **Numerator**: The number of SNAP-eligible families with at least one child under age 18 who did not report receiving SNAP during the prior calendar year.
- 2. **Denominator**: The number of SNAP-eligible families with at least one child under age 18.
- 3. These data are the pooled TRIM3 model adjusted values based on the Census Bureau's Current Population Survey Annual Social and Economic Supplement (CPS ASEC) 2018, 2017, and 2016 datasets. The model adjusts Census data, based on program eligibility requirements and program administrative data on recipients, to account for underreporting of benefit receipt. The TRIM3 project microdata uses the actual date of the data. For example, as the 2018 CPS ASEC survey questioned respondents about activities and benefits from 2017, the TRIM3 model refers to these data as the 2017 input files. No subsequent years of data were available as of August 9, 2022.
- 4. All estimates (national and state-level) were calculated in Stata 16 using family-level weights. To improve data quality and accuracy of state-level estimates, per US Census Current Population Survey guidance, estimates were calculated using the three most recent years of CPS ASEC data and family-level population weights were adjusted by three to account for the multi-year dataset.¹ The US Census Bureau recommends using a 90% confidence interval for evaluating the accuracy of estimates using CPS data. All state-level estimates fell within this recommended 10% margin of error.
- 5. Information presented here is derived in part from the Transfer Income Model, Version 3 (TRIM3) and associated databases. TRIM3 requires users to input assumptions and/or interpretations about economic behavior and the rules governing federal programs. Therefore, the conclusions presented here are attributable only to the authors of this report.

Source:

TRIM3. (2016-2018). *Transfer Income Model, Version 3* [Data set]. Retrieved on May 10, 2020, from <u>https://trim3.urban.org</u>

¹ US Census Bureau (n.d.). *Which data source to use*. As of March 20, 2018. Retrieved on April 28, 2020 from <u>https://www.census.gov/topics/income-poverty/poverty/guidance/data-sources.html</u>