Reaching the Underserved Elderly and Working Poor in SNAP: Evaluation Findings from the Fiscal Year 2009 Pilots

Final Report

April 2014

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EXECUTIVE SUMMARY

The Supplemental Nutrition Assistance Program (SNAP) is the cornerstone of the U.S. Department of Agriculture's (USDA) strategy for ensuring that all Americans have enough nutritious food to eat. The program provides funds for eligible low-income households to purchase food, with the amount based on the household's specific circumstances. According to USDA estimates, however, only about one-third of eligible elderly persons and three-fifths of persons in eligible households with someone working participated in the program in 2009 (the year in which the demonstrations being evaluated began)—compared to 72 percent of all eligible individuals (Leftin 2011).

In the Omnibus Appropriations Act of 2009 (P.L. No. 111-8), Congress mandated and provided funds for FNS to test various models for facilitating access to SNAP among the elderly (defined as individuals over age 60) or working poor. FNS awarded competitive grants to six states to support demonstration activities for up to three years beginning in September 2009. Three states (Michigan, Ohio, and Pennsylvania) targeted the elderly and three (Massachusetts, Washington, and Wisconsin) targeted the working poor. Each state identified local communities in which to test their strategies.

Evaluation Overview

FNS contracted with Mathematica Policy Research to document and evaluate states' efforts to facilitate access to SNAP. The evaluation had the following three objectives: (1) to understand the design, implementation, and operations of the demonstrations; (2) to assess the outcomes and effects of the demonstrations on SNAP applications and participation; and (3) to estimate demonstration costs.

Mathematica drew on multiple sources for the evaluation. First, we conducted three rounds of visits to each pilot site at various stages of the demonstrations to understand program design, implementation, and operations. Second, to estimate the effect of the demonstrations on SNAP applications and participation, we conducted a double-difference analysis employing administrative data from state application, eligibility, and benefit determination systems. The analysis compares how changes in the SNAP application and participation patterns in the demonstration pilot sites compared with changes in similar, non-demonstration (or comparison) sites in the same states. To assess cost, we interviewed staff from all organizations involved with the demonstration, supplemented by any documents used by sites to track their costs.

Demonstration Activities

The demonstration states employed one or more of three general strategies (Table ES.1). First, all states conducted one or more of the following **forms of engagement**: developing and testing messages that educate about SNAP and demonstration activities; developing lists of participants in other assistance programs that make them likely eligible for SNAP and targeting efforts to them (that is, list strategies); marketing SNAP and demonstration program services through print materials and media advertisements; and collaborating with community organizations and employers to share information about SNAP and demonstration services. Second, in all states, contractors or subcontractors provided **application assistance** directly to clients. Finally, Michigan and Pennsylvania created **simplified application processes** through waivers (allowing demonstration

Table ES.1. Demonstration Approaches, by State

	Strategy							
	Engagement					Application Assistance		
	Developing/ Testing Messages	List Strategies	Marketing (Print/ Media)	Collaboration with Community-Based Organizations	Collaboration with Employers	By Demonstration Program Staff	By Community Partners	Simplified Application Processes
States Targeting the Elderly								
MI	X	X	X	X		X	X	X
OH			X	X		X		
PA	X	X				X		X
States Targeting the Working Poor								
MA			X	X	X	X	X	
WA				X			X	
WI			X	X	X	X		

staff to conduct eligibility interviews) and administrative changes (to relax requirements for documenting income or expenses, many of which could be verified from existing sources).

Evaluation Findings

Two demonstrations (Michigan and Pennsylvania, both of which targeted the elderly) increased access to nutritional assistance through SNAP. After controlling for SNAP-related trends and economic factors, we found a statistically significant positive effect on participation in the Michigan demonstration by the middle of the grant period and in the Pennsylvania demonstration by the end of the grant period. These were the only states that simplified the SNAP application process (in both states, seniors did not need to visit a SNAP office to apply for benefits and, in Pennsylvania, did not even need to leave their homes) and used list strategies to specifically focus efforts on those likely eligible for SNAP based on other program participation. We cannot disentangle the effects of these two components from other demonstration components. Effects were strongest, however, for the oldest senior households (which likely have more mobility challenges than younger ones), which suggests that eliminating the need to visit a SNAP office may have played an important role.

There were no participation effects in Ohio, the third state that targeted the elderly, which primarily provided application assistance in the community but struggled to identify sites frequented by seniors who were not already participating in SNAP.

In the two demonstrations that produced significant effects, elderly households approved for SNAP typically qualified for far more than the minimum SNAP benefit of $16 per month. Average benefit amounts far in excess of the minimum suggest substantial need among the demonstration population.

Two of the three states targeting the working poor (Massachusetts and Wisconsin) implemented strong demonstrations, but they did not affect SNAP participation, perhaps because they did not offer substantially new services in the pilot sites. Although the number of working poor SNAP cases in these states increased in the pilot sites during the demonstration, generally increases in the comparison sites were similar or greater. Massachusetts and Wisconsin

both provided application assistance in person and through a SNAP hotline, and promoted the demonstration and SNAP in general through media and collaboration with employers. At least 1,449 people applied for SNAP with direct assistance from the demonstration in Massachusetts and 4,346 in Wisconsin. Pilot program services, however, were not very different from other pre-existing activities in the pilot sites, so it is possible these applicants would have applied for SNAP in the absence of the demonstration using existing sources of assistance. In Massachusetts, a hunger prevention project was active in all evaluation communities, and several other access efforts were already in place in the pilot sites. In Wisconsin, the demonstration continued similar activities already under way in the pilot sites with other funding.

The third state targeting the working poor (Washington) also implemented the demonstration in a crowded field of state efforts to increase access to SNAP, and its pilot program activities were modest and advertised minimally, if at all.

In no state did we find statistically significant effects of the demonstrations on the number of applications processed after controlling for other factors.[1] Effects may be significant for participation but not for applications because effects on participation depend on the cumulative number of applications during the demonstration period, rather than on the number processed or approved in any given period. That is, statistically insignificant increases in applications may build the caseload up enough over time to result in a significant effect on participation.

All states but Washington supplemented grant funds with other resources and benefitted from pre-existing SNAP call centers and other infrastructure. The total cost of the demonstrations ranged from $342,402 in Washington to $701,810 in Wisconsin. In most states, demonstration staff and volunteers contributed time to pilot program activities that was not charged to the demonstration grant. Pilot programs also benefitted from in-kind donations and from existing online SNAP application systems and other tools. States interested in replicating pilot activities either would need to tap similarly existing resources or dedicate resources to developing the requisite infrastructure, tools, and additional support.

[1] Limitations in the state administrative data prevented us from examining effects on applications in Michigan.

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I. INTRODUCTION

The Supplemental Nutrition Assistance Program (SNAP) is the cornerstone of the U.S. Department of Agriculture's (USDA) strategy for ensuring that all Americans have enough nutritious food to eat. The program provides funds for eligible low-income households to purchase food, with the amount based on the household's specific circumstances, using an Electronic Benefits Transfer (EBT) card. However, according to USDA estimates, only about one-third of eligible elderly persons and three-fifths of persons in eligible households with someone working participated in the program in 2009 (the year in which the demonstrations being evaluated began)—compared to 72 percent of all eligible individuals (Leftin 2011). Participation rates among these groups have been below average consistently over time. Such low participation rates have been a persistent concern because they suggest that many low-income people from these underserved groups who need assistance from SNAP are not receiving it.

In the Omnibus Appropriations Act of 2009 (P.L. No. 111-8) Congress mandated and provided funds for FNS to test various models for facilitating access to SNAP among the elderly or working poor. FNS awarded grants to each of six states. Grantees served households that had either a member over age 60 (the SNAP definition of elderly) or an adult member who was working or looking for work. FNS contracted with Mathematica Policy Research to document and evaluate these efforts.

This report presents findings from the evaluation of the demonstrations. In the remainder of this introductory chapter, we provide some background on reasons for nonparticipation in SNAP among the elderly and working poor and an overview of the demonstrations and the evaluation. We describe program approaches, outcomes, effects, and costs for each state respectively in Chapters II through VII. Chapter VIII summarizes findings across states.

A. Reasons for Nonparticipation in SNAP among the Elderly and Working Poor

Without SNAP, elderly individuals may not be able to meet their nutritional needs or may forgo medicine for food; working people may not be able to feed their families adequately. Probably no one cause is responsible for low participation rates among eligible elderly and working poor individuals, but the following inhibiting factors (which may differ across groups) are suggested by research (Bartlett et al. 1992; Ohls and Beebout 1993; Ponza and McConnell 1996; Cody and Ohls 2005; Zedlewski and Rader 2005; Burstein et al. 2009):

- **Lack of information about eligibility and/or application processes.** Although eligibility is determined through income and asset tests and is not restricted to families, many elderly individuals believe they are ineligible because they have assets or they do not have dependent children living with them. Working poor individuals often believe they are ineligible because of their earnings or because of the value of their vehicles. Some people, especially seniors, do not know how to apply, or even how to find out how to apply, for benefits.
- **Perceived or real burdens of applying.** Seniors may find it difficult to get to the SNAP office because of lack of transportation, health issues, or physical limitations. While most states have tried to address this issue by waiving the face-to-face interview requirement at initial certification and allowing telephonic signature, seniors may not be aware of the option to conduct the eligibility interview and "sign" the application over

the telephone. Working people may find it difficult to get time off from work to go to a SNAP office. The required documentation of earnings and assets may seem burdensome and an invasion of privacy. Research has documented that seniors, in particular, often perceive interactions with SNAP office personnel as unpleasant, and application requirements may be difficult to understand.

- **Low benefit amount.** In FY 2012, the minimum SNAP benefit for one- or two-person households was $16; households with three or more members could receive less. Benefits for workers may be low because of their earnings. Benefits for seniors may be low because many live alone but have Social Security or Supplemental Security Income (SSI) that brings them to, or close to, the poverty level. For some, the costs of applying for SNAP (particularly in terms of the time required to complete the paperwork) may be high relative to its benefits.
- **Stigma.** Embarrassment, feelings of failure, hurt pride, dislike of government assistance, and loss of independence are all reasons cited by elderly and working persons for not participating in SNAP. Research has documented that these groups may feel they should not need SNAP benefits and that others are more needy.

B. Reaching the Underserved Elderly and Working Poor in SNAP Evaluation

Through a competitive grant award process, FNS selected six states—three serving the elderly and three serving the working poor—to implement demonstration programs, typically for up to three years beginning in September 2009, to increase SNAP access. Each state identified communities in which to pilot their interventions. Grantees could supplement their grants with funds from any source except other FNS programs and could subcontract with other entities to carry out grant activities.

1. Evaluation Objectives

The overarching goal of the evaluation was to measure the effectiveness of each demonstration in increasing access to SNAP for the relevant target group. To this end, it had three key objectives:

1. **Understand the design, implementation, and operations of the demonstrations.** The first objective was to describe the approaches states took to increase access for their target populations. Examining in depth how the demonstrations were implemented and operated provides meaningful context for understanding any effects on applications and participation they may have produced and can identify any successes and challenges of the demonstration.
2. **Assess the outcomes and effects of the demonstrations on SNAP participation.** While participation among eligible clients is the ultimate measure of increased access, increasing applications is a first step toward that goal, so we examined the outcomes and effects of the demonstrations on application volume as well as on SNAP caseloads.
3. **Estimate demonstration costs.** Variation in demonstration approaches and in the extent to which states supplemented grant funds may have led to differences in costs to implement and operate each demonstration. And, if the demonstrations increased participation, so too would they increase SNAP benefit and administrative costs to the federal government (and administrative costs to states).

2. Evaluation Methodology

Mathematica drew on multiple sources to produce a comprehensive evaluation of the demonstration programs. This section presents an overview of our approach; details on methodology may be found in Appendix A.

We conducted three rounds of visits to each pilot site at various stages of the demonstrations to understand program design, implementation, and operations. During the visits, we observed program activities and interviewed state and local SNAP office staff and administrators, senior managers, and line staff at key sub-contractors and other community partners conducting demonstration activities. We also collected data maintained by pilot sites to document demonstration outcomes. In addition, we reviewed grant applications, materials developed by the pilot sites throughout the demonstrations, and quarterly progress reports states submitted to FNS.

To estimate the effect of the demonstrations on SNAP applications and participation, we conducted a double-difference analysis employing administrative data from state application, eligibility, and benefit determination systems. The analysis compares how changes in the SNAP application and participation patterns in the demonstration pilot sites compared with changes in similar, non-demonstration (or comparison) sites in the same states. The strength of this design is that it controls for other factors that may motivate such changes over time in pilot and comparison sites (such as changes in the economy), as well as differences in the characteristics of the pilot and comparison sites that are time invariant. The validity of the findings relies on the assumption that the outcomes in the pilot and comparison sites would evolve similarly in the absence of the demonstration. Mathematica selected the comparison sites using quantifiable demographic and program characteristics from the American Community Survey (ACS) and state administrative data, and qualitative data about community and other program characteristics from discussions with state and local SNAP administrators. Appendix A presents more detail on the double-difference methodology and the selection of comparison sites.

In the main body of the report, we summarize results on program effects for all households containing an elderly member in states targeting the elderly and for low-income individuals who are in the labor market or who are able to be in the labor market (because they are able-bodied and of working age) in states targeting the working poor. Appendix B contains a full compendium of these results on program effects along with results for alternative, more narrowly defined target groups for comparison—households containing only elderly members and low-income households that include at least one individual who is of working age and has evidence of a job. Appendix C presents results from an analysis of program effects on subgroups of households in the target population.

To assess what it cost to implement and operate the demonstrations, we collected data primarily from interviews with staff from all organizations involved with the demonstration, supplemented by any documents used by sites to track their costs. State and sub-contractor personnel estimated demonstration-related labor hours, consulting time sheets when possible and providing supplementary information to assist us in disaggregating labor hours into specific program functions and in estimating unrecorded time spent on various components. We translated investments of time into dollar terms, using the actual salary and fringe ranges for relevant staff, or the midpoint of the relevant job categories when actual rates were unavailable. Respondents also provided data on other direct costs that supported the demonstrations, consulting accounting records (including invoices, receipts, or contracts) as much as possible. Each state's chapter summarizes findings on administrative program costs; Appendix D contains detailed breakdowns of administrative costs.

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II. MICHIGAN

The goal of Michigan's demonstration was to increase SNAP participation among the elderly by raising awareness of the availability of food assistance and reducing the burden of the SNAP application process. The pilot's design eliminated the need for applicants to visit a SNAP office and attempted to minimize common problems the elderly face in applying for SNAP—mobility issues, complexity of the application process, and lack of understanding of the program's benefits. Building on work they had conducted together for years to increase SNAP access among the elderly, the state Department of Human Services (DHS) contracted with Elder Law of Michigan (ELM), to conduct demonstration activities. ELM then engaged the assistance of other community organizations for the demonstration. ELM, located in Lansing, is a nonprofit organization that provides free legal help and fraud prevention programs, mainly targeted to the elderly, and helps seniors apply for food and medical assistance.

Summary of Demonstration in Ohio	
State Grantee	Michigan Department of Human Services (DHS)
Pilot Sites/Comparison Sites	Hillsdale County/Tuscola County Jackson County/Sanilac County Lenawee County/Allegan County
Subcontractor	Elder Law of Michigan
Period of Performance	39 months (10/09–12/12)[a]
Waivers/FNS Approval	Waiver to allow demonstration program staff—rather than SNAP staff—to conduct eligibility interviews, though ultimately authority to determine eligibility and benefits continued to reside with DHS
Highlights of Approach	Application assistance through trained staff at venues serving elderly

[a] FNS granted Michigan a no-cost extension through September 2013 to complete administrative tasks and application assistance. We evaluated the demonstration through December 2012 because ELM did not intend to conduct any activities beyond that point to actively engage potential applicants.

A. Evaluation Context

1. Community Characteristics

Michigan piloted the demonstration in three counties that generally receive fewer resources than other counties in the state (because they are neither very small nor very large): Hillsdale, Jackson, and Lenawee Counties. These counties have large rural areas in addition to urban and suburban areas. According to the state's grant application, these counties had relatively high numbers of seniors with low incomes and had seen an increase in the proportion of elderly living in poverty at the outset of the demonstration. Table II.1 summarizes some demographic characteristics of the pilot sites at that time.

Table II.1. Key Characteristics of Michigan Pilot Sites at Start of Demonstration

	Hillsdale County	Jackson County	Lenawee County
Households	17,851	60,276	37,858
Households with member(s) age 60 or older (Percent)	35.7	32.2	33.3
Households with member(s) age 60 or older receiving SNAP (Percent)	5.5	6.5	4.7
Poverty rate	9.9	5.9	7.2
Poverty rate for individuals age 65 or older	8.5	7.4	8.3

Source: Data from 2006-2008 American Community Survey.

Each of the comparison sites was relatively well matched to its pilot site with respect to demographic and economic characteristics. The three designated comparison sites for Hillsdale, Jackson, and Lenawee were Tuscola, Sanilac, and Allegan counties, respectively. The comparison sites were very similar to their respective pilot sites, particularly with respect to the elderly population. The pairs shared similar numbers of households with an elderly member, similar percentages of SNAP participants among these households, and similar poverty rates among individuals age 65 and older.

2. SNAP Landscape

Within both the pilot sites and the comparison sites, only modest SNAP access efforts were taking place prior to and during the demonstration. In all sites as resources allowed, DHS staff attended community events or provided information about SNAP requested by community organizations, but no direct SNAP application assistance outside of the demonstration took place. In addition, none of DHS's efforts before or during the demonstration was targeted to seniors.

Although counties administer SNAP in Michigan, the state provides substantial policy guidance and computer support to each county, which minimizes policy and procedural differences. One major policy change occurred midway through the demonstration. On October 1, 2011, Michigan implemented an asset test statewide as a condition of SNAP eligibility.[2] DHS updated its computer system with new screens that walked workers through how to collect the required information and generated updated letters on documentation. The policy's implementation did not vary across counties.

B. Program Design, Implementation, and Operations

Demonstration staff assisted seniors with completing SNAP applications over the phone; a waiver the state received from FNS allowed this conversation to serve as the SNAP eligibility interview. Prior to the demonstration, ELM operated Michigan's Coordinated Access to Food for the Elderly (MiCAFE) in 32 counties across Michigan with funds from federal SNAP grants and private foundations; MiCAFE was not operational in any of the pilot or comparison sites.[3] The demonstration brought MiCAFE to the pilot sites. MiCAFE offered application assistance for SNAP and other benefits over the telephone (through a MiCAFE toll-free hotline

[2] For more than a decade prior, Michigan had no asset test for any applicants. The new test limits applicants' and recipients' liquid assets to $5,000 and vehicle assets to $15,000.

[3] The Benefit Enrollment and Options Center, also operated by ELM, was available in both pilot and comparison sites before and throughout the demonstration. The Benefits Enrollment and Operations Center is a statewide toll-free hotline through which seniors can get telephone assistance in applying for a range of federal and state benefits.

operated by ELM) and in-person assistance with assembling verification documentation and submitting complete application packages at partnering community organization. During calls to the hotline, ELM staff interviewed callers about their income, assets, and household structure and entered the data into a web-based SNAP application form (distinct from the state's online SNAP application) developed under the original MiCAFE program.[4] During the interview, ELM staff notified seniors that they would need to complete the next part of the application process at a nearby partner organization in their county and after the interview was complete, ELM sent the applicant a letter listing the required verification documents for the application. The interview resulted in a PDF of the application (with an ELM cover page and signed consent form to share the information). The state obtained a waiver applicable to the pilot counties only that accepted this interview as SNAP the eligibility interview, though ultimate authority over eligibility determination continued to reside with the state.[5]

Partner organizations in the community assisted seniors with assembling documentation and submitting a complete application package. Upon completing an application over the phone, ELM securely transmitted the PDF to a community partner. Partner staff or volunteers were trained to access the application electronically and schedule an in-person meeting with the applicant. They instructed applicants to bring requested verification documents with them and, during the appointment, they reviewed the application and verification information, gave clients copies of the signed applications, and mailed or hand delivered the applications to the appropriate DHS office. Partners provided these services in kind and were reimbursed by the demonstration grant only for postage and mailing supplies.

ELM partnered with one or two community organization (such as the county Department on Aging or the local senior center) in each pilot site. ELM intended to have more partners in each county, but state and local budget cuts limited the capacity of many agencies to provide volunteer services. To compensate for fewer partners than anticipated, a local ELM staff person traveled throughout the counties acting in the partner role.

ELM generated calls to the MiCAFE hotline by targeting seniors likely eligible for SNAP and developing messages for informational materials that addressed their unique needs. ELM used a multifaceted approach to reaching low-income seniors. It included direct mailings, presentations, and an informational flyer and poster campaign at senior centers and housing complexes. Early in the demonstration, ELM held focus groups to test messages for its informational materials.

ELM sent mailings about SNAP and the demonstration to three groups. First, ELM worked with DHS to obtain lists of individuals in the pilot counties who already were receiving other benefits, such as Medicaid or TANF. ELM conducted geo-coding to cluster mailings to those nearest to the community partners. Second, ELM used a list of registered voters it already had in hand from another project and sorted the list to target mailings only to individuals in select zip codes in low-income areas in the three pilot counties. Third, ELM sent mailings to individuals from the pilot sites who had used ELM's legal services hotline in the past.

[4] The Michigan Office on Services to the Aging developed the software for this application in 2000 through a USDA grant to connect seniors to benefits. ELM used the software application program because the program permitted it to transmit password-protected information securely to specified community partners.

[5] The state and local SNAP offices played no active role in the demonstration other than to process applications as they would under normal operating procedures, while abiding by the waiver for the eligibility interview

ELM sent mailings to 142 households in 2010, 2,676 in 2011, and 3,498 in 2012. As resources allowed, demonstration staff also looked up phone numbers and called some individuals who did not respond to the mailings to inform them about SNAP and offer application assistance. In addition to mailings, ELM conducted 29 presentations and attended 26 community events during the demonstration period. While on site, ELM staff provided application assistance on an ad hoc basis.

C. Program Outcomes and Effects

Michigan's demonstration had a positive effect on SNAP participation among the elderly that became statistically significant by the middle of the grant period. This section presents key outcomes of the demonstration related to applications and participation using ELM data and program effects using state administrative data.

1. Applications

ELM accomplished its goal of assisting 1,000 seniors with applications over the course of the three-year project. ELM maintained a list of individuals who had received assistance with applications through the MiCAFE hotline and were referred to partner organizations (the partners did not uniformly keep track of individuals they assisted since it was not required of them). According to its records, the organization assisted 1,251 seniors in 794 households to submit 838 applications during the demonstration period (some seniors applied more than once due to case closure or other reasons). This number represents only what ELM was able to capture directly. Other applications may have been submitted independently by individuals who saw pilot program presentations or materials.

Following a slow start in the first year of the grant, application submissions with assistance from the hotline generally ranged from 15 to 50 per month. Upticks in demonstration-related application submissions as well as calls to the MiCAFE hotline in some months appeared to follow ELM mailings to potential applicants. External events may have also influenced trends. As discussed above, Michigan implemented an asset test on October 1, 2011. ELM reported that the number of applications decreased after this policy change; ELM submitted an average of 39 applications per month from October 1, 2010 to September 30, 2011, compared to 28 the following year.

It was not possible to estimate demonstration program effects on applications in Michigan. Although ELM maintained information on how many applications it submitted through the pilot, the state was unable to provide data on how many applications were submitted among the elderly overall in either the pilot or comparison sites. Although the state's mainframe system contains information on applications, the monthly data warehouses, which were the source of data for this project, do not.

2. Participation

Four-fifths of seniors who applied for SNAP with assistance from the demonstration were found eligible, and two-thirds of all applicants chose to enroll in the program. Periodically, ELM checked the list of people they referred to partners with the state to determine application outcomes for those cases. According to their records, 662 applicants were found eligible and 553 actually enrolled. The average benefit amount among these enrollees was $90.

In all three pilot sites at all three operational periods, elderly participation in SNAP increased during the demonstration more than it did in the comparison sites. Across all pilot sites, there were 2,729 elderly SNAP cases before the first application associated with the demonstration was submitted and 3,149, 7 months after (a 15.4 percent increase); 3,558, 13 months after (a 30.4 percent increase); and 3,868, 31 months after (a 41.7 percent increase) (Table II.2). Factoring in the smaller percentage increases in elderly participation in the comparison sites at those times, (11.3 percent, 7 months after the first demonstration-related application was submitted; 18.7 percent, 13 months after; and 20.5 percent, 31 months after), the unadjusted effects of the demonstration were 4.1 percentage points at 7 months; 11.1 at 13 months; and 21.2 at 31 months. Unadjusted effects across individual pilot and comparison county pairs ranged from 2.5 to 28 percentage points. The unadjusted effects are generally confirmed (though somewhat smaller) when comparing the pilot counties to the balance of the state (an exception is the 7-month effect for Hillsdale). Unadjusted effects using the alternative definition of elderly households are similar (see Appendix B).

The effects at 13 and 31 months are significant even after controlling for SNAP-related trends and other economic factors. The regression-adjusted increase in participation due to the demonstration is 10.7 percentage points 13 months after the first demonstration-related application was submitted and 16.6 percentage points 31 months after. Both are statistically significant, implying that the demonstration played a role in the greater increase in elderly participation in the pilot sites relative to the comparisons. When using the alternative definition of elderly households, we continue to find a significant positive effect at 13 and 31 months (see Appendix B). Further, subgroup analyses suggest that the Michigan demonstration had a stronger effect on older elderly households (households with at least one member age 75 or older) than younger ones (see Appendix C).

D. Program Costs

The total cost of Michigan's 39-month demonstration was $411,247, about 82 percent of the $500,000 grant awarded by FNS (Table II.3).[6] DHS used grant funds to provide grant oversight and management, and also charged to the grant some of the labor costs for DHS workers to process demonstration-related applications. ELM used grant funds to develop informational materials with targeted messages, prepare mailing lists and send mailings, conduct site-based engagement (through presentations and information distribution in the community), provide application assistance over the phone, and oversee grant activities. Grant funds also covered postage and printing costs incurred by its community partners. These partners also donated staff time to review applications and help clients submit them to DHS after assembling verification documentation.[7]

[6] Michigan received a grant extension from FNS until September 2013. During this period, ELM planned to continue telephone application assistance to any senior who called the MiCAFE hotline. While ELM planned to continue receiving lists of potentially eligible individuals in the pilot counties from DHS, it intended to scale back its mailings and other engagement activities. Although the amount of reimbursement was under reconsideration, the community partners agreed to provide services during the extension. It is likely that all grant funds would be expended during this time. Through December 2012, however, Michigan had only spent about $390,000 of the $500,000 grant; the remainder of the $411,247 spent through December 2012 was covered by other resources, such as in-kind contributions, volunteer time, or agencies' internal investments of time.

[7] To estimate these labor costs, we assumed that partner staff and volunteers spent an average of one hour with each of the applicants who submitted applications with assistance from the demonstration (staff and volunteers reported spending between 30 minutes and 1.5 hours per applicant) and assumed an average salary and fringe rate across some partners.

Table II.2. Effects on Number of Elderly SNAP Cases in Michigan

	Hillsdale vs. Tuscola	Lenawee vs. Allegan	Jackson vs. Sanilac	All Pilots vs. All Comparisons
7-Month Effects				
Pilot County				
Pre-demonstration	487	778	1,464	2,729
Operational	545	894	1,710	3,149
Percentage change (a)	11.9	14.9	16.8	15.4
Comparison County				
Pre-demonstration	512	879	610	2,001
Operational	560	983	685	2,228
Percentage change (b)	9.4	11.8	12.3	11.3
Unadjusted effect in percentage points (a-b)	2.5	3.1	4.5	4.1
Balance of the State				
Pre-demonstration	107,150	106,859	106,173	104,908
Operational	121,173	120,824	120,008	118,569
Percentage change (c)	13.1	13.0	13.0	13.0
Unadjusted effect in percentage points (a-c)	-1.2	1.8	3.8	2.4
Adjusted effect in percentage points	n.a.	n.a.	n.a.	2.9
13-Month Effects				
Pilot County				
Pre-demonstration	487	778	1,464	2,729
Operational	616	1,018	1,924	3,558
Percentage change (a)	26.5	30.9	31.4	30.4
Comparison County				
Pre-demonstration	512	879	610	2,001
Operational	612	1,050	714	2,376
Percentage change (b)	19.5	19.5	17.1	18.7
Unadjusted effect in percentage points (a-b)	7.0	11.4	14.4	11.6
Balance of the State				
Pre-demonstration	107,150	106,859	106,173	104,908
Operational	129,738	129,336	128,430	126,796
Percentage change (c)	21.1	21.0	21.0	20.9
Unadjusted effect in percentage points (a-c)	5.4	9.8	10.5	9.5
Adjusted effect in percentage points	n.a.	n.a.	n.a.	10.7*
31-Month Effects				
Pilot County				
Pre-demonstration	487	778	1,464	2,729
Operational	638	1,139	2,091	3,868
Percentage change (a)	31.0	46.4	42.8	41.7
Comparison County				
Pre-demonstration	512	879	610	2,001
Operational	646	1,041	725	2,412
Percentage change (b)	26.2	18.4	18.9	20.5
Unadjusted effect in percentage points (a-b)	4.8	28.0	24.0	21.2
Balance of the State				
Pre-demonstration	107,150	106,859	106,173	104,908
Operational	138,344	137,843	136,891	135,114
Percentage change (c)	29.1	29.0	29.0	28.8
Unadjusted effect in percentage points (a-c)	1.9	17.4	13.9	12.9
Adjusted effect in percentage points	n.a.	n.a.	n.a.	16.6*

Source: Mathematica analysis of Michigan Department of Human Services data

Note: Numbers shown in the percentage change rows (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period rows due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot counties

n.a. = not applicable

*Significantly different from zero at the .05 level, two-tailed test

Table II.3. Demonstration Costs in Michigan, by One-Time Versus Ongoing Costs and Program Component

	One-Time Costs	Average Monthly Ongoing Costs	Ongoing Costs Over Demonstration Period (39 months)	Total (Percentage)
Developing/ testing messages	$25,043	$0	$0	$25,043 (6%)
Mail and site-based engagement	$2,546	$3,653	$142,473	$145,019 (35%)
Application assistance	$11,214	$2,626	$102,425	$113,639 (28%)
Grant oversight and management	$0	$3,270	$127,546	$127,546 (31%)
Total	**$38,803**	**$9,550**	**$372,444**	**$ 411,247 (100%)**

Source: Elder Law of Michigan and Michigan Department of Human Services

One-time costs in Michigan represented just over 9 percent of total demonstration costs and included developing a marketing plan and hosting focus groups to test messages most suitable to the target population. The focus groups were inexpensive (only 2 percent of ELM's expended funds) but resulted in messages that resonated with seniors. The trivial amount of money spent on the focus groups seemingly yielded a non-trivial benefit, given that increases in application submissions and calls to the MiCAFE tended to occur after the mailings. Obtaining targeted lists for mailings also cost little ($600) and allowed ELM to focus on those most likely to benefit from the demonstration. ELM relied on its existing infrastructure (namely, the MiCAFE hotline) and experience facilitating SNAP access for seniors to design and implement the demonstration model; without them, initial implementation costs likely would have been greater. Excluding one-time costs, the average monthly cost of running the demonstration ($9,550) consisted mostly of ELM labor costs for application assistance, conducting presentations, and grant oversight.

The role of the community partners was essential to the demonstration program design but not supported financially. Because an ELM-operated hotline providing application assistance (the Benefit Enrollment and Options Center) existed in the pilot sites before the demonstration, the primary service the demonstration introduced was the in-person assistance assembling documentation and submitting the application the community partners provided. Although ELM reimbursed partners for postage and photocopies ($9,126), it did not support the labor costs associated with their staff and volunteers. Rather, partners donated their labor (estimated at $33,437). ELM used grant funds to cover all of the application assistance it provided itself, including $55,734 for telephone assistance and $4,128 for in-person assistance.

Michigan's demonstration could have resulted in some efficiencies for local DHS offices in theory, but may not have saved costs in reality. Under waiver authority, ELM conducted SNAP eligibility interviews over the phone for demonstration-related applications, which could have reduced the time required by DHS to process applications. Despite training about the demonstration, however, some DHS staff were reluctant to accept the ELM interview in lieu of the SNAP office interview and spent time conducting a second interview. In addition, the role of the community partners was to help applicants assemble verification documentation and ensure that all application submissions were complete. Partner staff reported that both initially and after the implementation of the asset test, however, they were confused about which documents were allowable as verification. DHS staff reported that in many cases they had to follow up with applicants, ELM, and/or community partners to request missing or additional verification documents or to obtain a missing signature on the application. Thus, the demonstration may not

have saved DHS staff the time it could have. DHS caseworkers, supervisors, and managers reported little to no *additional* responsibilities as a result of the demonstration.

F. Summary of Findings and Lessons Learned

Michigan's demonstration had a positive effect on SNAP participation among the elderly that became statistically significant by the middle of the grant period (at 13 and 31 months after the first application was submitted with assistance from the demonstration). Applications submitted with assistance from the demonstration tended to increase after ELM sent large-volume mailings, suggesting that the effort ELM put into honing the messages contained in these mailings—which targeted participants in other programs that made them likely eligible for SNAP—was of value.

ELM and DHS learned several key lessons that other states may want to consider if implementing similar approaches. Specifically:

- **Policy changes can be useful, but may be confusing and controversial.** This demonstration employed a waiver of the eligibility interview by SNAP staff (instead allowing community partner staff to conduct the interview over the telephone). This policy eliminated the need for applicants to visit or otherwise engage with the SNAP office (unless SNAP office staff requested additional information from the applicant during the eligibility determination process). However, many DHS staff were reluctant to abide by the waiver because it is a significant divergence from traditional policy and normal day-to-day operations. All involved in the demonstration stressed that training along with ongoing open and clear communication could alleviate the apprehension.

- **Identifying participants in other benefits programs can be productive for relatively little cost, but penetrating the target population may require a variety of methods.** Obtaining target lists of participants in other benefit programs who are not enrolled in SNAP required little financial investment ($600) while enabling ELM to focus on those most likely to benefit from the demonstration. To generate the desired volume of calls to the MiCAFE hotline, however, ELM had to supplement this list with other lists and engage in other activities such as community presentations and information distribution.

- **Technology can play a major role in benefits access.** ELM relied heavily on its existing technology infrastructure—namely, its web-based SNAP application system—to provide telephone-based application assistance and securely transmit applications to community partners. Communities interested in replicating Michigan's approach would incur higher costs if they lacked such technology.

- **A multi-staged application assistance process may delay applications and confuse seniors.** Community partner staff reported that many seniors were frustrated by the length of the process and multiple points of contact. Seniors may have had to engage in several calls before meeting a person face to face—first when they called the MiCAFE hotline to inquire about SNAP and schedule application assistance, second for their application assistance appointment, and third when a community partner called to schedule an appointment to review documents. This process typically took three weeks or more. In addition, community partner and DHS office staff reported that seniors were often confused about the relationship between MiCAFE and SNAP. Some seniors thought that MiCAFE was a benefit program like, but distinct from, SNAP and were confused when they were contacted by a DHS case worker (that is, some thought the

ELM and/or community partner staff person with whom they had interacted was their benefit program caseworker and did not understand why they had a DHS SNAP caseworker).

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III. PENNSYLVANIA

The goals of Pennsylvania's demonstration were twofold: to make eligible elderly more comfortable with SNAP (by increasing their knowledge and reducing stigma associated with receipt of government assistance) and to ease the burden of the application process. DPW subcontracted with Benefits Data Trust (BDT), a nonprofit organization based in Philadelphia that focuses on increasing access to public benefits for low-income Americans, to conduct the majority of activities; local SNAP office staff participated in the demonstration by processing applications using criteria specified in demonstration-related waivers and administrative policy changes. BDT had a strong relationship with DPW through a pre-existing program access project. BDT used infrastructure developed for that and other previous efforts to support the demonstration, including a call center and hardware and software that enable staff to conduct SNAP screening and collect application data over the telephone, scan and store documentation received from clients, obtain telephonic signatures from applicants, and securely record and store all telephone calls for seven years.

Summary of Demonstration in Pennsylvania	
State Grantee	Department of Public Welfare (DPW)
Pilot/Comparison Sites	Philadelphia County/Allegheny County
Target Population	Elderly
Subcontractor	Benefits Data Trust (BDT)
Period of Performance	27 months (10/2009 – 12/2011)
Waivers/FNS Approval	Waiver of requirement for medical expense documentation, instead allowing self-declaration Use of self-declared shelter expenses and pre-verified data from recent DPW and Pennsylvania Department of Aging (PDA) programs for income, residency, and citizenship Waiver to allow demonstration program staff—rather than SNAP staff—to conduct eligibility interviews, though ultimately authority to determine eligibility and benefits continued to reside with DPW Telephonic signature authority
Highlights of Approach	Targeted engagement through data matching and simplified application processes conducted via telephone (including telephonic signature)

A. Evaluation Context

1. Community Characteristics

Pennsylvania implemented its demonstration in Philadelphia County, building on an outreach initiative for other programs that BDT was already operating there. The county is unique, as it is by far the most populous, the poorest, and the most racially and ethnically diverse county in the state. According to the state's grant application, this area had the largest proportion of residents age 65 and older in the state. It had the lowest percentage of white (non-mixed race) individuals, the highest percentage of households with elderly members participating in SNAP, and the highest poverty rate among the elderly among all counties in the state. Key characteristics are presented in Table III.1.

Table III.1. Key Characteristics of Pennsylvania Pilot Site at Start of Demonstration

	Philadelphia County
Households	563,837
Households with an elderly member (percent)	32.0
Households with an elderly member participating in SNAP (percent)	13.4
Individuals age 65+	211,000
Individuals age 65+ below poverty (percent)	18.6
Individuals age 65+ participating in SNAP (percent)	11.4
White (non-mixed race) individuals (percent)	42.5

Source: Data from 2006-2008 American Community Survey and from Pennsylvania's grant application (pertaining to July 2009)

While it was impossible to find a close match to Philadelphia, Allegheny County was selected as the comparison site because it was the most comparable. Although Philadelphia and Allegheny Counties were the two largest counties in Pennsylvania, they had substantial demographic differences. At the outset of the demonstration, Allegheny's population was 82.7 percent white, only 5.2 percent of households with an elderly member participated in SNAP, and the poverty rate among the elderly (9 percent) was half that of Philadelphia's. Both the raw numbers of households with elderly members and the overall population were similar in both counties, however.

2. SNAP Landscape

Throughout the demonstration, similar efforts existed in Philadelphia and Allegheny Counties to provide SNAP application assistance to seniors. In both counties, non-profit organizations advertised SNAP in the community and conducted outreach and application assistance—in person and via a SNAP telephone hotline. Both counties also operated The Benefit Bank (TBB), a free web-based system that simplifies and centralizes the process of applying for many state and federal benefits—including SNAP and programs that directly support the state's elderly population. While TBB was active in 12 counties throughout the state, Philadelphia and Allegheny were the only counties that had a strong network of sites and local leadership promoting TBB at the outset of the demonstration. BDT provided benefit access services to seniors in Philadelphia that were not available to seniors in Allegheny, but these efforts were not specifically focused on SNAP.[8]

SNAP policies and procedures were similar in Philadelphia and Allegheny, and the counties offered similar social services to seniors. SNAP is administered by the state, rather than the counties, so policies and procedures vary little across counties. Both counties had active Agencies on Aging (AoAs) and a rich network of social services for the elderly.

[8] Since 2008, BDT has collaborated with the Pennsylvania Department of Aging (PDA) and DPW to engage and provide application assistance to seniors for the state's prescription drug assistance programs for older adults and, through an initiative called BenePhilly, the state Property Tax and Rent Rebate program, the Low Income Home Energy Assistance Program (LIHEAP), and the Medicare Low Income Subsidy (LIS). While they provided assistance for these programs, BDT staff also inquired about interest in SNAP and engaged interested seniors in the SNAP application process. However, these attempts did not specifically target efforts to seniors enrolled in a federal or state assistance program but not in SNAP, nor did they offer seniors a simplified SNAP application process, both of which were hallmarks of this demonstration.

B. Program Design, Implementation, and Operations

The demonstration simplified the application process for the elderly by reducing the verification requirements for their SNAP applications and eliminating any need for them to interact with their local welfare office. Specifically, DPW requested and received from FNS a waiver that allowed applicants to self-declare medical expenses in the SNAP eligibility determination process rather than provide verification. Also, though no waiver of policy was required, DPW worked with FNS to obtain permission to use self-declared shelter expense data and data that the state had verified within the past six months for other programs rather than requiring income, residency, and citizenship documentation from SNAP applicants.

To further simplify the process for applicants, DPW sought and received a waiver to allow demonstration program staff—rather than SNAP staff—to conduct eligibility interviews, though ultimate authority to determine eligibility and benefits continued to reside with DPW. The waiver, combined with the ability to telephonically sign the application, enabled seniors to apply for SNAP without ever leaving their homes.[9] Local SNAP office staff were responsible for applying waiver policies to demonstration applications during eligibility determination. Applications that originated through the demonstration were identifiable by an identification number BDT applied during the online submission. BDT helped DPW develop a desk guide for SNAP staff describing the pilot program activities and procedures for handling cases. BDT also had a designated coordinator who communicated with the state and local DPW offices.

BDT engaged seniors likely eligible for SNAP by identifying those participants in other assistance programs that make them likely eligible for SNAP (that is, list strategies) and developing messages specifically targeted to them. BDT and DPW created a data-sharing agreement to allow DPW to share contact information for seniors who were recently approved for Medicaid (at application or recertification) but not already receiving SNAP. An agreement already existed between BDT and PDA through their earlier work together. The PDA list included seniors participating in one of two medical prescription drug plans for older adults—Pharmaceutical Assistance Contract for the Elderly (PACE) and PACE Needs Enhancement Tier (PACENET).[10] BDT matched this list against lists from DPW to identify those not already participating in SNAP. BDT attempted contact with these individuals through phone calls and mailings. The mailings, which were in large print and written at a 4th-grade reading level, used messages that were found to appeal to seniors during earlier pilot testing. They stated that recipients might be eligible for SNAP benefits, which could help them pay for groceries and stay healthy by eating healthy meals; described the demonstration and BDT's involvement; and listed and encouraged clients to call BDT's toll-free call center for application assistance. Letters to individuals who were in other DPW programs also stated that recipients might be eligible for a simple fast-track application.

[9] The Food Conservation and Energy Act of 2008 (the 2008 Farm Bill) authorized the use of a telephonic signature to complete SNAP applications over the phone, so it only required approval for an administrative change from FNS. BDT records and stores applications in a safe and secure manner and archives both the paper application and a recording of the entire phone interview for seven years.

[10] To be eligible for either program, an applicant must be 65 years of age or older, a Pennsylvania resident for at least 90 days prior to the date of application, and not enrolled in DPW's Medicaid prescription benefit. PACENET's income limits are slightly higher than those for PACE. To be eligible for PACE, a single person must have total income of $14,500 or less and a married couple must have combined income of $17,700 or less. For PACENET, a single person's total income can be between $14,500 and $23,500, and a couple's combined total income can be between $17,700 and $31,500.

BDT staff provided individualized application assistance over the phone to those who responded to mailing and call center contacts as well as seniors referred by other community-based organizations[11]. BDT call center staff pre-screened seniors for SNAP eligibility, completed an application with them over the phone, and submitted it on their behalf electronically through Pennsylvania's online application portal to local DPW offices for eligibility determination. BDT assisted five groups of SNAP applicants, which were subject to the processes described below.

1. **Seniors who lived alone or only with other seniors, who were receiving medical assistance, and whose income had been verified by DPW in the past six months.** BDT called these "Express Lane applicants." They were not required to provide any income, identity, residency, or citizenship status documentation because that information was already in the system for another program and sufficiently current and verifiable. Administrative changes allowed shelter expenses to be self-reported, and waivers allowed medical expenses to be self-reported.
2. **Seniors who lived alone or with other seniors, with all household members having only Social Security or Supplemental Security Income (SSI).** These applicants were not required to provide any income, identity, residency, or citizenship status documentation because these were verifiable through the Income Eligibility Verification System (IEVS) for Social Security beneficiaries (and because Social Security income is relatively stable among seniors) and Systematic Alien Verification for Entitlements (SAVE). Shelter and medical expenses could be self-reported.
3. **Seniors who lived alone or with other seniors, with all household members having Social Security or SSI, and at least one household applicant having other sources of income (such as earnings or pensions).** These applicants were not required to provide documentation of identity, residency, citizenship status, or Social Security income because these were verifiable through IEVS and SAVE. However, they had to provide proper verification documentation of their additional income sources. Shelter and medical expenses could be self-reported.
4. **Seniors who lived alone or with other seniors, with at least one household applicant not having Social Security or SSI.** These applicants had to submit verification of income and residency if none of the household members received Social Security benefits. Shelter and medical expenses could be self-reported.
5. **Seniors who lived with individuals under the age of 60.** These applicants were not eligible for a streamlined application process—that is, they had to submit all standard verification documentation and complete an eligibility interview with DPW staff—but BDT still assisted them in completing and submitting SNAP applications.

BDT's online technology enabled call center staff to record SNAP screening and application data (staff manually entered the latter into the state's online application portal), scan and store documentation received from clients, and analyze and report on the progress of work conducted. The system also stored a recording of the client signature, which was captured in the state's online application portal. Those required to provide verification documentation had two options: (1) send

[11] BDT entered into formal memoranda of understanding (MOUs) with two local organizations to provide referrals (and other services) to the demonstration and presented its work to other organizations that were ripe sources of referrals.

the documentation to BDT to submit, together with the application; or (2) send the documentation directly to the local SNAP office after BDT submitted the application. In either case, BDT conducted follow-up via phone and letters to ensure that applicants submitted all necessary documentation.

C. Program Outcomes and Effects

The demonstration had a significant effect on SNAP participation in Philadelphia. Over the course of the pilot period, BDT contacted more than 18,000 household (10,969 from the DPW and PDA lists and another 7,219 from referrals); more than 7,000 of these ultimately enrolled in SNAP. This section presents key outcomes of the demonstration related to applications and participation using data from BDT's call center and other information technology systems and program effects using state administrative data.

1. Applications

BDT surpassed its project goal of helping to submit 5,000 to 7,000 SNAP applications on behalf of seniors. BDT submitted applications on behalf of 8,260 unique elderly households. BDT contacted 10,969 households through its list strategies and another 7,219 as a result of referrals and other strategies. As anticipated, only about half (5,648) of the 10,969 households BDT contacted through the DPW and PDA lists initiated an application. About 29 percent (3,181) did not initiate a SNAP application because they were not interested or ready to apply. The rest (2,140) were screened as ineligible (10 percent), were found to be already enrolled in SNAP (8 percent), or had a bad address (1 percent). Slightly less than half (3,206) of the 7,219 referrals initiated an application; BDT did not obtain data from the rest on reasons for not initiating an application.

Relative to Allegheny County, more applications were processed in Philadelphia after the demonstration than before, but the difference was not significant after controlling for SNAP application trends and other economic factors. Local SNAP offices in Philadelphia processed an average of 668 applications each month before the demonstration and 777 after (Table III.2). The unadjusted effect on applications processed was large and positive (29.7 percentage points) because the change in the average number of applications processed each month in Philadelphia was larger than in Allegheny County. (In fact, Allegheny experienced a decrease.) A comparison of Philadelphia to the balance of the state also showed a positive unadjusted effect (14.2 percentage points). These differences are not statistically significant, however, after controlling for economic factors and SNAP-related trends. There is no evidence of statistically significant differences at other times during the demonstration either (see Appendix B).

Results were more pronounced for elderly-only households, but controlling for SNAP application trends and other economic factors still yielded no significant effects of the demonstration. While BDT provided application assistance to any household with an elderly member through demonstration grant funds, households containing only elderly members were the focus of Pennsylvania's pilot project and benefitted the most from demonstration program services; waivers and administrative changes enacted through the demonstration to streamline application processes were not applicable to households containing both elderly and non-elderly members. Thus, particular attention is warranted regarding how households containing only elderly members fared in the demonstration. The unadjusted effects for elderly-only households (presented in

Table III.2. Effects on Average Monthly Number of Applications from Elderly Households Processed in Pennsylvania

	Philadelphia vs. Allegheny
Pilot County (Philadelphia)	
Pre-demonstration	668
Operational	777
Percentage change (a)	16.3
Comparison County (Allegheny)	
Pre-demonstration	283
Operational	245
Percentage change (b)	-13.4
Unadjusted effect in percentage points (a-b)	29.7
Balance of the State	
Pre-demonstration	2,415
Operational	2,465
Percentage change (c)	2.1
Unadjusted effect in percentage points (a-c)	14.2
Adjusted effect in percentage points	6.1

Source: Mathematica analysis of Pennsylvania Department of Public Welfare data

Note: Numbers shown in the percentage change rows (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period rows due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot county

n.a. = not applicable

*Significantly different from zero at the .05 level, two-tailed test.

Appendix B) were larger than those for all elderly households; the unadjusted effect was 38.10 percentage points when comparing Philadelphia to Allegheny and 18.50 percentage points when comparing Philadelphia to the balance of the state. However, after controlling for SNAP-related trends and other economic factors, we find no statistically significant effect of the demonstration on applications processed from elderly-only households.

2. Participation

Among all applications submitted through the demonstration, 85 percent were approved, at an average initial benefit of $98 per month. Among the five different groups served (described on page 18), enrollment rates were highest among the Express Lane group and those receiving only Social Security or SSI (92 and 93 percent, respectively). This was consistent with the demonstration program's design, which simplified application processes most for these groups (Table III.3). Average monthly benefit amounts among the groups served ranged from a low of $63 per month to a high of $144.

Relative to Allegheny County, more elderly were participating SNAP in Philadelphia 6, 12, and 17 months after the demonstration began then before, and the increase at 17 months was significant after controlling for SNAP trends and economic factors. In May 2010, there were 39,944 elderly SNAP households in Philadelphia (Table III.4). Six, 12, and 17 months after the first application associated with the pilot program was submitted, there were 42,871, 45,950, and 48,532 elderly SNAP households in Philadelphia, respectively. The 6-, 12-, and 17-month unadjusted effects on the number of elderly SNAP households were positive (2.6, 6.1, and 9.4 percentage

Table III.3. SNAP Enrollment Rates and Average Initial Benefit Amounts, by Pilot Group

Pilot Group	Number of Applicants	Enrollment Rate	Average Initial Benefit Amount
Seniors Living Alone or with Other Seniors Only			
Receiving medical assistance, income verified by DPW in past six months (Express Lane)	2,160	92.2%	$102
All household members receiving only Social Security or SSI	2,242	93.1%	$91
All household members receiving Social Security or SSI; at least one household member with multiple sources of income	1,622	85.6%	$63
At least one household member not receiving Social Security or SSI	246	80.2%	$144
Seniors living with non-seniors	1,990	68.5%	$132
Total	8,260	85.0%	$98

Source: Benefits Data Trust

points, respectively) because the change in the number of elderly SNAP households in Allegheny was smaller than in Philadelphia. Similarly, a comparison of Philadelphia to the balance of the state showed positive unadjusted effects of 0.8, 2.6, and 4.3 percentage points, respectively. Regression-adjusted analyses confirm that, after controlling for SNAP-related trends and other economic factors, the demonstration had a statistically significant positive effect elderly SNAP participation at 17 months. Unadjusted results are similar for elderly-only households, but the 17-month impact is not significant (see Appendix B). Subgroup analyses suggest, though, that the Pennsylvania demonstration had a stronger effect on older senior households (households with at least one member age 75 or older) than younger ones (see Appendix C).

Regression-adjusted effects may be significant for participation but not for applications because effects on participation depend on the total (cumulative) number of applications processed and approved during the demonstration period, rather than on the number processed or approved in any given month (or span of months). In other words, it is possible that between the second operational period (June 2011) and the third (November 2011), the demonstration resulted in enough new applicants being added to the caseload in Philadelphia to make the third operational period regression-adjusted effect on SNAP participation statistically significant. Most of the months with the highest levels of application submissions by BDT did fall between June and November 2011, providing support for this argument. Another possible explanation is that the selected operational periods differed for the analyses of applications (for which we selected the months August 2010 through July 2011) and SNAP participation (for which we selected the months December 2010, June 2011, and November 2011). However, we conducted a sensitivity analysis to answer the question of whether regression-adjusted effects on applications and participation differed over time, and found no months with statistically significant effects on the number of applications, but several months (January through December 2011) with statistically significant effects on participation (see Appendix B).[12]

[12] The main regression analysis of applications examined averages of application counts across several pre-demonstration and operational months, and the analysis of participation examined three specific operational periods (for *(continued)*

Table III.4. Effects on Elderly SNAP Participation in Pennsylvania

	Philadelphia vs. Allegheny
6-Month Effects	
Pilot County (Philadelphia)	
Pre-demonstration	39,944
Operational	42,871
Percentage change (a)	7.3
Comparison County (Allegheny)	
Pre-demonstration	14,260
Operational	14,929
Percentage change (b)	4.7
Unadjusted effect in percentage points (a-b)	2.6
Balance of the State	
Pre-demonstration	99,866
Operational	106,352
Percentage change (c)	6.5
Unadjusted effect in percentage points (a-c)	0.8
Adjusted effect in percentage points	8.4
12-Month Effects	
Pilot County (Philadelphia)	
Pre-demonstration	39,944
Operational	45,950
Percentage change (a)	15.0
Comparison County (Allegheny)	
Pre-demonstration	14,260
Operational	15,531
Percentage change (b)	8.91
Unadjusted effect in percentage points (a-b)	6.1
Balance of the State	
Pre-demonstration	99,866
Operational	112,316
Percentage change (c)	12.5
Unadjusted effect in percentage points (a-c)	2.6
Adjusted effect in percentage points	15.5
17-Month Effects	
Pilot County (Philadelphia)	
Pre-demonstration	39,944
Operational	48,532
Percentage change (a)	21.50
Comparison County (Allegheny)	
Pre-demonstration	14,260
Operational	15,988
Percentage change (b)	12.1
Unadjusted effect in percentage points (a-b)	9.4
Balance of the State	
Pre-demonstration	99,866
Operational	117,076
Percentage change (c)	17.23
Unadjusted effect in percentage points (a-c)	4.3
Adjusted effect in percentage points	23.2*

Source: Mathematica analysis of Pennsylvania Department of Public Welfare data.

Note: Numbers shown in the percentage change rows (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period rows due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot county

*Significantly different from zero at the .05 level, two-tailed test.

(continued)

example, 6, 12, and 18 months after submission of the first application associated with the pilot program). To answer the question of whether the effect of the Pennsylvania demonstration varied over time, we used all months of administrative data and regression procedures to produce one effect estimate for each operational month. Specifically, we regressed the outcome (either the number of applications processed or the number of SNAP cases), measured for each county in each time period, on an indicator that equaled 1 for operational periods in the pilot site and 0 otherwise (pre-demonstration periods in the pilot site, and pre-demonstration and operational periods in the comparison site), and on other explanatory variables (similar to those used in the main regression analysis).

E. Program Costs

The total cost of Pennsylvania's demonstration program was $642,522, about 25 percent more than the $500,000 grant awarded by FNS (Table III.5). The state covered all of its expenses as part of its normal operating procedures and passed the entire grant through to BDT, which passed a portion through to two different community organizations to contribute to the demonstration design and to screen and refer potentially eligible participants to BDT. BDT used other internal resources to cover its expenses in excess of the grant. DPW itself spent very little, as its primary role was to conduct grant oversight and management. While DPW was responsible for obtaining waivers and administrative approval for policy changes from FNS during the demonstration design phase, BDT substantially supported DPW in these efforts.

One-time costs in Pennsylvania represented approximately 13 percent of total demonstration costs. These included most of the demonstration design—developing the application assistance process, obtaining FNS waivers and approvals, developing database and computer system changes, and establishing data use agreements. One-time costs also entailed producing the first target list of potential applicants and developing and testing messages about SNAP. Excluding one-time costs, the average monthly cost of running the demonstration ($20,727) consisted mostly of engaging and providing application assistance to seniors.

Table III.5. Demonstration Costs in Pennsylvania, by One-time Versus Ongoing Costs and Program Component

	One-Time Costs	Average Monthly Ongoing Costs	Ongoing Costs over Demonstration Period (27 months)	Total (Percentage)
Demonstration design	$61,033	$746	$20,129	$81,162 (12.6%)
Target list/message development	$1,755	$424	$11,449	$13,204 (2.1%)
Engagement/application assistance	$20,105	$17,519	$473,000	$493,106 (76.7%)
Grant oversight and management	$0	$2,039	$55,050	$55,050 (8.6%)
Total	**$82,893**	**$20,727**	**$559,628**	**$642,522 (100%)**

Source: Benefits Data Trust and Pennsylvania Department of Public Welfare

The costs of program design and identification of potentially eligible seniors to target were low because BDT was able to leverage pre-existing infrastructure and relationships. BDT was founded in 2005 and had spent approximately five years and $1 million prior to grant award creating and improving the information system technology used in the demonstration. Other communities seeking to replicate this pilot but without similar systems in place would incur substantially higher design costs. BDT spent less than 2 percent of total costs generating target lists, capitalizing on its previous collaborations with DPW and PDA. This effort met with tremendous success, particularly vis-a-vis the low cost. For $10,988, BDT obtained lists of approximately 60,000 potentially eligible households (the majority of remaining costs for the target list and message development component were for developing mailings). For another $7,223 (captured as part of engagement/application assistance costs), BDT received more than 7,000 referrals from community partners with whom it had pre-existing relationships, of which 2,555 enrolled in SNAP through the demonstration. About half of the total demonstration cost was the labor for call center staff who

engaged and provided application assistance to seniors over the phone ($329,280 of the $493,106 spent on this component).

Pennsylvania's demonstration may have resulted in some efficiencies for local SNAP offices. At a minimum, because SNAP staff did not have to conduct the eligibility interview for most demonstration applications, they may have saved approximately a half an hour or more per demonstration case (the time that caseworkers reported typically spending on eligibility interviews with seniors). SNAP staff also reported spending less time requesting and collecting verification documentation for Express Lane and other demonstration cases not required to provide documentation (due to the waiver and other administrative changes), as well as for other demonstration cases for which BDT assisted in assembling the required documentation, enabling staff to make determinations more quickly and process more applications in a shorter time. SNAP caseworkers, supervisors, and managers reported little to no additional supervisory responsibilities as a result of the demonstration.

F. Summary of Findings and Lessons Learned

While the demonstration did not have a significant effect on SNAP applications, it did have a significant effect on SNAP participation 17 months into program operations. The effect could have been the result of an increase in the cumulative number of applications processed and approved through the demonstration over time, of something unobservable occurring in the comparison site rather than the pilot site (recall that there are substantial differences between Philadelphia County and its comparison site, Allegheny County), or of some combination. It is likely that the demonstration played some role, as it contributed at least 7,000 participants to the caseload (if all of these participants remained on the caseload throughout the demonstration period, this would have represented 15 percent of the elderly Philadelphia SNAP caseload of 48,532 just prior to the end of the demonstration). At a cost of just over $79 per participant ($559,628 in ongoing demonstration costs/7,021 participants), efforts to enroll individuals in SNAP through simplified application processes combined with engaging and providing application assistance to targeted lists of potential eligibles identified through data matching seems to be an effective and cost-efficient way of increasing SNAP participation among the elderly.

BDT and DPW learned several key lessons that other states may want to consider if implementing similar approaches. Specifically:

- **Policy changes can be useful, but may be controversial.** This demonstration relied on several policy changes related to eligibility determination. Elimination of certain documentation requirements, telephonic signature on applications, and waiver of the eligibility interview by merit staff were all instrumental in simplifying the application process. However, controversy over the interview waiver arose among employee unions that sought to protect this component of case workers' jobs.
- **Targeting participants in other benefits programs and garnering referrals from community organizations can be very productive activities for relatively little cost.** BDT identified nearly 60,000 households participating in other benefit programs but not in SNAP, including more than 37,000 Medicaid enrollees from DPW and 22,000 PACE/NET enrollees from PDA. Other program sources, such as LIHEAP applicants, may be equally productive. Obtaining target lists required little financial investment (less than $11,000), but required BDT to work closely with government agencies around issues of data sharing and client confidentiality. Referrals from other community

organizations accounted for 36 percent of households that enrolled in SNAP through the demonstration (2,555 of over 7,000 enrollees. BDT's contracts with and outreach to other community organizations totaled less than $30,000, suggesting that developing a referral network is a fruitful activity.

- **Technology can play a major role in benefits access.** BDT relied heavily on its existing technology infrastructure to run the demonstration, including its sophisticated management information system and its call center and web-based telephone system, to collect, store, and protect individual client information (though they did customize the data systems for the demonstration). Communities interested in replicating Pennsylvania's approach would incur higher costs if they lacked such technology. BDT also worked with DPW to develop a mechanism for securely transmitting the target lists. These features enabled it to collect and manage confidential participant data securely and efficiently.

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IV. OHIO

Ohio's demonstration project targeted the elderly, which was defined for demonstration purposes as people age 60 or older or who would reach age 60 by the end of the demonstration period. The demonstration was designed to reduce two key barriers the state believed elderly clients often face in the SNAP application process: (1) mobility and transportation difficulties in reaching the SNAP office, and (2) stigma associated with receiving SNAP benefits. Ohio's Department of Job and Family Services (ODJFS) subcontracted with Toledo Area Ministries (TAM), a faith-based organization with an established history of assisting low-income individuals and families in northwest Ohio, to conduct all demonstration activities. TAM and ODJFS had previously worked together on SNAP access because TAM is one of ODJFS' state partners under its state outreach plan (http://www.fns.usda.gov/snap/outreach/guidance/stateplan.htm).

Summary of Demonstration in Ohio	
State Grantee	Ohio Department of Job and Family Services (ODJFS)
Pilot Site/Comparison Site	Lucas County/ Montgomery County
Target Population	People age 60 or older or who would reach age 60 by the end of the demonstration period
Subcontractor	Toledo Area Ministries (TAM)
Period of Performance	36 months (10/09 – 09/12)
Waivers/FNS Approval	None
Highlights of Approach	Site-based engagement, application assistance, and public service announcement campaign

A. Evaluation Context

1. Community Characteristics

Lucas County was selected as the pilot site for the demonstration because it was especially affected by the recent economic downturn. Most of the county's residents live in Toledo, the largest city in the county. Historically, much of the county's economy and manufacturing business had been based on the auto industry and its suppliers. Over the last decade, many companies left the Toledo city limits, the county, or the state while others filed for bankruptcy or shut down. According to the state's grant application, senior residents in the county had few employment opportunities when they wanted to and could work, in addition to diminishing retirement benefits. The state reported that in recent years the county had seen a large increase in the use of food pantries and soup kitchens as well as in the number of food-related calls to the county information and referral program. Table IV.1 summarizes some demographic characteristics of this community at the start of the demonstration project.

The comparison site of Montgomery County is very similar to Lucas County demographically. Dayton, the largest city in Montgomery County, is the fifth largest city in Ohio, and close in size to Toledo, the state's fourth largest city. At the outset of the demonstration, Montgomery County had 72,344 households with a senior 60 or older and, among those, 5.9 percent (4,274) received SNAP. The poverty rate among individuals ages 65 or older was 7.6 percent.

Table IV.1. Key Characteristics of Ohio Pilot Site at Start of Demonstration Project

	Lucas County
Households	179,395
Households with member(s) age 60 or older (number)	54,443
Households with member(s) age 60 or older (percent)	30.3
Households with member(s) age 60 or older receiving SNAP (number)	4,123
Households with member(s) age 60 or older receiving SNAP (percent)	7.6
Poverty rate for individuals age 65 or older	8.1

Source: Data from 2006-2008 American Community Survey

2. SNAP Landscape

Ohio implemented several independent statewide SNAP policy changes during the demonstration. Although counties administer and the state supervises SNAP in Ohio, allowing for potential variations in policy and procedures among counties, SNAP staff in Lucas and Montgomery indicated there were few variations between the two. Several statewide policy changes affected both counties throughout the demonstration. In April 2010, Ohio switched to a 12-month rather than a 6-month certification period, requiring clients to submit a 6-month interim status report. In April 2011, the state implemented a waiver for face-to-face eligibility interviews at initial application, and county OJFS offices in Lucas and Montgomery instituted procedural changes to encourage all applicants to use phone rather than in-person interviews. Finally, in July 2011, it became possible for SNAP participants to recertify online.

Existing SNAP access efforts were occurring in both Lucas and Montgomery counties throughout the demonstration, but none focused specifically on the elderly. The Ohio Benefit Bank (OBB), an online tool for application screening and submission for SNAP and other public benefit programs, was active in both counties. Through this effort, trained counselors in community and other organizations assisted clients with applying for benefits and submitting their applications to ODJFS. By the end of the demonstration, 17 OBB sites existed in Lucas and 29 in Montgomery. Also in Lucas County, TAM operated a hotline that provided information on SNAP and other services, and the county JFS office contracted with one of the OBB organizations to conduct site-based benefit program outreach (including SNAP) during the last two years of the project. In Montgomery County, a Food Policy Council, consisting of the County's JFS and non-profit organizations, organized to make the community more aware of hunger issues and resources. At the end of the grant period, the group was developing a SNAP outreach program specifically targeted at seniors, but major activities had not yet commenced.

B. Program Design, Implementation, and Operations

TAM staff visited sites throughout Lucas County to connect with elderly individuals who might qualify for SNAP. At some sites, TAM staff simply placed posters, flyers, and informational materials about SNAP. At others, staff spoke with people and asked about their interest in SNAP (either actively, by providing a scheduled presentation and/or approaching them as they arrived at the site, or passively, by sitting at a table with a display board, literature, and posters). They visited locations such as food banks and pantries, churches, senior centers, and faith-based organizations that focus on housing or nutrition assistance, and typically made a total of 20 to 36 site visits per month. Staff chose locations that TAM expected to yield many seniors in need of SNAP, but few yielded the volume of seniors TAM anticipated.

TAM staff also provided SNAP screening and application assistance at TAM, community sites they visited, or a location of the clients' choosing. In addition to screening

and assisting interested clients at community sites, TAM staff also screened and assisted individuals referred to them by community sites they visited and other programs administered by TAM (none of which is funded by or was established during the demonstration). Many referrals also came through TAM's hotline, which callers reached via word of mouth, public service announcements (PSAs), TAM partner organizations or churches, or the other local social service hotlines. TAM staff screened clients using the FNS online SNAP Pre-Screening Eligibility Tool and OBB and assisted client with completing an application using the state's online tool, OBB, or a paper form.[13] As needed, staff offered follow-up assistance, such as dropping off verification documents, interpreting letters from the Lucas County Department of Job and Family Services (LCDJFS), or accompanying clients to eligibility interviews.

PSAs paid for by another grant were a source of referrals to the demonstration. During the second year of the grant, TAM aired two 30-second PSAs—using approved USDA-produced videos—on a local cable information channel. One featured a senior and emphasized that a range of individuals (including young and old, and those with or without jobs and/or cars) can qualify for SNAP. Both videos showed the number for the TAM toll-free hotline (that operates independently of this demonstration) on the screen for the duration of the advertisement. The spots aired more than 7,800 times within a 52-week period. In 2012, with outside funding, TAM produced its own additional PSA to target the senior population. A local senior television personality donated his time to participate in the PSA. This PSA also displayed the number for the TAM toll-free hotline, and aired twice as often as the other two PSAs.

C. Program Outcomes and Effects

Demonstration activities generated few SNAP applications in general, and did not result in any changes in SNAP applications or participation in Lucas County beyond those that would have occurred in the demonstration's absence. In fact, the elderly SNAP caseload grew more over the course of the demonstration in the comparison site and elsewhere in the state than it did in the pilot site. This section presents key outcomes of the demonstration related to applications and participation using TAM data and program effects using state administrative data.

1. Applications

The demonstration assisted far fewer seniors with submitting SNAP applications than it anticipated. At the outset, TAM anticipated assisting with 1,500 applications in the first year of the demonstration, 1,800 in the second year, and 2,100 in the third. TAM staff actually screened 945 seniors in total—172 in year 1, 444 in year 2, and 329 in year 3—and assisted in submitting applications for two-thirds of those in total (644 applications). TAM assisted with another 29 recertifications.

The first PSAs may have contributed to a small boost in application submissions through the demonstration, but the increase was not sustained. Before April 2011, demonstration screenings averaged about 85 per quarter and applications submitted with assistance through the demonstration averaged about 57 per quarter. After the first PSAs aired, screenings and application submissions increased from 84 and 41 in the first quarter of 2011 to 154 and 112 in the second. However, both screenings and application submissions fell in all but one of the five

[13] The SNAP Pre-Screening Eligibility Tool is available at [http://www.snap-step1.usda.gov/fns/tool/interview/welcome.jsp].

subsequent quarters. During the last six months of the demonstration, screenings levels were below what they were before the first PSA aired, despite the introduction of what TAM believed to be the strongest PSA.

The number of applications processed from households containing an elderly individual increased between the pre-demonstration and operational period in Lucas County, but less so than in Montgomery County. Lucas County experienced a smaller increase after the demonstration began in the average number of applications processed from elderly households each month than did Montgomery County, resulting in a negative unadjusted effect (Table IV.2). After controlling for economic factors and SNAP-related trends, we find no evidence that the Ohio demonstration had an effect on the average number of elderly applications processed in Lucas County. A comparison of Lucas County to the balance of the state shows a positive unadjusted effect (4.4 percentage points), but the demonstration did not have a significant effect after controlling for other factors. These results were similar when using the alternative definition of elderly households (see Appendix B).

Table IV.2. Effects on Average Monthly Number of Applications from Elderly Households Processed in Ohio

	Lucas vs. Montgomery
Pilot County	
Pre-demonstration	189
Operational	193
Percentage change (a)	2.0
Comparison County	
Pre-demonstration	223
Operational	248
Percentage change (b)	11.6
Unadjusted effect in percentage points (a-b)	-9.6
Balance of the State	
Pre-demonstration	3,854
Operational	3,762
Percentage change (c)	-2.4
Unadjusted effect in percentage points (a-c)	4.4
Adjusted effect in percentage points	3.3

Source: Mathematica analysis of Ohio Department of Job and Family Services data.

Note: Numbers shown in the percentage change rows (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period rows due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a] All counties other than the pilot counties

n.a. = not applicable

*Significantly different from zero at the .05 level, two-tailed test (no significant differences in Ohio).

We found no evidence that demonstration activities were associated with the number of applications from elderly households processed in the pilot county at other times during the demonstration. Our analysis of program effects above compares a pre-intervention period to March–September 2012. For at least a year prior to March 2012, however, PSAs (separate from but concurrent with the demonstration) had been airing and TAM staff had been engaging individuals in the community and providing application. Although Lucas County experienced a greater percentage increase in applications processed than Montgomery County in several months during this earlier

period, these upticks do not correspond with the time periods during which the largest number of applications were submitted through the demonstration (April to September 2011).

2. Participation

The extent to which applications submitted with assistance from the demonstration were approved is unknown. Neither LCDJFS nor TAM collected much outcome data because the grant did not require it. Most demonstration applications were submitted on paper and not immediately identifiable to LCDJFS as part of the demonstration. In addition, TAM did not follow up with applicants assisted through the demonstration and therefore no data exist on the approval rate among them, average benefit amounts, or reasons for denial.

Although the raw number of elderly SNAP cases increased in Lucas County during the demonstration, the increase in the comparison site was about as much or more. The 6- and 12-month unadjusted effects on SNAP participation are both small (-0.6 and 0.5 percentage points, respectively), and the 29-month unadjusted effect is negative (-6.0 percentage points) (Table IV.3). When comparing Lucas to the balance of the state, all three unadjusted effects are negative (-2.0, -2.2, and -6.0 percentage points, respectively). After controlling for economic factors and SNAP-related trends, we find no evidence that the Ohio demonstration changed the number of elderly SNAP households in any way that we would not have expected to occur by chance alone. Similar results occurred when using the alternative definition of elderly households (see Appendix B).

The demonstration did not appear to affect the number of elderly SNAP households in other demonstration months. The analysis of effects on participation focuses on 6, 12, and 29 months after the first application was submitted with assistance from the demonstration. It does not appear, however, that the pilot site experienced greater percentage changes than the comparison site at other point in time during program operations. The number of elderly SNAP households in the comparison county and the balance of the state increased steadily from July 2009 to September 2012, while the number of elderly SNAP households in the Lucas County tapered off beginning in January 2012 (see Appendix B).

E. Program Costs

The total cost of Ohio's demonstration program was $578,492—about 16 percent more than the $500,000 grant awarded by FNS (Table IV.4). ODJFS used a portion of the grant for grant oversight and management, and LCJFS used its own internal resources (about $1,400) to cover the cost of training TAM staff to conduct demonstration activities. TAM incurred most of the costs (95 percent) to provide direct application assistance and grant management, which required an increase in staff. No community organizations involved in demonstration activities incurred any demonstration-related costs.

One-time costs in Ohio represented more than 6 percent of total demonstration costs. These costs included establishing partnerships with community sites, training, developing informational material, and purchasing equipment (such as laptops and cell phones for TAM staff). Excluding one-time costs, the average monthly cost of running the demonstration consisted mostly of providing screening and application assistance and grant oversight and management.

Table IV.3. Effects on Elderly SNAP Participation in Ohio

	Lucas vs. Montgomery
6-Month Effects	
Pilot County	
Pre-demonstration	5,461
Operational	5,855
Percentage change (a)	7.2
Comparison County	
Pre-demonstration	5,430
Operational	5,854
Percentage change (b)	7.8
Unadjusted effect in percentage points (a-b)	-0.6
Balance of the State	
Pre-demonstration	106,430
Operational	116,260
Percentage change (c)	9.2
Unadjusted effect in percentage points (a-c)	-2.0
Adjusted effect in percentage points	0.1
12-Month Effects	
Pilot County	
Pre-demonstration	5,461
Operational	6,255
Percentage change (a)	14.5
Comparison County	
Pre-demonstration	5,430
Operational	6,190
Percentage change (b)	14.00
Unadjusted effect in percentage points (a-b)	0.5
Balance of the State	
Pre-demonstration	106,430
Operational	124,293
Percentage change (c)	16.8
Unadjusted effect in percentage points (a-c)	-2.2
Adjusted effect in percentage points	0.1
29-Month Effects	
Pilot County	
Pre-demonstration	5,461
Operational	6,660
Percentage change (a)	22.0
Comparison County	
Pre-demonstration	5,430
Operational	6,946
Percentage change (b)	27.9
Unadjusted effect in percentage points (a-b)	-6.0
Balance of the State	
Pre-demonstration	106,430
Operational	136,166
Percentage change (c)	27.94
Unadjusted effect in percentage points (a-c)	-6.0
Adjusted effect in percentage points	-3.2

Source: Mathematica analysis of Ohio Department of Job and Family Services data

Note: Numbers shown in the percentage change rows (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period rows due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot counties

n.a. = not applicable

*Significantly different from zero at the .05 level, two-tailed test (no significant differences in Ohio).

Table IV.4. Demonstration Costs in Ohio, by One-Time Versus Ongoing Costs and Program Component

	One-Time Costs	Average Monthly Ongoing Costs	Ongoing Costs over Demonstration Period (36 Months)	Total (Percentage)
Site-based engagement	$14,923	$1,404	$50,549	$65,472 (11%)
Screening/application assistance	$7,702	$8,295	$298,608	$306,310 (53%)
Media campaign	$0	$1,122	$40,409	$40,409 (7%)
Grant oversight and management	$14,391	$4,220	$151,910	$166,301 (29%)
Total	**$37,016**	**$15,041**	**$541,476**	**$ 578,492 (100%)**

Source: Toledo Area Ministries and Lucas County Department of Jobs and Family Services

TAM relied on its existing infrastructure (that is, its hotline and network of community partners) and other grant-funded projects to cover the portion in excess of the grant. TAM built on its existing network of partner community organizations, so it incurred few costs to implement and maintain site-based engagement. No resources were required to develop referral systems because TAM's own hotline and relationships with referring organizations and other social service hotlines existed prior to the demonstration. TAM took advantage of $77,085 from other funding sources to support demonstration activities and advertising (such as state outreach dollars that funded the three PSAs). In addition, the demonstration benefited from TAM staff funded through other sources, such as the receptionist/office manager and the communications director. TAM expended the greatest portion of grant funds on screening and application assistance, mostly due to staff labor. A relatively large portion also supported oversight and management, such as overseeing staff, ensuring compliance, developing financial reports, and other work by TAM's two in-house accounting assistants.

F. Summary of Findings and Lessons Learned

The demonstration in Ohio did not have any effect on SNAP applications or participation among seniors after controlling for other factors. Despite intentions to assist with more than 5,000 SNAP applications over the course of the demonstration, TAM assisted seniors with only 644 applications. While the PSAs (which were separate from the demonstration and referred potential clients to its staff) may have generated interest in SNAP among the elderly, those in combination with TAM's demonstration efforts were not sufficient to generate the expected number of SNAP applications.

Despite the lack of program effects, LCDJFS and TAM learned lessons along the way that other states may want to consider if implementing similar approaches. Specifically:

- **Elderly applicants face unique challenges (beyond mobility and transportation) that individualized application assistance can address.** First, TAM staff agreed that meeting seniors in the community at a location of the senior's choice permitted staff to reach seniors where they felt most comfortable. Second, to address the frequent issues among seniors of impaired vision or hearing, TAM staff used large print materials instead of business cards, and offered to sit with clients as they completed telephone interviews or to meet them at the LCDJFS office. Third, TAM staff highlighted the importance of working patiently and slowly with those who may need longer to process complex eligibility information, or who may want to have longer conversations because

they desire companionship. Fourth, TAM developed a four-step process to reduce the number of no-shows by (1) scheduling appointments close to seniors' homes, (2) confirming the date and time of the appointment, (3) placing a reminder call the day prior to the appointment, and (4) talking to a senior who missed an appointment.

- **Online and multiple benefit applications may be more challenging for elderly than other applicants.** TAM staff had laptop computers equipped with wireless Internet cards, which they planned to use to help clients submit applications online through OBB. However, staff said that they and their clients preferred paper applications to the OBB online format because the latter required clients to respond to more questions (requiring up to 30 additional minutes) and produce more verification than a typical SNAP application (because OBB asks more questions and can submit applications for programs besides SNAP). In addition, TAM staff said that seniors preferred to see their paper application completed so they could monitor what was being submitted, and often distrusted electronic submission of their personal information. While it is possible that submitting paper (rather than electronic) applications may require more work for LCDJFS staff (for instance, keying in application data), LCDJFS reported no perceived difference in processing time for general versus demonstration-related SNAP applications.

V. MASSACHUSETTS

Massachusetts' demonstration was targeted to a specific subset of the working poor—Latinos—because while Latino households suffer from food insecurity at a disproportionate rate (Nord et al. 2007), many of those eligible for SNAP are not participating. According to the state's grant application, 51 percent of eligible Latinos in Massachusetts were enrolled in SNAP at the time the pilot began. The demonstration was designed to help overcome specific barriers to participation that Latinos face, including misconceptions and fears about interacting with a government agency and difficulty in communicating with English-speaking workers. Rather than run the pilot itself, the Massachusetts Department of Transitional Assistance (DTA) subcontracted with Project Bread, an anti-hunger organization with which it had a strong preexisting relationship around SNAP access efforts, to conduct all demonstration activities.

Summary of Demonstration in Massachusetts	
State Grantee	Massachusetts Department of Transitional Assistance (DTA)
Pilot/Comparison Sites	City of Chelsea/City of Lawrence City of Worcester/City of Lowell
Target Population	Latino working poor
Subcontractor	Project Bread
Period of Performance	24 months (10/2009 – 09/2011)
Waivers/FNS Approval	None
Highlights of approach	Education and application assistance through dedicated specialists and community organization partners

A. Evaluation Context

1. Community Characteristics

Massachusetts selected the cities of Chelsea and Worcester for the pilot because they have large Latino populations. When the pilot began, SNAP participation in Chelsea among Latinos was disproportionately low compared to the overall population of Latinos, while in Worcester participation among Latinos was disproportionately high. (Table V.1). Chelsea is a densely populated, urban area just outside of Boston. At 2.2 square miles, Chelsea has the smallest land area of any city in the state. Worcester is the second-largest city in Massachusetts, and also has a large Latino population.

Table V.1. Key Characteristics of Massachusetts Pilot Sites at Start of Demonstration

	Chelsea	Worcester
Households	11,872	64,929
Households receiving SNAP (percent)	12.8	13.7
Hispanic/Latino residents (percent)	56	19
Individuals receiving SNAP	11,041	48,081
Hispanic/Latino (percent)	42	33
Unemployment rate	10.2	10.6
Poverty rate	20.0	17.5
Children eligible for free/reduced price meals (percent)	79.3	66.6

Source: Data from 2006-2008 American Community Survey and from Massachusetts' grant application (pertaining to July 2009)

The comparison cities of Lawrence and Lowell are relatively well matched on demographic and economic characteristics to Chelsea and Worcester, respectively, except for size. They are particularly well matched with respect to the percentage of individuals who are Hispanic or Latino, a defining characteristic for the demonstration. At the outset of the demonstration, the percentage of individuals who were Hispanic/Latino was 56 percent in Chelsea and 61 percent in Lawrence, and 19 percent in Worcester and 16 percent in Lowell.

2. SNAP Landscape

Throughout the demonstration pilot and comparison sites had similar SNAP policies because SNAP is administered by the State rather than by counties. Additionally, two pre-existing SNAP access efforts were active in each site. First, Project Bread hosted a statewide toll-free SNAP hotline and advertised its availability widely (through radio public service announcements—or PSAs—and print advertisements in news media, on public transportation and on fliers posted in community organizations). Hotline staff screened for SNAP eligibility, provided application assistance, answered general questions, and made referrals to emergency food sources. Second, the Food for Families/Hunger Prevention Project operated within eight community health centers throughout the state, including centers in each of the pilot and comparison cities. Families who were identified in a screening as experiencing hunger and expressed interest in speaking with staff about food resources were referred to a specialist who assisted them with accessing federal nutrition programs.

Few other SNAP access initiatives were occurring in Chelsea or its control city, Lawrence, over the course of the demonstration. In addition to the initiatives above, one community organization in Chelsea provided a small amount of SNAP application assistance via Massachusetts' online application portal. DTA staff also provided application assistance through March 2011 during weekly visits to a local hospital and throughout the demonstration occasionally made presentations about SNAP and provided application assistance at other community organizations. In Lawrence, the Community Action Agency and the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC) referred some clients to DTA for SNAP and other programs for which they may be eligible.

Additional SNAP access efforts occurred in Worcester throughout the demonstration period, but none specifically targeted Latinos. Other than efforts common to all evaluation sites, SNAP access efforts in Lowell were minimal at the start of the pilot. At least one year before the pilot began, Project Bread trained staff at two local community organizations to provide application assistance. Actual assistance provided as a result was trivial, however, according to Project Bread. In contrast, five local SNAP access efforts occurred in Worcester over the course of the demonstration:

1. A bilingual Project Bread staff member conducted regular visits to food pantries and Head Start Centers to conduct SNAP outreach and provide online application assistance.
2. Two local hospitals that submitted applications for Medicaid on behalf of their patients also submitted SNAP applications on their behalf.
3. A local community organization included a flier about SNAP in mailings providing benefits to fuel assistance clients. The flier directed clients to a staff member who pre-screened them for SNAP eligibility and assisted them in filing online applications.

4. Local college students in a community service learning program conducted SNAP outreach and application assistance in the college community and to a lesser extent the broader Worcester community.
5. In April 2010, the Worcester DTA developed the position of Director of Outreach and Community Development to visit local community organizations in Worcester and several other close cities to explain DTA's services.

B. Program Design, Implementation, and Operations

Two specialists, both native Spanish-speaking Latinas, visited community organizations that serve the Latino working poor to assist clients in preparing and submitting SNAP applications. The specialists regularly visited 13 organizations (such as health centers, food pantries, and WIC offices) in Chelsea and 15 in Worcester to disseminate educational material and host eligibility screening and application assistance clinics (more than 250 in each city). The educational material was designed and produced in English and Spanish by a private contractor specifically for the demonstration and included postcards, brochures, and posters that told people about SNAP and where to go for more information.

Project Bread also designed and printed English and Spanish SNAP Application Toolkits for use in providing application assistance, which included a list of required verification documents, a medical expense and dependent care deduction form, key contact information, and instructions about the application process. The specialists assisted clients by appointment and on a walk-in basis using mobile equipment. They followed up with clients two weeks after application submission to see how things were going and answer any outstanding questions, review what documentation still needed to be submitted, and offer to fax any additional verification documentation. The specialists provided information about SNAP to and/or screened more than 1,260 individuals; two thirds were in Worcester and the rest in Chelsea.

In addition to informal partnerships with organizations that hosted their specialists, Project Bread developed formal partnerships with community organizations and with employers. In each pilot site each year, two or three community organizations signed a formal memorandum of understanding (MOU) with Project Bread and received a $15,000 annual stipend ($2,000 for supplies and the balance for staff time) to provide application assistance to the target population. Project Bread trained the stipend partners and provided them with SNAP Application Toolkits.

Project Bread also worked with employers and unions in the pilot sites to reach their low-wage Latino employees and members. Throughout the course of the demonstration, 10 employers in Worcester and 4 in Chelsea agreed to provide information about SNAP and Project Bread's hotline to employees in pay envelopes or lunchroom displays. Project Bread overcame employers' initial resistance by assuring employers that the effort was not about exposing undocumented employees or criticizing employers' wage rates, but instead about helping hungry people and supporting the work efforts of low-income people.

Project Bread conducted two media campaigns to inform potential applicants about SNAP and about the help available through its SNAP Hotline. In July through October 2010, and again in March and April 2011, Project Bread disseminated media messages directed at low-income working families. In total across the two periods, Project Bread placed 24 print advertisements in the largest Hispanic newspaper in the state and in 3 local papers (2 in Spanish and

1 in English), a Spanish PSA that aired 75 times on local Latino television stations, and a Spanish PSA that aired 240 times on local Latino radio stations. Project Bread staff also appeared on a local Latino public access television show and a local Latino radio show.

To further inform potential applicants about SNAP, towards the end of the pilot, Project Bread overhauled its website and launched a tutorial to train others to conduct their own SNAP access efforts. The website redesign aimed to improve the user experience by simplifying the navigation tools, written information, and Project Bread's existing pre-screening eligibility calculator. Key changes included: (1) an "apply now" button pointing to information about the hotline and how to obtain application assistance, (2) a "chat live" feature enabling users to chat online in real time with a hotline counselor, and (3) a Spanish version of the website, as well as a link for immigrants to a page that addresses commonly held myths about eligibility. The new two-hour tutorial trained agency staff and volunteers about the SNAP program, regulations, and how to provide SNAP application assistance.

Staff from the central and local DTA offices, elected officials, and representatives from local community organization and employers, participated in Steering Committees. One such committee in each of the two pilot sites advised Project Bread throughout the demonstration. During quarterly meetings, members provided feedback to project staff, connected Project Bread to potential partners and media contacts, and identified other collaborative opportunities.

C. Program Outcomes and Effects

The pilot sites in Massachusetts fared better than the comparison sites with respect to SNAP applications and participation, but the effect of demonstration was not significant after controlling for SNAP trends and economic factors. This section presents key outcomes of the demonstration related to applications and participation using Project Bread data and program effects using state administrative data.

1. Applications

At least 1,449 new applications (on behalf of Latinos and others) were submitted as part of the demonstration—either with the help of Project Bread specialists or community partners. This number was obtained from logs that Project Bread specialists and community partners maintained to track their efforts with potential SNAP applicants and represents only what Project Bread was able to capture directly. Other applications may have been submitted independently by individuals who saw pilot program materials. In addition to new applications, Project Bread specialists and partners assisted with the submission of 56 recertifications.

The state effectively met its goal of assisting 1,000 Latino working poor clients in submitting applications. Of the 1,449 new applications Project Bread specialists and partners helped to submit, 955 were on behalf of Latinos; specialists and partners assisted another 46 Latinos with recertifications.[14] Project Bread specialists and partners served Latinos at a similar rate (65 and 68 percent, respectively), relative to other working poor clients.

[14] Project Bread specialists and partners identified applicants' ethnicity at the time of assistance. If it was not reported (88 applicants), Project Bread used surname to determine ethnicity.

The demonstration resulted in proportionally more SNAP applications in Chelsea than in Worcester, due to the work of Project Bread specialists. Worcester is approximately 5.5 times larger than Chelsea and the cities have similar poverty rates; thus, if the demonstration was equally successful in both cities, we might expect 5.5 times as many new SNAP applications in Worcester as in Chelsea. Less than twice as many new applications were submitted in Worcester compared to Chelsea, however (948 compared to 501) (Table V.2). Project Bread workers seemed to be largely responsible for the greater relative success in Chelsea (accounting for 345 of the 501 applications). In contrast, community partners contributed relatively more in Worcester (accounting for more than half of the 948 applications). Further, the percentage of applications submitted on behalf of Latinos was lower in Worcester than in Chelsea (54 and 88 percent, respectively). This difference is not surprising, considering that a larger percentage of Chelsea's population is Latino—more than half compared with less than a fifth in Worcester.

Table V.2. New SNAP Applications Submitted with Direct Application Assistance

	New SNAP Applications Submitted					
	Worcester		Chelsea		Total	
	Number	Percentage of Total	Number	Percentage of Total	Number	Percentage of Total
Total	948	100%	501	100%	1,449	100%
Mode of application						
Through Project Bread staff	439	46%	345	69%	784	54%
Through stipend partners	509	54%	156	31%	665	46%
Demographics of Applicants						
Latino	515	54%	440	88%	955	66%
Non-Latino	433	46%	61	12%	494	34%

Source: Project Bread

The number of applications processed per month in the pilot sites decreased between the pre-demonstration and operational periods, but the decrease in the comparison sites was greater. In the pre-demonstration period, an average of 693 applications were processed from Latino working poor households each month across both pilot sites combined (Table V.3); in the operational period, 675 applications were processed each month, on average (a 2.6 percent decrease).[15] The change was more pronounced in the comparison sites (where 880 applications were processed from Latino working poor households each month in pilot sites in the pre-demonstration period and 764 after). Accounting for the relatively larger decrease in the comparison sites, we find a positive unadjusted effect of 10.6 percentage points. A comparison of the pilot sites to the balance of the state shows a positive unadjusted effect of 3.9 percentage points. Results for applications among the general working poor population are similar.

[15] In each state, we attempted to exclude recertifications from our analyses. However, the analysis of Massachusetts applications might include some recertifications because administrative errors in the SNAP case records data made it difficult to identify all recertifications. We compared actual participant counts in each month to simulated participant counts, which were calculated as participants from the previous month, plus new applicants from the previous month, minus leavers (cases that were participants in the prior month but not in the current month). The simulated counts were 3 to 4 percent higher on average each month than the actual counts, suggesting that the counts of new applicants included some recertifications, but these percentages were similar across pilot and comparison counties.

After controlling for economic factors and SNAP-related trends, however, we find no evidence that the Massachusetts demonstration had an effect on the average monthly number of working poor applications processed. The regression-adjusted effect of 10.3 for the Latino working poor and 6.5 for the general working poor population is not statistically significant. The same findings emerge when using the alternative definition of working poor (Appendix B).[16]

Table V.3. Effects on Average Monthly Number of Applications from Working Poor Households Processed in Massachusetts

	Effects for All Working Poor			Effects for Latino Working Poor		
	Worcester vs. Lowell	Chelsea vs. Lawrence	All Pilots vs. All Comparisons	Worcester vs. Lowell	Chelsea vs. Lawrence	All Pilots vs. All Comparisons
Pilot City						
Pre-demonstration	1,621	300	1,921	511	182	693
Operational	1,647	257	1,904	535	140	675
Percentage change (a)	1.6	-14.3	-0.9	4.8	-23.0	-2.6
Comparison City						
Pre-demonstration	957	836	1,792	215	665	880
Operational	804	716	1,520	187	577	764
Percentage change (b)	-16.0	-14.4	-15.2	-13.0	-13.2	-13.2
Unadjusted effect in percentage points (a-b)	17.5	0.0	14.3	17.8	-9.9	10.6
Balance of the State						
Pre-demonstration	28,378	29,700	28,078	5,701	6,030	5,519
Operational	26,899	28,289	26,642	5,303	5,698	5,163
Percentage change (c)	-5.2	-4.8	-5.1	-7.0	-5.5	-6.5
Unadjusted effect in percentage points (a-c)	6.8	-9.6	4.2	11.7	-17.6	3.9
Adjusted effect in percentage points	n.a.	n.a.	6.5	n.a.	n.a.	10.3

Source: Mathematica analysis of Massachusetts Department of Transitional Assistance data

Notes: Numbers shown in the percentage change rows (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period rows due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

The All Comparisons column is defined slightly differently for unadjusted and regression analyses. For unadjusted analyses, it includes all areas (including rural locations) other than the pilot sites. For the regression, only data from cities that were considered as potential comparison sites are included.

n.a. = not applicable

*Significantly different from zero at the .05 level, two-tailed test (no significant differences in Massachusetts).

There is no evidence that Project Bread activities were associated with the number of working poor or Latino working poor applications at other times during the demonstration. Our analysis of program effects above compares a pre-intervention period to April–June 2011. Several key activities occurred, however, during other times in the demonstration. For instance, stipend partners and specialists were active in both pilot sites for over a year before April 2011, and one of the two major media campaigns occurred in July–October 2010. However, there is no evidence that applications processed in the pilot sites increased during these periods more than they did in the comparison sites. Findings were similar for observations of individual pilot sites compared to individual comparison sites and the balance of state (see Appendix B).

[16] In a sensitivity test comparing Worcester alone to all other non-pilot sites and controlling for other economic variables, the adjusted effect is not significant. This suggests that other economic factors, not the pilot itself, were the driving force behind the relatively unadjusted effects on SNAP applications in Worcester.

2. Participation

Individuals submitting applications with assistance from the demonstration were usually approved for SNAP; denied applications were usually denied because of missing documentation. Of 1,449 applications Project Bread knew to be submitted with direct application assistance from the demonstration, 906 (63 percent) were known to be approved. Another 169 had an unknown disposition.[17] In both Worcester and Chelsea, failure to submit verification documents was the most common reason for denial, with more than 60 percent of denied applications in each city denied for this reason.

Although SNAP participation among the working poor increased in the pilot cities during the demonstration, increases in the comparison cities were similar or greater. For both the general working poor and Latino working poor populations, unadjusted effects for the combined pilots were negative at all three operational periods (6, 12, and 21 months after the first application associated with the pilot programs was submitted) (Table V.4). Furthermore, growth in Latino working poor SNAP participation was lower than the growth in participation among all working poor in the pilot sites while in the comparison sites (where the populations were similar in size and proportion of Latinos), the two growth rates were more similar. The demonstration had no effect on SNAP participation among the working poor in general, or the Latino working poor, even after controlling for economic factors and SNAP-related trends. Similarly, we find no statistically significant effects of the demonstration on participation with the alternative definition of working poor and no evidence that Project Bread activities were associated with the number or working poor cases generally or among Latinos specifically at other times during the demonstration (Appendix B).

D. Program Costs

The total cost of Massachusetts' 24-month pilot program was $542,566, slightly more than the $500,000 grant awarded by FNS (Table V.5). The state and Project Bread used other internal resources to cover the portion in excess of the grant (see Appendix D). Project Bread incurred the majority of demonstration costs in Massachusetts; DTA itself spent very little, as it only conducted oversight. Six different community organizations (the stipend partners) spent a total of $121,000 providing application assistance to their clients. While other entities were involved in the demonstration through the steering committee or as employer partners, they incurred no expense other than devoting a small amount of time to meetings.

One-time costs in Massachusetts represented less than 10 percent of total demonstration costs. These costs included producing materials, purchasing equipment, training specialists and community partners, producing application toolkits, forming the steering committees, and establishing new partnerships. Excluding one-time costs, the average monthly cost of running the demonstration ($20,408) was high because a lot of activity occurred during a relatively short period (the demonstration period of 24 months was the shortest among the six states).

[17] Project Bread specialists and partners obtained these data by calling the clients they assisted after 30 days. They also asked about reasons for denied applications. (Stipend partners did not collect such information.)

Table V.4. Effects on Working Poor SNAP Participation in Massachusetts

	Effects for All Working Poor			Effects for Latino Working Poor		
	Worcester vs. Lowell	Chelsea vs. Lawrence	All Pilots vs. All Comparisons	Worcester vs. Lowell	Chelsea vs. Lawrence	All Pilots vs. All Comparisons
6-Month Effects						
Pilot City						
Pre-demonstration	11,388	1,812	13,200	4,290	989	5,279
Operational	11,950	1,936	13,886	4,396	1,043	5,439
Percentage change (a)	4.9	6.8	5.2	2.5	5.5	3.0
Comparison City						
Pre-demonstration	5,530	4,738	10,268	1,720	3,959	5,679
Operational	5,794	5,014	10,808	1,764	4,189	5,953
Percentage change (b)	4.8	5.8	5.3	2.6	5.8	4.8
Unadjusted effect in percentage points (a-b)	0.2	1.0	-0.0	-0.1	-0.4	-1.8
Balance of the State						
Pre-demonstration	176,957	186,533	175,145	43,678	46,979	42,689
Operational	192,644	202,658	190,708	46,102	49,455	45,059
Percentage change (c)	8.9	8.6	8.9	5.6	5.3	5.6
Unadjusted effect in percentage points (a-c)	-3.9	-1.8	-3.7	-3.1	0.2	-2.5
Adjusted effect in percentage points	n.a.	n.a.	-2.0	n.a.	n.a.	-3.2
12-Month Effects						
Pilot City						
Pre-demonstration	11,388	1,812	13,200	4,290	989	5,279
Operational	12,375	2,072	14,447	4,569	1,109	5,678
Percentage change (a)	8.7	14.3	9.5	6.5	12.1	7.6
Comparison City						
Pre-demonstration	5,530	4,738	10,268	1,720	3,959	5,679
Operational	6,067	5,445	11,512	1,838	4,486	6,324
Percentage change (b)	9.7	15.0	12.1	6.9	13.3	11.4
Unadjusted effect in percentage points (a-b)	-1.0	-0.6	-2.7	-0.4	-1.2	-3.8
Balance of the State						
Pre-demonstration	176,957	186,533	175,145	43,678	46,979	42,689
Operational	205,425	215,728	203,353	49,322	52,782	48,213
Percentage change (c)	16.1	15.7	16.1	12.9	12.4	12.9
Unadjusted effect in percentage points (a-c)	-7.4	-1.3	-6.7	-6.4	-0.2	-5.4
Adjusted effect in percentage points	n.a.	n.a.	-4.0	n.a.	n.a.	-5.7
21-Month Effects						
Pilot City						
Pre-demonstration	11,388	1,812	13,200	4,290	989	5,279
Operational	12,356	2,102	14,458	4,536	1,121	5,657
Percentage change (a)	8.5	16.0	9.5	5.7	13.4	7.2
Comparison City						
Pre-demonstration	5,530	4,738	10,268	1,720	3,959	5,679
Operational	6,319	5,488	11,807	1,933	4,551	6,484
Percentage change (b)	14.3	15.8	15.0	12.4	15.0	14.2
Unadjusted effect in percentage points (a-b)	-5.8	0.2	-5.5	-6.7	-1.6	-7.0
Balance of the State						
Pre-demonstration	176,957	186,533	175,145	43,678	46,979	42,689
Operational	212,003	222,257	209,901	50,863	54,278	49,742
Percentage change (c)	19.8	19.2	19.8	16.5	15.5	16.5
Unadjusted effect in percentage points (a-c)	-11.3	-3.2	-10.3	-10.7	-2.1	-9.4
Adjusted effect in percentage points	n.a.	n.a.	-3.7	n.a.	n.a.	-5.6

Source: Mathematica analysis of Massachusetts Department of Transitional Assistance data

Notes: Numbers shown in the percentage change rows (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period rows due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

The All Comparisons column is defined slightly differently for unadjusted and regression analyses. For unadjusted analyses, it includes all areas (including rural locations) other than the pilot sites. For the regression, only data from cities that were considered as potential comparison sites are included.

n.a. = not applicable

*Significantly different from zero at the .05 level, two-tailed test (no significant differences in Massachusetts).

Table V.5. Demonstration Costs in Massachusetts, by One-time Versus Ongoing Costs and Program Component

	One-Time Costs	Average Monthly Ongoing Costs	Ongoing Costs over Active Demonstration Period (24 months)	Total (Percentage of Total)
Application assistance by Project Bread specialists	$13,535	$8,228	$197,481	$211,015 (39%)
Formal collaboration with community partners	$12,946	$6,251	$150,020	$162,967 (30%)
Collaboration with employers	$11,138	$39	$944	$12,082 (2%)
Media/engagement campaign	$10,711	$4,184	$100,404	$111,115 (20%)
Steering committee	$4,433	$508	$12,199	$16,632 (3%)
Grant oversight and management	$0	$1,198	$28,755	$28,755 (5%)
Total	**$52,763**	**$20,408**	**$489,803**	**$542,566 (100%)**

Source: Project Bread and Massachusetts Department of Transitional Assistance

Nearly 70 percent of demonstration costs went to those components that involved in-person application assistance. Hiring specialists to conduct application assistance (39 percent of pilot costs) appears to be equally cost effective as contracting with community partners to conduct the assistance (30 percent of pilot costs). That is, the relative difference in these costs (9 percentage points) was similar in size to the relative difference (8 percentage points) in the share of applications submitted by Project Bread specialists (54 percent) and stipend partners (46 percent). The media and engagement campaign accounted for about one-fifth of the pilot cost, but it is premature to assess its full influence on SNAP participation because more than half of these costs were due to the launch of the new website, which began close to the end of the pilot. The steering committees and collaboration with employers were the lowest-cost components of the demonstration (2 and 3 percent of pilot costs, respectively), but were useful in securing buy-in from the greater community and reaching the target population.

E. Summary of Findings and Lessons Learned

Massachusetts accomplished its goal (assisting 1,000 Latino working poor clients in submitting SNAP applications), but there is no evidence that the demonstration had a statistically significant effect on SNAP applications or participation among working poor Latinos or the working poor population generally. Despite substantial resources dedicated to increasing access, almost across the board, increases in SNAP participation were greater in the comparison sites and in the balance of the state than in the pilot sites. It is possible that pilot program services were not different enough from other pre-existing outreach activities to have a significant effect on program outcomes.

Despite the lack of program effects, the state and Project Bread learned lessons along the way that other states may want to consider if implementing similar approaches. Specifically:

- **The more productive stipend partners were those that hired new staff rather than relying on existing staff to provide application assistance.** Partners experiencing difficulty meeting their monthly application targets typically tasked an existing staff member with SNAP access activities instead of hiring someone new. If the worker had

other responsibilities, he or she often was unable to dedicate the appropriate amount of time to the task.

- **Optimal locations for onsite application assistance have frequent foot traffic, yet offer privacy for client-staff meetings; health centers are particularly valuable venues.** Project Bread experienced challenges in identifying new locations for engagement and application assistance that offered both confidentiality and a sufficient client flow. Health centers were prime application assistance sites because they typically met both criteria. They were productive both for Project Bread specialists and as stipend partners. Though Project Bread perceived public schools as meeting both criteria, staff found schools inaccessible because of rigid approval requirements from their central offices.

- **The personality and approach of staff conducting engagement and application assistance is critical.** One-on-one relationships are necessary for many Latinos, particularly immigrants, to develop trust and agree to accept assistance. In addition to knowledge and skills, certain character traits—such as charisma and warmth—go a long way in facilitating these relationships. Staff reported that a personal touch was the key to engaging potential applicants.

- **Steering committees can be valuable if members embrace the commitment and understand expectations.** While it was challenging to maintain continuity in attendance at meetings, the Steering Committee was very valuable. In particular, the committee's support was key to establishing relationships with employers in both pilot sites; committee members relied on their own networks to recommend employers to engage in partnerships and often facilitated the initial contacts.

VI. WASHINGTON

The goal of Washington's demonstration was to reduce transportation barriers and stigma among potential working poor SNAP applicants in rural communities where distances to local SNAP offices may be great and public transportation is limited. The State Department of Social and Health Services (DSHS) ran the demonstration, partnering with community organizations to increase SNAP application access points.

Summary of Demonstration in Washington	
State Grantee	Washington State Department of Social and Health Services (DSHS)
Pilot /Comparison Sites	Island County/Kitsap County Kittitas County/Stevens County Mason County/Kitsap County Clark County/Whatcom County
Subcontractor	None to manage demonstration; some provided outreach
Period of Performance	36 months (10/2009 – 09/2012)
Waivers/FNS Approval	None
Highlights of Approach	Increased use of community partners as access points to the state's online SNAP application

A. Evaluation Context

1. Community Characteristics

Washington's pilot focused on three rural counties and one suburban county. DSHS selected Island, Mason, and Kittitas counties for their rural character and low SNAP participation rates (Table VI.1). The largely suburban Clark County (which also contains a dense urban area) was selected later after FNS suggested it as a possible replacement when the fourth original pilot site, Garfield County, proved too small and rural for the demonstration to be useful there.[18] One of the pilot sites, Mason County, is home to two Native American reservations.

Table VI.1. Key Characteristics of Washington Pilot Sites at Start of Demonstration

	Clark	Island	Kittitas	Mason
Households	150,973	31,358	15,726	19,393
Households receiving SNAP (percent)	7.9	5.9	8.4	6.1
Unemployment rate	14.1	8.9	9.2	9.9
Poverty rate	9.9	8.6	21.8	12.8
County type	Suburban	Rural	Rural	Rural

Source: Data from 2006-2008 American Community Survey and Mathematica interviews with DSHS staff

[18] With a population of about 2,000 and only one town, Garfield County is too small even to have its own DSHS office and is served by one in a neighboring county. DSHS was not able to identify any partner in the county interested in participating in the project, which staff attributed to a community culture that leads people to turn to family and friends when they need help.

Pilot and comparison county pairs are relatively comparable demographically, despite some variation within pairs in the size of their general and Native American populations. Clark County has about twice as many households as its comparison, Whatcom County, and has no Native American reservation (while Whatcom has one). Kitsap County serves as a comparison site for two pilots—Island and Mason. Kitsap's population is three times the size of Island's, and more than four-and-a-half times the size of (but demographically similar to) Mason's. Kitsap adjoins two Native American reservations, as does Mason, but Island has no reservations within its borders. Kittitas County is almost identical in size to its comparison site, Stevens County, though the largest town in Kittitas (the county seat and a college town) is home to nearly half of the county's 40,000 residents, while Stevens has several smaller towns, the largest of which has a population of 6,000. Stevens had a higher unemployment rate but lower poverty rate than Kittitas at the outset of the demonstration.

2. SNAP Landscape

SNAP policies, procedures, and other access efforts implemented statewide before and during the demonstration may have facilitated participation in both pilot and comparison sites. SNAP policies in place before the pilot began included the option for a telephone rather than in-person eligibility determination interview, reduced verification requirements, no asset test, and a broad-based categorical eligibility policy that allowed most households with income at or below 200 percent of poverty to be eligible for SNAP.[19] All reduced the burden of the application process. Three other initiatives were implemented uniformly across the state in 2010 and 2011 (Hulsey et al. 2013). First, DSHS formed a statewide network of community organization partners to act as additional service points for clients. Some partners (host organizations) simply added access to the state's online application portal at existing computer stations intended for client self service; others (assisting agencies) added this access and provided clients with assistance in using the portal. When demonstration program activities began, DSHS had 5 partners in the pilot counties and 17 in the comparisons. When the pilot ended two years later, the state had 24 and 34 partners in the pilot and comparison counties, respectively. Second, mobile SNAP offices (wheelchair-accessible trucks equipped with generators, satellite service, and a team of eligibility workers to assist clients with using computer bays aboard) provided access to DSHS services in new locations throughout the state. The mobile offices began operating the summer before the demonstration began, and typically visited events where potential applicants might gather, such as a homeless outreach event or senior expo. Finally, the state's online benefits application portal was expanded and actively promoted.

Local DSHS staff were more actively involved in SNAP access efforts in some counties than in others, but their efforts were generally minimal. For instance, the Whatcom County SNAP office had staff out-stationed at community partner sites and tribal medical clinics to increase client access to DSHS, but Clark County did not. The DSHS office in Stevens County also sent an eligibility worker to provide application assistance at a local Native American reservation during weekly visits. The Island County DSHS office participated regularly in local resource fairs and community provider networks, and staff occasionally offered application assistance in person at the local naval base. DSHS staff in Kitsap County were also involved in local provider networks and attended resource fairs to offer application assistance, but providers in Kitsap were not as well networked as those in Island. Mason County DSHS also participated in local planning boards, but

[19] While those with gross income under $200 percent of poverty may be eligible for SNAP, household net income must still be low enough to qualify for a positive benefit. For most households, this means a net income of less than 130 percent of poverty.

had fewer and less well-connected outside partners in the southern part of the county. In Kittitas County, the DSHS staff member tasked with overseeing partners for a large region of the state is based there and has strong, longstanding, personal relationships with staff at partner organizations. This potentially unique element appeared to encourage cohesive relationships among partners and with DSHS in that county.

B. Program Design, Implementation, and Operations

The demonstration added to Washington's statewide access efforts in three ways: (1) the state partnered with additional community organizations in the pilot sites to host kiosks supplied by the state that enabled clients to access the state's online benefits application portal, (2) mobile SNAP offices operated as mobile kiosks, visiting additional locations but providing a lower level of service than usual, and (3) DSHS contracted with community organizations to provide SNAP application assistance to its clients (Table VI.2). The first was the only planned demonstration component; with approval from FNS, DSHS expanded its efforts to include mobile kiosks and contracted application assistance partners after finding that the kiosk component was less costly and less well received by community organizations than anticipated. DSHS produced promotional materials to support these program activities and a hosted workshop at the end of the demonstration for current and potential future partners.

DSHS partnered with community organizations in the pilot sites to host kiosks that offered access to the state's online benefits application portal, but staff were not required to assist clients. After delays due to a state budget freeze, DSHS provided kiosks to 25 partners across the four pilot counties between September 2010 and June 2011. The kiosks, designed specifically for this demonstration, consisted of a locked cabinet housing a computer and a monitor, keyboard, and mouse mounted above, at standing height. DSHS conducted maintenance on the kiosks remotely when possible and in-person if necessary. Some kiosks were placed in the pilot organizations' waiting areas, so if there was a line of people waiting to be served, people could use the kiosk while they waited. Others were placed in more private locations in the office. Partners agreeing to host kiosks included day care centers, tribes, food banks, local government agencies, community service agencies, and medical facilities. Despite not being required to do so, staff at several partners assisted clients with using the kiosk if requested. SNAP applications that clients filed from a kiosk were processed by DSHS eligibility staff, just as (and indistinguishable from) any other online application.

Existing mobile SNAP offices sometimes operated as mobile kiosks, visiting additional locations in the pilot sites but providing a lower level of service than usual. One year after the partner-hosted kiosks were placed, DSHS began using the mobile SNAP office trucks as roving computer laboratories for clients, and within a year these facilities offered six or seven events in each pilot county. At these events, clients could access the state's online benefits application portal, but staff did not provide assistance, conduct interviews, determine eligibility, or issue EBT cards, as they would at a typical mobile SNAP office event. Unlike the kiosks placed with partners, the mobile kiosks could identify submitted applications as being linked to the pilot effort. The mobile kiosk effort especially targeted areas of the counties remote from a SNAP office or areas visible in the community (such as a food bank or grocery store).

DSHS contracted with a dozen local community organizations in the pilot sites to provide application assistance, beginning in fall 2011. Original kiosk partners overlapped somewhat with these contracted partners, but some organizations served as partners in only one or the other capacity. Contract partners received funding to purchase equipment and supplies, as well as to support (either partially or fully) a staff member who could assist with SNAP applications for

Table VI.2. Access Points Available in Pilot and Comparison Counties by Pilot End

			Mobile Facilities		Community Locations			
	Local SNAP offices	Online Application	Mobile SNAP offices	Mobile Kiosks	Host Organizations	Assisting Agencies	Kiosk Partners	Contract Partners
Pilot counties	X	X	X	X	X	X	X	X
Comparison counties	X	X	X		X	X		

up to 20 hours per week. Applications filed by the contracted partners were identifiable by a provider ID number on the application but were otherwise no different for DSHS to process than other applications.

A closing workshop provided partners with a networking and educational opportunity. As the pilot period ended, DSHS convened a one-and-a-half day workshop and invited partners from across the state to discuss best practices, strategies for further expanding partnerships in Washington, and plans for replicating use of the kiosks across a broader area after the demonstration ended. Invitees included potential partners, pilot-site demonstration partners, and host and assisting agencies from the pilot counties and elsewhere in the state.

C. Program Outcomes and Effects

DSHS aimed to increase SNAP participation among working poor households by 10 percent in each of the pilot counties. By the end of the demonstration, participation had in fact increased by 12 percent across all pilot sites, but the increase was not significantly different from what occurred across all comparison sites. This section presents key outcomes of the demonstration related to applications and participation using data collected by contract partners and the mobile kiosk, and to program effects using state administrative data.

1. Applications

Kiosk partners reported a range of client activity, but such activity could not be tracked. Some organizations reported that their kiosk was never or rarely used; others reported use 2 to 3 times a month, and still others reported use 8 to 12 times a month or more. The DSHS computer system was unable to track which applications were submitted through the kiosks, so it is impossible to count the number of individuals who entered SNAP through the kiosk efforts.

The volume of applications submitted through mobile kiosk and contract partner organizations was low. A total of only 20 SNAP applications and 3 recertifications were submitted using the mobile kiosk. DSHS attributed low mobile kiosk usage to two factors: (1) no time or direct responsibility for local DSHS staff to advertise upcoming events, and (2) fewer mobile kiosk events than planned when the trucks were diverted to serve victims of, or were themselves hindered by, natural disasters. A total of 209 applications and 30 recertifications were submitted with assistance from contract partners; slightly more than half were from partners in Kittitas County.

In raw numbers, the effect of the pilot on applications was positive for Island, Kittitas, and Clark, and negative for Mason, but combined, these differences were not statistically significant after controlling for other factors. Relative to the comparison sites, slightly more

applications were processed monthly in Island and Clark after the demonstration than before, and slightly fewer were processed in Mason (Table VI.3). Relative to Stevens County, substantially more applications were processed monthly in Kittitas after the demonstration than before (a difference of 57.9 percentage points). DSHS staff attributed the positive experience in this county to the energy and personality of a staff member located there who successfully built on existing relationships to form a strong partner network. In addition, half of the state's six contracted partners for the demonstration were in Kittitas, as were about half of the traceable applications submitted with assistance from the demonstration. A similar pattern emerges when comparing the pilot counties to the balance of the state. Regression-adjusted analyses show, however, that the demonstration had no significant effects on applications processed across all pilot counties after controlling for economic factors and SNAP-related trends.[20] This conclusion holds when using the alternative definition of working poor households (see Appendix B).

There is no evidence that demonstration activities were associated with the number of applications processed at any time during the demonstration. Our analysis of program effects above compares a pre-intervention period to November 2011–July 2012. We saw no evidence of effects on applications prior to November 2011, when the kiosks were in operation. Similarly, we saw no spike in applications in the pilot sites when contracts with community partners were implemented or when the mobile kiosks were circulating (see Appendix B).

2. Participation

Although SNAP participation increased after the demonstration in all four pilot sites relative to their comparisons, the statewide increase was not statistically significant after controlling for other factors. SNAP participation among the working poor was higher 7, 13, and 21 months after the demonstration began than before (Table VI.4). Comparison counties experienced similar though somewhat smaller percentage increases, leading to positive unadjusted effects for all four pilot counties at all three operational time periods. Regression-adjusted analyses, however, show that the demonstration had no effect on working poor SNAP participation after controlling for economic factors and SNAP-related trends. Similarly, we find no statistically significant effect of the demonstration on participation when using the alternative definition of working poor (see Appendix B).

Demonstration activities did not appear to influence working poor SNAP participation at other times during the demonstration. We observed a steeper increase in participation relative to pre-demonstration levels in the pilot sites than in the comparison sites in the later part of the pilot's operational period (January 2011 to September 2012), but this difference cannot be attributed to the demonstration. The pilot sites' relative participation changes closely mimic those in the balance of the state throughout the pre-demonstration and operational periods, but the comparison sites had a slightly different experience. This suggests that unobserved factors present in the comparison sites but not in the pilot sites or elsewhere in the state may have influenced the results.

[20] In a sensitivity test comparing Kittitas alone to all other non-pilot counties and controlling for other economic variables, the adjusted effect is not significant for the main definition of working poor, but is significant for the alternative definition (see Appendix B). This suggests that other economic factors, not the pilot itself, were the driving force behind the large unadjusted effects on SNAP applications in Kittitas County.

Table VI.3. Effects on Average Monthly Number of Applications from Working Poor Households Processed in Washington

	Island vs. Kitsap	Mason vs. Kitsap	Kittitas vs. Stevens	Clark vs. Whatcom	All Pilots vs. All Comparisons
Pilot County					
Pre-demonstration	207	319	166	2,193	2,886
Operational	220	318	221	2,185	2,944
Percentage change (a)	6.0	-0.2	32.7	-0.4	2.0
Comparison County					
Pre-demonstration	1,015	1,015	201	1,006	2,222
Operational	1,037	1,037	150	975	2,162
Percentage change (b)	2.2	2.2	-25.3	-3.0	-2.7
Unadjusted effect in percentage points (a-b)	3.8	-2.3	57.9	2.6	4.7
Balance of the State					
Pre-demonstration	30,135	30,023	30,176	28,149	27,456
Operational	31,017	30,919	31,016	29,052	28,293
Percentage change (c)	2.9	3.0	2.8	3.2	3.1
Unadjusted effect in percentage points (a-c)	3.1	-3.2	29.9	-3.6	-1.1
Adjusted effect in percentage points	n.a.	n.a.	n.a.	n.a.	5.2

Source: Mathematica analysis of Washington Department of Social and Health Services data.

Note: Numbers shown in the percentage change rows (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period rows due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot counties

n.a. = not applicable

*Significantly different from zero at the .05 level, two-tailed test (no significant differences in Washington).

D. Program Costs

The total cost of Washington's pilot was about $342,000—approximately $160,000 less than the $500,000 overall grant amount. The agency's original budget assumed higher per-kiosk costs and more kiosk placements than ultimately occurred. The kiosks cost about $1,000 each instead of the $1,500 DSHS anticipated, and only 25 kiosks were procured instead of the 140 DSHS anticipated.[21] A state budget freeze early in pilot operations delayed the procurement of the kiosks and also prevented DSHS from hiring someone to maintain the machines (existing staff ultimately took on this role). The demonstration also leveraged the state's existing online application portal and a pair of mobile SNAP offices, so did not incur any related development costs (operational costs of the mobile offices during demonstration events were covered by demonstration grant funds). The bulk of expenditures were for DSHS staff time and materials, though contract partners incurred (and were mostly reimbursed for) labor and equipment costs as well. (Table VI.5). Total costs supported the state's access and application assistance activities as well as the closing workshop.

[21] Expected costs assumed kiosks would be procured and assembled through the private market and would include a scanner so clients could submit verification documentation along with their applications. Ultimately, DSHS purchased kiosks with no scanners from the Department of Corrections (which lowered labor costs).

Table VI.4. Effects on Working Poor SNAP Participation in Washington

	Island vs. Kitsap	Mason vs. Kitsap	Kittitas vs. Stevens	Clark vs. Whatcom	All Pilots vs. All Comparisons
7-Month Effects					
Pilot County					
Pre-demonstration	2,480	3,713	1,995	24,818	33,006
Operational	2,613	4,064	2,204	26,241	35,122
Percentage change (a)	5.46	9.5	10.5	5.7	6.4
Comparison County					
Pre-demonstration	11,528	11,528	2,996	11,510	26,034
Operational	12,140	12,140	3,163	12,086	27,389
Percentage change (b)	5.31	5.31	5.57	5.00	5.20
Unadjusted effect in percentage points (a-b)	0.1	4.1	4.9	0.7	1.2
Balance of the State					
Pre-demonstration	350,429	349,196	350,914	328,091	319,903
Operational	372,235	370,784	372,644	348,607	339,726
Percentage change (c)	6.22	6.18	6.19	6.25	6.20
Unadjusted effect in percentage points (a-c)	-0.9	3.3	4.3	-0.5	0.2
Adjusted effect in percentage points	n.a.	n.a.	n.a.	n.a.	0.2
13 Month Effects					
Pilot County					
Pre-demonstration	2,480	3,713	1,995	24,818	33,006
Operational	2,801	4,416	2,421	27,581	37,219
Percentage change (a)	12.9	18.9	21.4	11.1	12.8
Comparison County					
Pre-demonstration	11,528	11,528	2,996	11,510	26,034
Operational	12,808	12,808	3,233	12,328	28,369
Percentage change (b)	11.10	11.10	7.91	7.11	8.97
Unadjusted effect in percentage points (a-b)	1.8	7.8	13.4	4.0	3.8
Balance of the State					
Pre-demonstration	350,429	349,196	350,914	328,091	319,903
Operational	393,316	391,701	393,696	368,536	358,898
Percentage change (c)	12.24	12.17	12.19	12.33	12.19
Unadjusted effect in percentage points (a-c)	0.7	6.8	9.2	-1.2	0.6
Adjusted effect in percentage points	n.a.	n.a.	n.a.	n.a.	1.1
21-Month Effects					
Pilot County					
Pre-demonstration	2,480	3,713	1,995	24,818	33,006
Operational	2,794	4,392	2,348	27,377	36,911
Percentage change (a)	12.7	18.3	17.7	10.3	11.8
Comparison County					
Pre-demonstration	11,528	11,528	2,996	11,510	26,034
Operational	12,816	12,816	3,191	12,255	28,262
Percentage change (b)	11.2	11.2	6.5	6.5	8.6
Unadjusted effect in percentage points (a-b)	1.5	7.1	11.2	3.8	3.3
Balance of the State					
Pre-demonstration	350,429	349,196	350,914	328,091	319,903
Operational	392,272	390,674	392,718	367,689	358,155
Percentage change (c)	11.9	11.9	11.9	12.1	12.0
Unadjusted effect in percentage points (a-c)	0.7	6.4	5.8	-1.8	-0.1
Adjusted effect in percentage points	n.a.	n.a.	n.a.	n.a.	-0.4

Source: Mathematica analysis of Washington Department of Social and Health Services data

Notes: Numbers shown in the percentage change columns (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period columns due to rounding. In Washington, there are roughly 2,000 households each month (less than one percent of the overall SNAP caseload) that are not receiving SNAP but are receiving state-funded food assistance. These tend to be immigrants who are not eligible for federally funded assistance. For example, a household might contain children who are eligible for SNAP because they were born in the United States, but their parents were not (and are thus not eligible). In these types of cases, the state provides food assistance equal to the typical SNAP allotment for a household of that size in which all members are eligible. These cases are included in the analysis. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot counties

n.a. = not applicable

*Significantly different from zero at the .05 level, two-tailed test (no significant differences in Washington).

Table VI.5. Demonstration Costs in Washington, by Program Component

	Total Cost (Percentage)
Kiosk partnerships	$72,767 (21%)
Mobile kiosks	$26,853 (8%)
Contract partnerships	$171,830 (51%)
Closing workshop	$53,232 (16%)
Grant oversight and management	$17,720 (6%)
Total	**$342,402 (100%)**

Source: Washington Department of Social and Health Services

Note: This analysis uses generic labor and salary rates for several labor categories, resulting in an overall cost of approximately $2,000 lower than the total grant funds DSHS spent when using actual staff rates. Excluded from Mathematica's administrative cost estimate is any planning and preparation time that senior staff at DSHS spent to launch the pilot in the last quarter of 2009. Those staff did not charge that time to the grant, and the total labor expenditures could not be precisely reconstructed.

DSHS did not (and was not required to) track cost data in a way that enables us to break out one-time and ongoing costs. However, few of the costs for the demonstration can be considered ongoing. They mostly entailed monitoring and maintaining relationships with kiosk and contract partners, planning and operating mobile kiosk events, and reimbursement for application assistance provided by contract partners. Most costs were for one-time costs for startup of the demonstration and included purchasing and installing equipment, forming partnerships, and training state and partner staff. The closing workshop represented a one-time cost as well.

Contract partnerships were the most costly aspect of Washington's demonstration. Contract partnerships represented half of the demonstration costs, and were active for only one year. DSHS contracts with partners used a cost reimbursement structure, with up to $10,000 available per partner to cover labor costs (partners generally were able to pay minimum wage to a staff member for 20 hours per week with this amount) and $2,000 for equipment costs. Kiosk partnerships typically lasted two years and cost DSHS less per year because partner staff were not reimbursed for any labor or equipment purchases and because DSHS staff were less actively engaged with kiosk partners than with contract partners.

E. Summary of Findings and Lessons Learned

The demonstration in Washington did not increase SNAP applications or participation in the pilot sites more than in the comparison sites. DSHS aimed to increase SNAP participation among working poor households by 10 percent in the pilot counties. By the end of the demonstration, participation had increased by 12 percent across all pilot sites but the increase was not significantly different from what occurred in the comparison sites after controlling for other factors. There are three potential reasons why the demonstration had no effects. First, the demonstration offered few new services and those services were advertised minimally, if at all. Second, the population the state actually reached through the pilot differed from the intended target population. Despite an initial focus on working poor clients in rural areas, DSHS replaced Garfield County with Clark County, which contains Vancouver, a dense urban area where several pilot partners were located. DSHS also had trouble finding partners to host kiosks and provide application assistance, so partnered with some that primarily served groups outside of the intended target population (such as the elderly or disabled). This diluted pilot activities over a larger population than originally planned, potentially muting effects for the working poor. Third, effects

may have been muted by unobserved factors present in the comparison sites but not in the pilot sites or elsewhere in the state.

Despite the lack of program effects, Washington learned lessons along the way that other states may want to consider if implementing similar approaches. Specifically:

- **Clients seem to prefer active application assistance to self-service kiosks**. DSHS and partner staff agreed that clients tended not to use self-service kiosks, but responded more positively when assistance was offered by partner staff. Partners with laptops reported particularly positive interactions with clients when they assisted them with applications off site or in more private office locations than kiosk offered (partners struggled to place kiosks in locations that balanced visibility with privacy; whether clients would be more amendable to kiosks placed in locations that offered more privacy is unknown). Frustrations over limited kiosk functionality may have contributed to these sentiments. While clients could submit an application through a kiosk, they could not create an online benefit account, print an application confirmation because the kiosks were not connected to printers, or submit verification documentation because the kiosks did not contain scanners. DSHS staff suggested that partners' purchase of their own equipment would enable more flexibility to meet client needs both in the office and in the community.
- **Communication between the state and community organization partners is critical to maintaining momentum during program implementation and operations.** Staff turnover in the first year of the grant (both at the state and community partners) hindered the development of relationships critical to successful implementation. In some counties, local DSHS staff had limited time, skills, or both to devote to building partnerships. Delays in procuring kiosks also damaged relationships with potential kiosk partners. Contract partners that joined the pilot after early implementation challenges were more likely to praise DSHS for its responsiveness and helpfulness when providing technical assistance with grant applications and administration and for maintaining regular communications. In contrast with kiosk partners (which were not required to sign contracts with DSHS), the roles and responsibilities of contract partners were also formalized in written agreements.

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VII. WISCONSIN

The goal of Wisconsin's demonstration was to connect with and promote SNAP to labor market participants hit hardest by local plant closings, layoffs, and the recent economic recession. State and local SNAP staff did not play an active role in the demonstration. Rather, the Wisconsin Department of Health Services (DHS) subcontracted with Second Harvest Foodbank of Southern Wisconsin (Second Harvest) to implement the pilot. Second Harvest, a private nonprofit organization, distributes food to more than 2225 charitable programs that feed the hungry in 16 southwestern Wisconsin counties and acts as a resource for information related to fighting hunger. Second Harvest was a natural choice for the demonstration for three reasons: (1) it had a prior working relationship with the state as a result of several previous collaborative SNAP outreach efforts, (2) it had strong pre-existing relationships with community organizations in the pilot sites, and (3) it was already operating a SNAP telephone helpline that could be woven easily into the pilot program approach.

Summary of Demonstration in Wisconsin	
State Grantee	Wisconsin Department of Health Services (DHS)
Pilot/Comparison Sites	Dane County/Brown County Rock County/Marinette County Green County/Calumet County
Target Population	Working poor
Subcontractor	Second Harvest Foodbank of Southern Wisconsin
Period of Performance	39 months (10/2009 – 12/2012)[a]
Waivers/FNS Approval	None
Highlights of Approach	Application assistance through mobile specialists stationed at a range of community organizations, and an education campaign leveraging employers and the media

[a]The demonstration originally was scheduled to end in September of 2012, but FNS granted the state an extension.

A. Evaluation Context

1. Community Characteristics

The state focused its efforts on three contiguous counties in the south central part of the state (Dane, Green, and Rock) where working poor individuals were experiencing some of the state's highest unemployment rates after the area's largest employer closed. Dane County is the largest of the three (Table VII.1). While much of the county is rural, it is dominated by the city of Madison, which is the location of both the Wisconsin state government and the main campus of a large university. Green County is highly rural with an economy focused significantly on agriculture but also is substantially affected by the loss of manufacturing jobs in neighboring Rock. Rock County is partially rural and partially urban, and is the site of a General Motors plant closure that occurred in Janesville at the end of 2008 as well as job cutbacks in a number of other industries. Thousands of General Motors employees lost their jobs; in addition, many others became unemployed as ancillary companies went out of business. As a result, individuals and families living in Dane, Green, and Rock were in need of safety net programs like SNAP. While Wisconsin had seen recent jumps in enrollment rates, according to the state's grant application, rates among the working poor continued to lag.

Table VII.1. Key Characteristics of Wisconsin Pilot Sites at Start of Demonstration

	Dane	Green	Rock
Households	187,872	14,316	62,597
Households receiving SNAP (percent)	3.4	7.0	7.0
Unemployment rate	6.3	9.6	12.8
Poverty rate	10.9	5.0	11.0

Source: Data from 2006-2008 American Community Survey and from Wisconsin's grant application (pertaining to July 2009)

The comparison counties of Brown, Calumet, and Marinette were well matched to Dane, Green, and Rock, respectively, on demographic and economic characteristics at the start of the demonstration. While no major demographic or economic shifts occurred in the pilot counties over the course of the demonstration, there were some notable changes in two of the comparison sites. Half way through the demonstration there was an influx of Somali families to Brown County from Chicago and Minneapolis in search of Section 8 housing vouchers. In Marinette County, a shipbuilding company received a large government contract in 2010, which contributed to a slow but steady increase in employment.

2. SNAP Landscape

While SNAP is county administered in Wisconsin, policy directives and guidance are provided by the state, so there are few differences across county offices with respect to program operations. DHS went through several transitions over the course of the demonstration, which affected the way clients interacted with the system and the environment in which the demonstration ran, but these occurred statewide and thus have affected the pilot and comparison counties alike. At the end of 2011, the statewide center responsible for processing all applications from able-bodied adults without dependents (ABAWDs, who are subject to work requirements) and maintaining their cases dissolved, sending almost 100,000 cases back to local county offices. This led to increased workloads in county offices and some confusion on the part of clients as they navigated the system. Then, starting in January 2012, counties were grouped into 10 consortia of approximately 10 counties each, and a call center was developed for each consortium. Since then, instead of contacting their local office directly, clients contact their consortium's call center to report changes, ask questions about their case, or complete an application by phone. (Counties also have been able to use a telephonic signature—that is, sign an application through verbal assent over the phone—since January 2012.) New applications and renewals are still processed at the county rather than the consortium level.

Second Harvest was already conducting a substantial amount of work to increase SNAP access in Dane County (and to a lesser extent in the other two pilot sites) prior to and throughout the demonstration with other funding sources. Under a grant from a local Dane County philanthropic organization, with matching funds from USDA, Second Harvest sent specialists to engage low-income residents and provide SNAP application assistance at sites frequented by poor households and operated a helpline that prospective applicants could call for information about SNAP and to arrange application assistance. Specialists were in the field four days per week in Dane, one day in Green, and two days in Rock. This work was very similar to that planned for the demonstration, presenting a challenge for the evaluation that is unique to Wisconsin—that pilot program activities are simply a continuation of existing efforts in the pilot communities.

Community organizations in the comparison sites also conducted activities to increase SNAP access, but to a much lesser extent than Second Harvest did in the pilot sites. In each comparison site, community organizations distributed informational material about SNAP and referred clients in need of food assistance to the local SNAP office. At a few organizations, staff informally assisted clients in completing SNAP applications, but no organizations employed a dedicated specialist to assist with applications as Second Harvest did in the pilot sites. In addition, SNAP staff in all pilot and comparison sites presented information about SNAP at community events prior to and throughout the demonstration.

B. Program Design, Implementation, and Operations

Second Harvest launched a media campaign to educate potential SNAP applicants about the program, encourage visits to its website, and generate phone calls to its SNAP helpline. During the first half of the demonstration, Second Harvest purchased television segments to periodically air a public service announcement about SNAP on a channel covering all 16 of the counties it serves (including the three pilot counties but none of the comparison counties). During the second half, Second Harvest engaged a consulting company to operate a multi-component campaign including radio advertisements (1,530 commercials were aired on seven radio stations which reached all three of the pilot and none of the comparison counties), interior bus placards (50 in Dane and 34 in Rock; Green does not have a public bus system), LCD register displays at two grocery stores in Dane and two in Rock (the chain that agreed to place the advertisements has no stores located in Green County), billboard in the rural areas of Green and Rock, and a mailing to 1,200 professionals who might come into contact with potential applicants (such as church leaders, social workers, librarians, and elected officials) asking them to help promote awareness of SNAP and including educational materials for them to display and distribute. The consultant also developed an informational website and worked with media and social media outlets to place messages about SNAP on their websites and print or post stories on SNAP. In addition, Second Harvest delivered informational materials once a year to those potentially eligible SNAP via a mailing by energy assistance suppliers to the prior season's heating customers.

Second Harvest hired a specialist for each of the three pilot counties to travel throughout the community informing people about the organization's helpline and assisting those interested in and potentially eligible for SNAP to apply. Specialists distributed information material about SNAP and screened individuals for eligibility. Venues included some of Second Harvest's more traditional partners, including food pantries and the Salvation Army, but also less traditional locations, including grocery stores, public libraries, job centers and fairs, health clinics, technical colleges, and jails. During the process of distributing information, specialists engaged in a dialogue about SNAP with more than 16,700 individuals (substantially more simply received informational material) and screened 1,286 of them; many others made appointments with the specialists for subsequent screening and application assistance.[22]

Each specialist also regularly visited community organizations that agreed to host them to assist clients in completing SNAP applications. The specialists were equipped with laptop computers

[22] Second Harvest (which was operational prior to the demonstration) fielded questions from the public related to SNAP. Those staffing the helpline, primarily volunteers, also screened callers for eligibility. For callers in the pilot sites, the helpline referred them to a location where they could receive screening and application assistance, made appointments for them with the appropriate specialist, and called them back at a later time to remind them of their scheduled appointments. During the demonstration, the helpline fielded 4,791 calls from the pilot counties.

enabling them to screen for eligibility, provide application assistance using the state's online application portal, and submit verification documents to the local SNAP office via fax or upload to the online portal. At the client's request, they also followed up with the local SNAP office on their behalf to ensure that all documents were received and the application was being processed. To increase the number of clients the demonstration reached, Second Harvest trained staff at other community organizations to assist with applications. While they trained staff at organizations in all three demonstration counties (seven in Dane, three in Rock, and one in Green), only two organizations in Rock County actually conducted application assistance consistently after the training and provided Second Harvest with information on the number of applications they completed each month.

In an expansion of its original plan, Second Harvest engaged employers to reach more of its target population. Second Harvest developed material specifically targeted to low-wage employees. Businesses displayed material in their office space and some distributed information to employees with paychecks or to prospective employees in job application materials. Second Harvest reported that it was easier to gain cooperation from local businesses than the larger companies, as the latter often needed approval from corporate offices before they could agree to participate. While outreach to employers was ongoing, employer activity was especially active in the fall of 2011.

C. Program Outcomes and Effects

Wisconsin aimed to increase SNAP enrollment by 10 percent in the pilot counties. Though more than 4,000 new applications were submitted with direct assistance from the demonstration, Second Harvest does not know how many of those were approved because staff typically did not follow up with applicants after providing them with assistance and were unable to garner this information from the state. While it is impossible to know whether these particular individuals would have applied for SNAP in the absence of the demonstration and whether other individuals applied after being influenced by the demonstration indirectly (that is, through the media campaign), the evaluation found no effects of the demonstration on SNAP applications or participation after controlling for other factors. This section presents key outcomes of the demonstration using Second Harvest data and program effects using state administrative data.

1. Applications

Applications submitted with direct assistance from the demonstration (4,346) were lowest in Green County—the smallest and most rural of the three pilot sites. Just over 100 applications were submitted on behalf of individuals who lived outside of Dane, Green, or Rock (though they may have worked or spent time in these counties), and 4,240 were submitted on behalf of county residents. This number represents only what the pilot sites were able to capture directly—that is, the applications submitted with assistance from Second Harvest specialists or staff they trained at other organizations. About 9 percent of the applications were in Green County and the remainder was evenly split between Dane and Rock. In addition to new applications, Second Harvest outreach workers assisted approximately 400 SNAP recipients with submitting recertifications.

There were several spikes in application submissions that may have been associated with specific demonstration activities. The summer of 2010 saw an increase in submission of applications with assistance from the demonstration, which coincided with start of Second Harvest's media campaign and annual mailing advertising SNAP and the pilot program to energy assistance customers. Feedback from callers to Second Harvest's SNAP helpline during that time suggests that

the mailing primarily drove the increase. An increase in application submissions also occurred in spring 2012, concurrent with the implementation of the multi-component media campaign and an increase in hours on the job by the Second Harvest specialist in Dane County. The increase in application submissions overall was driven by an increase in Dane County, which suggests that the ability of the specialist in Dane to spend more time in the community and visit additional sites was largely responsible for that increase (see Appendix B).

In raw numbers, the effect of the pilot on applications was positive and large for Dane and negative for Green and Rock, but these differences were not statistically significant after controlling for other factors. Relative to the comparison sites, more applications were processed monthly in Dane after the demonstration than before (a difference of 65 percentage points), and fewer were processed in Green and Rock (Table VII.2). After controlling for economic factors and SNAP-related trends, however, we find no evidence that the Wisconsin demonstration had an effect on the average monthly number of working poor applications processed.[23] Applications could not be analyzed for the alternative definition of working poor because the applicant data files provided by the DHS did not include variables related to employment, earnings, or Social Security/SSI/SSDI.

Table VII.2. Effects on Average Monthly Number of Applications from Working Poor Households Processed in Wisconsin

	Dane vs. Brown	Green vs. Calumet	Rock vs. Marinette	All Pilots vs. All Comparisons
Pilot County				
Pre-demonstration	605	73	464	1,142
Operational	1,397	101	706	2,205
Percentage change (a)	131.02	39.67	52.11	93.12
Comparison County				
Pre-demonstration	427	48	75	550
Operational	710	79	128	917
Percentage change (b)	66.31	66.11	69.68	66.75
Unadjusted effect in percentage points (a-b)	64.71	-26.44	-17.57	26.36
Balance of the State				
Pre-demonstration	12,346	12,878	12,486	11,809
Operational	16,980	18,275	17,670	16,172
Percentage change (c)	37.54	41.91	41.52	36.95
Unadjusted effect in percentage points (a-c)	93.48	-2.24	10.59	56.17
Adjusted effect in percentage points	n.a	n.a	n.a	-10.6

Source: Mathematica analysis of Wisconsin Department of Health Services data

Note: Numbers shown in the percentage change rows (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period rows due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All cities other than the pilot cities

n.a. = not applicable

*Significantly different from zero at the .05 level, two-tailed test.

The pilot sites did not experience a greater percentage increase in applications processed than the comparison sites or the balance of the state during other active periods of the demonstration. Our analysis of program effects above compares a pre-intervention period to May 2012–September 2012. Several key activities occurred, however, during other times in the demonstration. For instance, specialists were active over the entire course of the demonstration,

[23] In a sensitivity test comparing Dane alone to all other non-pilot counties and controlling for other economic variables, the adjusted effect is not significant. This suggests that other economic factors, not the pilot itself, were the driving force behind the relatively unadjusted effects on SNAP applications in Dane County.

mailings to energy assistance customers were sent each summer, and the media campaign was particularly active in summer 2010 and early 2011 as well as spring 2012. However, there is no evidence that applications processed in the pilot sites increased during these time periods more than they did in the comparison sites or elsewhere in the state.

2. Participation

Despite increases in the pilot sites in the raw number of number of working poor households participating in SNAP after the demonstration, relative increases in the comparison sites were statistically similar after controlling for other factors. After 35 months of demonstration activities, the increase in participation across all pilot sites was 7.3 percentage points higher than across all comparison sites (Table VII.3). At 6 and 12 months after demonstration activities began, unadjusted effects comparing all pilots to all comparisons were slightly negative. They were negative at all three points in time when comparing the pilots to the balance of the state. Regression-adjusted analyses show that none of these differences is significant after controlling for economic factors and SNAP-related trends. Similarly, we find no statistically significant effect of the demonstration on participation when using the alternative definition of working poor (see Appendix B).

There is no evidence that pilot program activities were associated with changes in SNAP participation at other times during the demonstration. Observations of participation patterns from the pre-demonstration period through the operational period do not indicate that participation in the pilot sites increased during periods of major pilot program activity more than they did in the comparison sites and the balance of the state. These findings are similar when using the alternative definition of working poor (see Appendix B).

E. Program Costs

The total cost of Wisconsin's demonstration program was $701,810—about 40 percent more than the $500,000 grant awarded by FNS (Table VII.4). The only expenses the state incurred were for grant oversight and management. The state covered these expenses as part of its normal operating procedures and passed through the entire grant to Second Harvest. Second Harvest's costs alone were 31 percent higher than the grant amount; the organization used other internal resources to cover the portion in excess of the grant.

One-time costs in Wisconsin represented 24 percent of total demonstration costs, the majority of which supported the education and media campaign. The multi-component campaign accounted for 69 percent of the $167,729 spent on the education and media campaign; the majority of expenditures were on other direct costs for advertising. Excluding one-time costs, the average monthly cost of running the demonstration over 39 months was $13,596.

Provision of in-person application assistance was the key component of Second Harvest's strategy, and the most costly, due to the associated labor. Application assistance from Second Harvest demonstration staff required labor costs of $265,562 and another $36,060 in other direct costs and other resources. Provision of in-person assistance would not have been possible without another $69,273, which paid for recruiting and training specialists, purchasing and maintaining equipment for specialists, and recruiting and training community organization sites. Together, these activities accounted for the majority of the engagement and application assistance component costs (helpline costs, equaling 15 percent of total costs, accounted for the remainder) and 53 percent of total demonstration costs.

Table VII.3. Effects on Working Poor SNAP Participation in Wisconsin

	Dane vs. Brown	Green vs. Calumet	Rock vs. Marinette	All Pilots vs. All Comparisons
6 Month Effects				
Pilot County				
Pre-demonstration	17,811	1,276	9,692	28,779
Operational	19,114	1,377	10,328	30,819
Percentage change (a)	7.32	7.92	6.56	7.09
Comparison County				
Pre-demonstration	10,141	500	2,162	12,803
Operational	10,963	505	2,289	13,757
Percentage change (b)	8.11	1.00	5.87	7.45
Unadjusted effect in percentage points (a-b)	-0.79	6.92	0.69	-0.36
Balance of the State				
Pre-demonstration	248,864	265,399	256,983	237,896
Operational	272,600	290,337	281,386	260,895
Percentage change (c)	9.54	9.40	9.50	9.67
Unadjusted effect in percentage points (a-c)	-2.22	-1.48	-2.93	-2.58
Adjusted effect in percentage points	n.a	n.a	n.a	-1.1
12 Month Effects				
Pilot County				
Pre-demonstration	17,811	1,276	9,692	28,779
Operational	20,659	1,455	11,157	33,271
Percentage change (a)	15.99	14.03	15.12	15.61
Comparison County				
Pre-demonstration	10,141	500	2,162	12,803
Operational	11,942	524	2,470	14,936
Percentage change (b)	17.76	4.80	14.25	16.66
Unadjusted effect in percentage points (a-b)	-1.77	9.23	0.87	-1.05
Balance of the State				
Pre-demonstration	248,864	265,399	256,983	237,896
Operational	293,378	312,582	302,880	280,766
Percentage change (c)	17.89	17.78	17.86	18.02
Unadjusted effect in percentage points (a-c)	-1.90	-3.75	-2.74	-2.41
Adjusted effect in percentage points	n.a	n.a	n.a	-1.3
35 Month Effects				
Pilot County				
Pre-demonstration	17,811	1,276	9,692	28,779
Operational	23,413	1,670	12,680	37,763
Percentage change (a)	31.45	30.88	30.83	31.22
Comparison County				
Pre-demonstration	10,141	500	2,162	12,803
Operational	12,793	555	2,519	15,867
Percentage change (b)	26.15	11.00	16.51	23.93
Unadjusted effect in percentage points (a-b)	5.30	19.88	14.32	7.29
Balance of the State				
Pre-demonstration	248,864	265,399	256,983	237,896
Operational	331,074	352,817	341,807	316,724
Percentage change (c)	33.03	32.94	33.01	33.14
Unadjusted effect in percentage points (a-c)	-1.58	-2.06	-2.18	-1.92
Adjusted effect in percentage points	n.a	n.a	n.a	1.8

Source: Mathematica analysis of Wisconsin Department of Health Services data

Note: Numbers shown in the percentage change rows (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period rows due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot counties

n.a. = not applicable

Table VII.4. Demonstration Costs in Wisconsin, by One-Time Versus Ongoing Costs and Program Component

	One-Time Costs	Average Monthly Ongoing Costs	Ongoing Costs over Demonstration Period (39 Months)	Total (Percentage)
Education/media campaign	$127,940	$860	$39,789	$167,729 (24%)
Engagement and application assistance	$37,356	$10,263	$400,274	$437,630 (62%)
Collaboration with employers	$0	$155	$6,056	$6,056 (1%)
Grant oversight and management	$0	$2,318	$90,396	$90,396 (13%)
Total	**$165,296**	**$13,596**	**$536,515**	**$701,810 (100%)**

Source: Second Harvest Foodbank of Southern Wisconsin and Wisconsin Department of Health Services

Though there is no way to assess the contribution that collaboration with employers made to the program outcomes, the potential benefits likely justify its trivial cost. Collaboration with employers—identifying organizations that likely employ low-wage workers, crafting marketing messages to them, and providing informational materials for them to share with employees—cost a mere $6,056. While the extent to which these activities generated interest in SNAP and calls to Second Harvest's hotline is unobservable, it is possible that more intensive outreach to employers in the fall of 2012 was associated with a small uptick in application submissions through the demonstration that occurred December 2011 and January 2012.

F. Summary of Findings and Lessons Learned

Though more than 4,000 new applications were submitted with direct assistance from the demonstration, the demonstration did not have a significant effect on SNAP applications or participation after controlling for economic factors and SNAP-related trends. Considering its 39-month duration, the demonstration contributed an average of about 110 applications each month—perhaps not enough to make a statistical difference when the average number of applications processed each month before the demonstration began was 1,142 across all of the pilot sites. Trends in outcomes across the three pilot sites provide some evidence (albeit limited) that the multi-component media campaign may have helped to boost application submissions. Had Second Harvest engaged in this campaign earlier and sustained it for a longer period of time, the demonstration may have been able to achieve significant effects.

Despite the apparent lack of program effects, the state and Second Harvest learned lessons along the way that other states may want to consider if implementing similar approaches. Specifically:

- **Employers may be reluctant to participate in SNAP outreach, but framing the message in the right way can help encourage their participation.** As mentioned above, Second Harvest met with resistance from many large companies, and especially those that had corporate offices outside of the pilot counties. Staff eventually learned that, to gain employer cooperation, the message must be framed in a way that allows them to see the benefits participation could bring to the company and does not reflect negatively on the company's wage rates. Explaining that employees are likely to be more productive if they receive proper nutrition seemed to be an effective strategy. In addition, explaining that the employer's part-time workers may not know they qualify for such an important benefit takes the focus off the specific company and how much it may pay their workers.

- **The personality and marketing skills of specialists are critical to developing connections with local organizations and potential clients.** Second Harvest initially highly valued social work skills and the ability to work one on one with clients, and hired specialists using those guidelines. It later learned that, while social work skills were necessary, marketing and sales skills were even more vital for specialists to engage in and effectively build relationships with community partners.
- **Providing written information on the relationship between application assistants and SNAP agency staff and who to contact for what purposes may help reduce client confusion.** Some applicants who Second Harvest assisted did not understand that working with Second Harvest specialists to complete an application was just the first step of a process. They did not always understand the role of the specialists or the nature of the organization's relationship with the local SNAP office. This caused some confusion when the SNAP office contacted them to ask for some of the same information they had already provided to the Second Harvest specialists or additional documentation. To combat confusion, Second Harvest developed a one-page information sheet describing the organization, the role of the person who had assisted them with their application, and instructions about what to do next and how to access information about their case. The specialists found this paper to be a helpful tool when explaining to clients what to expect after their application was submitted.

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VIII. CONCLUSION

Two of the three demonstrations targeting the elderly (Pennsylvania and Michigan) increased access to nutritional assistance through SNAP. These were the only states that simplified the SNAP application process (by eliminating the need to visit the SNAP office and, in Pennsylvania, reducing the verification documentation required for the elderly) and used list strategies to specifically focus efforts on those likely eligible for SNAP based on other program participation. Ohio, the third state that targeted the elderly, primarily provided application assistance in the community, but struggled to identify sites frequented by seniors.

Two of the three states targeting the working poor (Massachusetts and Wisconsin) implemented strong programs, but effects on SNAP participation were not significant after controlling for other factors. Each provided application assistance in person and through a SNAP hotline, and promoted the demonstration and SNAP in general through media and collaboration with employers. Effects were not significant perhaps because demonstration program services were not different enough from other pre-existing activities in the pilot sites. In Massachusetts, a hunger prevention project was active in all evaluation communities, and several other access efforts were already in place in the pilot sites. In Wisconsin, the demonstration was essentially a continuation of similar activities already being conducted in the pilot sites with other funding. Washington, the third state that targeted the working poor, also implemented the demonstration in a crowded field of state efforts to increase access to SNAP, and its pilot program activities were modest and advertised minimally, if at all.

Each of the demonstrations operated within the unique context of its state, so states replicating pilot program activities may experience different results. In the remainder of this chapter, we highlight key findings on program design, effects, and costs, and conclude with outstanding questions that provide directions for future research.

A. Key Findings

The demonstration states generally employed three key strategies to increase access to SNAP among the elderly or working poor: (1) engaging the target population, (2) providing application assistance, and (3) simplifying the application process. All states used a combination of strategies but implemented them somewhat differently (Table VIII.1):

- **Engagement.** All conducted one or more of the following forms of engagement: developing and testing messages that educate about SNAP; identifying and targeting efforts to participants in other assistance programs that make them likely eligible for SNAP (that is, list strategies); marketing SNAP and demonstration program services through print materials and media advertisements; and collaborating with community organizations and employers to share information about SNAP and demonstration services.
- **Application assistance.** In all states but Washington, the state's key subcontractor hired staff to provide application assistance directly to elderly and working poor clients; in Michigan and Massachusetts, the subcontractor also collaborated with other community organizations to provide application assistance, and in Washington, the state contracted directly with community organizations to provide assistance.
- **Simplified application process.** Michigan and Pennsylvania simplified the application process through waivers and administrative changes. In both states, a waiver from FNS

enabled demonstration staff, rather than SNAP staff, to conduct eligibility interviews, though ultimate authority for eligibility determination continued to reside with SNAP staff. In Pennsylvania, another waiver allowed elderly applicants to self-declare medical expenses rather than provide verification, and administrative changes allowed state staff to use self-declared shelter expenses and data the state had verified within the past six months for other programs instead of requiring income, residency, and citizenship documentation from SNAP applicants.

Table VIII.1. Demonstration Approaches, by State

	Strategy							
	Engagement					Application Assistance		
	Developing/ Testing Messages	List Strategies	Marketing (print/ media)	Collaboration with Community-Based Organizations	Collaboration with Employers	By Demonstration Program Staff	By Community Partners	Simplified Application Processes
States Targeting the Working Poor								
MA			X	X	X	X	X	
WA				X			X	
WI			X	X	X	X		
States Targeting the Elderly								
MI	X	X	X	X		X	X	X
OH			X	X		X		
PA	X	X				X		X

The demonstration had statistically significant positive effects on SNAP participation in the two states that reduced the burden of the application process and used list strategies to target seniors likely eligible for SNAP. After controlling for SNAP-related trends and economic factors, we found a statistically significant positive effect of the Pennsylvania demonstration on participation by the end of the grant period (17 months after pilot program activities began) and the Michigan demonstration by the middle of the grant period (at 13 and 31 months after pilot program activities began) (Table VIII.2). Both states applied waivers enabling demonstration instead of state staff to conduct the SNAP eligibility interview. As a result, seniors did not need to visit a SNAP office to apply—and in Pennsylvania, did not even need to leave their homes. Both worked with state agencies to obtain lists of seniors on Medicaid and other programs that indicated likely eligibility for SNAP so as to specifically focus demonstration efforts on those individuals. Table VIII.3 presents the caseload changes in the pilot and comparison sites in these states (as well as in the other four states).

While it is impossible in the context of this demonstration to disentangle the effects of a simplified application process and list strategies from other program components, the fact that, after controlling for other factors, no significant effects were observed in states that did not implement these efforts (including Massachusetts and Wisconsin, which implemented formidable application assistance efforts) suggests that they played a potentially important role. Also, effects were strongest for the oldest senior households (which likely have more mobility challenges than younger ones), perhaps suggesting that eliminating the need to visit a SNAP office was a key driver of the effects.

In no state did we find statistically significant effects of the demonstrations on the number of applications processed once we controlled for other factors.[24] Effects may be significant for participation but not for applications because effects on participation depend on the total (cumulative) number of applications processed and approved during the demonstration period, rather than on the number processed or approved in any given month (or span of months). That is, statistically insignificant increases in applications may result in enough of a build up in the caseload over time to result in a significant effect on participation.

Table VIII.2. Regression-Adjusted Effects on SNAP Participation Among the Target Population, by State

	Operational Period 1 Effect (Percentage Points)	Standard Error (Percentage Points)	Operational Period 2 Effect (Percentage Points)	Standard Error (Percentage Points)	Operational Period 3 Effect (Percentage Points)	Standard Error (Percentage Points)
States Targeting the Working Poor						
MA: All Working Poor	-1.98	3.19	-3.96	4.39	-3.74	5.88
MA: Latino Working Poor	-3.15	7.03	-5.74	8.07	-5.61	10.63
WA	0.24	1.12	1.10	2.99	-0.44	2.76
WI	-1.15	2.13	-1.29	2.66	1.77	5.22
States Targeting the Elderly						
MI	2.91	2.10	10.67*	2.86	16.62*	4.44
OH	0.11	4.11	0.14	5.96	-3.18	8.16
PA	8.44	6.84	15.47	8.99	23.21*	11.53

Source: State SNAP administrative databases

Note: In Ohio, Pennsylvania, Massachusetts, and Wisconsin, we defined the first two operational periods as 6 and 12 months after submission of the first application associated with the demonstration program (7 and 13 months in Michigan because Michigan submitted bimonthly rather than monthly files to Mathematica). For Washington, we defined the first operational period as 7 months after submission of the first application associated with the demonstration (like Michigan, Washington submitted bimonthly files) and the second operational period as 7 months after the state fully implemented the demonstration. The last operational period was defined as the month before the pilot program ended in each state (two months before for Washington, since we had bimonthly files).

*Significantly different from zero at the .05 level, two-tailed test.

[24] It was not possible to examine effects on applications in Michigan because of limitations in the state administrative data.

Table VIII.3. SNAP Caseload Changes, by State

	Pre-Demonstration Period	Operational Period 1	Operational Period 2	Operational Period 3
MI pilot sites	2,729	3,149	3,558	3,868
MI comparison sites	2,001	2,228	2,376	2,412
PA pilot sites	39,944	42,871	45,950	48,532
PA comparison sites	14,260	14,929	15,531	15,988
OH pilot sites	5,461	5,855	6,255	6,660
OH comparison sites	5,430	5,854	6,190	6,946
MA pilot sites (all working poor)	13,200	13,886	14,447	14,458
MA comparison sites (all working poor)	10,268	10,808	11,512	11,807
MA pilot sites (Latino working poor)	5,279	5,439	5,678	5,657
MA comparison sites (Latino working poor)	5,679	5,953	6,324	6,484
WA pilot sites	33,006	35,122	37,219	36,911
WA comparison sites	26,034	27,389	28,369	28,262
WI pilot sites	28,779	30,819	33,271	37,763
WI comparison sites	12,803	13,757	14,936	15,867

Source: State SNAP administrative databases

Both states with participation effects targeted the elderly, and many households in those states qualified for far more than the minimum SNAP benefit. On average, households qualified for an initial monthly benefit of $98 in Pennsylvania. While the demonstration cost a total of $642,522 in Pennsylvania, in an average month, seniors who received assistance from the demonstration and whose applications were approved received $688,058 in benefits to help them meet their nutritional needs (85 percent of 8,260 applicants were approved for an average benefit of $98 per month). Seniors in Michigan who received assistance from the demonstration and whose SNAP applications were approved received $49,770 per month in benefits on average (553 applicants were found eligible for an average of $90 per month). Average benefit amounts far in excess of the minimum suggest substantial need among the demonstration population.

All states but Washington supplemented grant funds with other resources and benefitted from pre-existing SNAP call centers and other infrastructure. The total cost of the demonstrations ranged from $342,402 in Washington to $701,810 in Wisconsin. In most states, demonstration staff (and, in some states, volunteers staffing SNAP hotlines) contributed time to pilot program activities that was not charged to the demonstration grant. Similarly, the pilot programs benefitted from in-kind donations, such as free air time from media outlets for PSAs. Each pilot also operated within the unique context of its state, and most of the pilot programs relied on call centers and other tools (such as online application portals) that were developed with resources available prior to grant award. Given the different levels of intensity states placed on various program components and the varied use of donated time, in-kind contributions, and pre-existing infrastructure, even similar activities across states varied widely in their costs (Table VIII.4). States interested in replicating pilot activities either would need to tap similarly existing resources or dedicate resources to developing the requisite infrastructure, tools, and additional support.

Table VIII.4. Program Component Costs, by State

Program Component	MA	WA	WI	MI	OH	PA
Media campaign	$25,005	n.a.	$123,500	n.a.	$40,409	n.a.
Development of target lists	n.a.	n.a.	n.a.	$600	n.a.	$11,449
Hotline/call center	$4,403	n.a.	$65,226	$55,734	$19,796	$334,986
Collaboration with employers	$12,082	n.a.	$6,056	n.a.	n.a.	n.a.
On-site application assistance (through demonstration staff)	$191,182	n.a.	$302,226	n.a.	$278,812	n.a.
On-site application assistance (through community partners)	$162,967	$171,830	n.a.	$42,563	n.a.	n.a.
Total[a]	$542,566	$342,402	$701,810	$411,247	$578,492	$642,522

n.a. = not applicable

[a] Program component rows do not sum to the "Total" row because not all program components in all states are included in the table.

B. Questions for Future Research

This evaluation adds to a growing body of research on potentially effective strategies for increasing access to SNAP among traditionally underserved populations. Despite its contributions, several questions remain that could be addressed in future studies.

What are the relative contributions of various program components? All the demonstrations implemented a combination of strategies, but the evaluation could not determine the relative effects of each. An evaluation of a pilot that implements a single strategy or a staggered approach—using a single strategy at first and adding others incrementally over time—could provide valuable insights about the relative contribution of different strategies. Particularly in light of the significant effects on participation in Pennsylvania and Michigan, it would be interesting to compare provision of application assistance to targeted lists of likely eligibles and a general pool of seniors or working poor individuals, and provision of application assistance with and without simplified application processes. The former might provide insight into how much benefit states can realize for a relatively inexpensive endeavor (data matching to develop target lists). The latter might help shed light on whether allowable SNAP policy changes—such as telephone eligibility interviews and telephonic signature of the SNAP application, which eliminate the need to visit a SNAP office—might be more cost-effective alternatives to more comprehensive efforts that incorporate these features, or whether assistance from a community organization is key to facilitating increased access to SNAP. Given that issues related to verification and documentation are frequent reasons for application denials, it also would be useful to examine the specific role that waiving verification requirements (as Pennsylvania did) can play and, where verification requirements remain, the effect on approvals from third parties that help clients assemble documents.

Why do some who are the target of efforts to increase access still choose not to apply for SNAP? Almost 30 percent of Philadelphia households likely eligible for SNAP that BDT contacted through its target lists were not interested in applying or ready to apply for SNAP. In Wisconsin, Second Harvest demonstration workers engaged in a dialogue about SNAP with more than 16,700 individuals, yet ultimately assisted just over 4,300 to submit SNAP applications. Undoubtedly, some of the 16,700 were already enrolled in or ineligible for SNAP, or chose to submit applications on their own. However, it is likely that many who were potentially eligible chose not to pursue application assistance, despite its availability in a convenient location in the community from a personable and well-trained worker not associated with the SNAP office. Surveying individuals who

chose not apply could provide insights about whether different messages or program simplifications might better facilitate access. A deeper understanding of their circumstances and rationales might not only suggest strategies for reaching more potentially vulnerable individuals but also might help to better portray actual need among the target populations. A survey may suggest, for instance, that SNAP participation rates among the elderly would not be very sensitive to additional efforts to increase access because most seniors have other sources of food support (such as family, churches, and senior centers).

How do the effects of engagement and application assistance efforts change with changes in the economy? Consistent with the program's design, SNAP caseloads tend to rise as economic circumstances worsen and fall as economic circumstances improve. The demonstrations were implemented during an ongoing economic recession, when SNAP participation reached new all-time highs month after month. Over the same time period, government and community organizations implemented unprecedented efforts to increase program access, including administrative changes, new technologies, program simplifications, and engagement efforts. Repeating the demonstration in an environment of greater economic prosperity (and when government and other efforts might be less prominent) could provide new insights on the role that engagement and application assistance (alone and in tandem with other strategies) can play in increasing access to SNAP.

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APPENDIX A

DATA SOURCES AND METHODOLOGY

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Mathematica drew on multiple sources to produce a comprehensive evaluation of the demonstration programs. In this chapter, we describe the data sources and analytic methods for each key evaluation component—(1) analysis of program design, implementation, and operations; (2) analysis of program outcomes and effects; and (3) analysis of program costs.

A. Analysis of Program Design, Implementation, and Operations

We obtained qualitative data from two sources. First was a review of documents that included grant applications, materials developed by the pilot sites throughout the course of the demonstrations, and quarterly progress reports submitted to FNS. Second was a series of two- to three- day site visits to observe demonstration activities and to interview state and local SNAP office staff and administrators, senior demonstration program managers, and line staff at key subcontractors and other community partners conducting demonstration activities. If relevant, we also met with other stakeholders specific to certain sites. We conducted three rounds of site visits: early in implementation, roughly the mid-point of operations, and near the end of the demonstrations (Table A.1). We conducted follow-up phone calls with respondents as needed.

Table A.1. Site Visit Schedule

State	Implementation Visit	Operational Visit	Post-Demonstration Visit
Massachusetts	January 2010	May 2011	January 2012
Michigan	March 2010	August 2011	November 2012
Ohio	March 2010	August 2011	October 2012
Pennsylvania	February 2010	June 2011	February 2012
Washington	February 2010	April 2012[a]	October 2012
Wisconsin	January 2010	July 2011	October 2012

[a] Washington did not fully implement all components of its demonstration until October 2011. We delayed the operational visit until six months after full implementation.

After each visit, we summarized our on-site discussions and observations, highlighting themes, providing examples, and identifying discrepancies and areas of agreement among data sources. Our analysis of the discussions and observation focused on differences between pilot program design and actual implementation, changes in the operation of the pilots over time, and respondents' perceptions of the pilots' successes, challenges, and potential for replication. We also documented program outputs. Outputs reflect efforts to increase SNAP access among the target population (for instance, the number of outreach contacts made or marketing materials distributed) and enable pilot sites to achieve their intended outcomes (that is, increased SNAP applications and participation).

B. Analysis of Program Outcomes and Effects

We examined outcomes related to the number of SNAP applications the pilot programs helped individuals submit and the number of SNAP participants the pilot programs assisted based on pilot program data. Grantees were not required to collect any data themselves, but states or their subcontractors usually maintained logs of services they provided and, sometimes, the results of those services. Typically, demonstration program staff recorded their contacts with potential applicants (such as the number of people they met), screened for potential SNAP eligibility, and assisted them to apply. To obtain data on the outcomes of applications submitted, staff either had to follow up with the applicants or get the data from the state eligibility system. Not all pilot sites

obtained these data and, in those that did, the data may not have been consistent with any data on pilot program activity recorded in the state administrative data. This report presents outcomes as they were presented to us by the sites. We did not take any additional steps to validate these data.

Measuring effects requires estimates of the counterfactual—that is, how SNAP application submissions and participation would have changed in the absence of the demonstration. In some cases, application submissions or participation might have increased even without the demonstration, while in others they might have stayed the same or decreased. The difference between the change that happened in the presence of the demonstration and the change that would have happened without it constitutes the effect of the demonstration. Because the counterfactual could not be observed directly, we estimated it by comparing changes in the demonstration sites with changes in a set of comparison sites. Our process for selecting comparison sites and conducting the analysis is described below.

1. Comparison Site Selection

Comparison sites had to be similar enough to the pilot sites to support an assumption that SNAP participation trends would be similar. The process for identifying such sites involved three steps. The first was to use ACS and SNAP administrative data to develop a "similarity index," to identify sites within each state that appeared most similar to the pilot sites on quantifiable demographic and program characteristics. The second was to discuss with state program administrators the few sites that the index indicated were the most similar to the pilots to further identify those also similar with respect to characteristics not observable in the data. The third was to interview local program administrators and community organizations over the telephone at each identified site to confirm its suitability as a comparison site for the analysis.

a. Using an Index to Identify Potential Comparison Sites

We developed an index to rank potential comparison sites within the same state based on their similarity to the pilot site with respect to key demographic and program characteristics, using data from the 2006–2008 ACS three-year estimates and SNAP caseload data supplied by each state. Potential comparison sites were counties in all states except Massachusetts, where the pilots operate in cities. There, we defined other sites as cities and towns (and used city- or town-level ACS data in the index), but we used county- rather than city-level SNAP caseload data in the index (that is, we used Suffolk County data for the city of Chelsea, and Worcester County data for the city of Worcester) because county-level data were more accessible. Potential comparison sites (counties or cities) that were too small to be included in the three-year ACS estimates were excluded from our consideration.[1] We constructed the index from the basic demographic characteristics and characteristics that best predict SNAP participation among the target group, according to previous work Mathematica had done for FNS and the Economic Research Service (ERS). The characteristics that comprised the index for states targeting the working poor differed from those used for states targeting the elderly as follows:

[1] Three-year estimates are available for geographic areas with population sizes of 20,000 or more. We assumed that if a county or city was too small to be included in the three-year ACS estimates, it was too different from the larger counties or cities included in the estimates to serve as a legitimate comparison. All pilot sites were large enough to be included in the three-year estimates.

- In the index for the states targeting the elderly, we included characteristics from an index created by Cody and Ohls (2005)[2] to select comparison sites and added two characteristics that were found in Mathematica's work for ERS to be important indicators of elderly participation.[3]
- In the index for states targeting the working poor, we used variables comparable to those included by Cody and Ohls (2005) or that were found in work for FNS to be important indicators of working poor participation (Cunnyngham et al. 2010).

Table A.2 lists the variables included in each index, their definitions, and whether they were included in the index used in earlier evaluation work—that is, Cody and Ohls (2005)—or added based on participation rate work.

Table A.2. Indices Obtained from the 2006–2008 ACS Three-Year Estimates

Index	Description	Group	Reason for Inclusion
Percentage of individuals who are white only	Percentage of the total population who are one race and are white	Elderly	Previous study
Percentage of individuals age 65+	Percentage of the total population who are 65 years and over	Elderly	Previous study
Poverty rate among individuals age 65+	Percentage of people 65 years and over with income below poverty level in the past 12 months	Elderly	Elderly participation rate estimates
Percentage of individuals with a high school education or greater	Percentage of people 25 years and over who have completed high school (includes equivalency)	Elderly	Elderly participation rate estimates
Number of households with elderly members	Number of households with people 60 years and over	Elderly	Previous study
Number/percentage of SNAP households with elderly members	Number/percentage of households with people 60 years and over who received SNAP benefits sometime in the past 12 months	Elderly	Previous study
Average change in SNAP caseload over past six months	Average among individual indices for month-to-month changes	Elderly, working poor	Modification from previous study
Employment ratio	Among the population 16 to 64 years old, percentage employed	Working poor	Working poor participation rate estimates
Poverty rate among all individuals	Percentage of people with income below poverty level in the past 12 months (for whom poverty status is determined)	Working poor	Working poor participation rate estimates
Total number of households	Total number of households	Working poor	Previous study
Percentage of households receiving SNAP	Percentage of households that received SNAP benefits sometime in the past 12 months	Working poor	Previous study
Percentage of families with workers that receive SNAP	Percentage of families with workers that received SNAP benefits sometime in the past 12 months	Working poor	Similar to previous study
Percentage of individuals who are noncitizens	Percentage of individuals who are not United States citizens	Working poor (WA, WI)	Working poor participation rate estimates
Percentage of individuals who are Hispanic or Latino	Percentage of individuals who are of Hispanic or Latino origin	Working poor (MA)	Demonstration focus
Percentage of households containing a single mother	Percentage of households containing an unmarried mother and people under 18 years old	Working poor	Working poor participation rate estimates

[2] The index used by Cody and Ohls (2005) included the variable "percent change in the elderly participation rate from 1999 to 2000." We substituted for this variable the average change in the SNAP caseload over the past six months because participation rate data more recent than those in the ACS three-year estimates were not available and caseload data from the past six months take into account the recent economic recession, which may have affected various states and counties within states differently.

[3] The methodology used to estimate state participation rates included a regression model that predicts them. As part of the estimation process, we evaluated many potential predictors and regression models. The variables chosen for inclusion in the indices were those that consistently improved the regression estimates of state participation rates. Mathematica has not documented this work in any memo or report available for citation.

The index quantifies the magnitude of differences (in absolute value) across sites in the size and range of values for each characteristic. The comparison sites with the lowest index scores most closely match the respective pilot sites on the factors considered. We measured differences in the characteristic values in relative terms by dividing each absolute difference by the total range in values (computed over the potential comparison sites and the pilot sites). The index score for the number of households with elderly members, for instance, was calculated by taking the absolute value of the difference between the number of households with elderly members in the potential comparison county and in the pilot county, and dividing the result by the total range in the number of households with elderly members across all counties in the state.[4]

To calculate the overall similarity index, we averaged the similarity indices for all of the characteristics and multiplied the result by 100 to express the relative difference between the pilot and comparison site as a percentage (ranging from 0 to 100). We weighted each characteristic equally.[5] To weight caseload changes equally with other characteristics, we created a composite caseload-change index by (1) calculating the single-month change for each of six periods and calculating the similarity index for each period, and (2) averaging the indices across all six periods to calculate the overall index for caseload change.[6]

b. Conferring with State and Local Contacts to Select and Confirm Comparison Sites

The second step of the site selection process focused on the two to five localities for each pilot site with the lowest scores on the index. We talked with key state contacts about other characteristics of each of those localities that would make them more or less attractive as comparison sites.[7] In particular, we discussed similarities and differences between the potential comparison sites and each pilot site with respect to local office operations or policies, existing outreach initiatives, characteristics of and available services for the target population, and local economic conditions and future prospects. Based on these conversations, we ruled out localities that were sufficiently different in these respects from the pilot site. We selected the locality with the lowest score on the similarity index among those remaining.

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[4] With this approach, if the pilot site had the maximum (minimum) value on the characteristic, a comparison site with the minimum (maximum) value would receive a relative difference value of 1.0 (representing a 100 percent deviation from the pilot site). Similarly, if the pilot site had a middle value on the characteristic, a comparison site with a minimum or maximum value would receive a difference value of 0.50 (representing a 50 percent departure from the pilot site). The relative differences can be expressed as percentages (ranging from 0 to 100) that reflect the relative departure of the comparison site from the pilot site. We calculated the indices for each characteristic in the same way.

[5] In Massachusetts, we gave extra weight to the variable "percentage of individuals who are Hispanic or Latino," given the demonstration program's focus on the Latino working poor. We counted this variable twice when averaging the indices for each characteristic.

[6] An alternative approach would be to average across single-month changes and calculate the index based on that average. We did not choose this approach because it would not capture the relative similarities within months over time. Potential comparison counties may have the same average caseload change over six months as the pilot site if they change in a way (1) roughly similar to the pilot county in each month or (2) very similar to the pilot in some months and very different from the pilot in others, averaging out in the end. In our approach, comparison counties in situation (1) would be rated as more similar than those in situation (2). In the alternative, both types of counties would be erroneously rated as equally similar.

[7] We also asked key state contacts to identify any sites not on our "top five" list that, in their opinion, should be; none identified additional sites. In Jackson County, Michigan, and Kittitas County, Washington, however, we considered more than the "top five" counties because SNAP outreach and other activities occurring in the counties with the lowest scores precluded them from being suitable comparisons.

The final step of the site selection process confirmed the suitability of the selected locality as a comparison site for the analysis of program effects through in-depth telephone discussions with SNAP program administrators and community organizations there. This step revealed that, while not ideal, Allegheny County, which includes Pittsburgh, is the most adequate available match to Philadelphia County. Philadelphia County is idiosyncratic as the poorest, most populous, and most racially and ethnically diverse county in the state. Allegheny County is the most reasonable match to Philadelphia on these dimensions as well as in populace, though not a good match. It is, however, similar to Philadelphia with respect to other critical factors. Because SNAP is state administered in Pennsylvania, the SNAP landscape is similar in both counties. SNAP outreach has been going on for some time in both counties through community-based organizations (specifically, broad-based advertising, community-based application assistance, and application assistance over the telephone). Also, both counties have a rich network of social services for the elderly.

Tables A.3 and A.4 present the similarity index scores of the selected comparison sites (with their corresponding pilot sites in italics) and the characteristics that comprised the index for states targeting elderly and working poor households, respectively. In all pilot sites except Philadelphia County in Pennsylvania, the city of Chelsea in Massachusetts, and Kittitas County in Washington, the similarity index score of the recommended comparison site was no greater, and usually substantially lower, than 20 (a 20 percent difference between the pilot and comparison site).

The selected sites were good comparisons for the pilots at the outset of the demonstration, but conditions may have changed over the course of the demonstration, which could jeopardize the integrity of the analysis. Local economic environments are dynamic, and nothing precluded community organizations or local SNAP offices in the comparison sites from initiating new outreach efforts independent of the evaluation. To assess environmental changes in the comparison sites over time, we conducted a round of telephone calls to local SNAP offices and key community organizations in each site near the end of the demonstration in each state. These calls confirmed that, while there were minor changes in several sites, none was substantial enough to discount the utility of the comparisons for the analysis of program effects. In the state chapters, however, we identify where SNAP participation trends in the pilot and comparison sites before the demonstration suggest caution in attributing changes in participation during the demonstration to the pilot activities.

2. Analysis of Program Effects

Administrative data from state application, eligibility, and benefit determination systems supported the analysis of effects on SNAP applications and participation. States submitted monthly or bimonthly data files to Mathematica through the end of the demonstration period.[8] In most states, the first data file available for the evaluation reflected applications processed and SNAP participation in July 2009. The first data file available for Pennsylvania and Wisconsin contained data from May 2009. We used the administrative data to estimate how changes in SNAP applications and participation in the demonstration pilot sites compared with changes in the comparison sites.

Before generating estimates of effects, it was first necessary to specify the target group in each state because there are several ways to define elderly and working poor households. Because none of the states serving the elderly limited their efforts to households containing only elderly members, in

[8] Washington and Michigan submitted bimonthly data files in odd-numbered months (January, March, and so on). All other states submitted monthly data files.

the main body of the report we present results for all households containing an elderly member (defined as age 60 or older). For comparison, Appendix B presents results for the more narrowly defined group of households containing only elderly members. Findings are consistent across both definitions.

A literal definition of working poor households is households containing people who are currently employed but have earnings below poverty or a similar threshold. However, high movement in and out of jobs makes this a very dynamic group. Another way to define the working poor is low-income individuals who are in the labor market or who are able to be in the labor market (because they are able-bodied and of working age), and households in which at least one member meets this definition are our focus in the main body of the report. This approach is most consistent with how the three states serving working poor households targeted their outreach. Specifically, we define as working poor any individual who is between the ages of 18 and 59 and meets at least one of the following conditions:[9]

1. Is not receiving income from SSI, SSDI, or other Social Security benefits[10]
2. Has positive total gross earned income for the month
3. Has positive total gross earned income for the last payment period
4. Has positive usual hours worked
5. Has positive number of hours worked in last payment period
6. Has positive current weekly hours
7. Is currently looking for work
8. Is currently attending a job search training program

For comparison, Appendix B presents results for the more narrowly defined group of low-income households that include at least one individual who is of working age and has evidence of job (either positive earned income or hours worked). Findings are consistent across both definitions.

a. Unadjusted Effects on SNAP Applications

For analysis purposes, SNAP applicants in each month were defined as any household that had an eligibility determination date within the month and was not on the caseload in the prior month. The latter stipulation was intended to exclude recertifications from the analysis.

[9] The Wisconsin data on *applicants* did not include variables related to employment, earnings, or /SSI/SSDI/other Social Security benefits, so all individuals between the ages of 18 and 59 are considered working poor. The Wisconsin demonstration did not specifically target folks based upon employment-related characteristics, so the population of applicants defined in the data is similar to the population actually served through the demonstration.

[10] In the Wisconsin data on *participants*, this variable includes only SSI. In each state, the administrative data submitted to Mathematica did not enable us to distinguish individuals receiving survivor benefits (i.e., widows and widowers with children) from those receiving other benefits. Thus, individuals receiving survivor benefits do not meet our definition of working poor. Similarly, to the extent the variable on which we are relying captures adults who are receiving disability benefits on behalf of children, those adults also do not meet our definition of working poor.

Table A.3. Similarity Index Scores and Characteristics of Comparison Sites in States Targeting the Elderly

County	Similarity Index	HHs with Elderly Members (age 60+)	HHs with Elderly Members (age 60+) Participating in SNAP (Number)	HHs with Elderly Members (age 60+) Participating in SNAP (Percent)	Individuals Who Are White Only (Percent)	Individuals Age 65+ (Percent)	Poverty Rate Among Individuals Age 65+	Individuals with High School Education+ (Percent)	Average Change in SNAP Caseload over Past Six Months (Percent)[a]
MI									
Hillsdale*	--	6,379	354	5.5	97.4	14.8	8.5	85.8	34.3
Tuscola	5	7,499	452	6.0	95.2	14.4	8.8	84.6	29.4
Jackson*	--	19,450	1,268	6.5	88.0	13.0	7.4	88.1	26.1
Sanilac	8	21,096	1,589	7.5	94.5	13.1	6.1	87.2	21.6
Lenawee*	--	12,610	595	4.7	92.0	13.6	8.3	86.7	33.3
Allegan	6	11,807	695	5.9	92.1	11.7	7.1	87.3	31.1
OH									
Lucas*	--	54,443	4,123	7.6	76.3	12.7	8.1	86.6	1.7
Montgomery	7	72,344	4,274	5.9	75.6	14.7	7.6	87.5	2.1
PA									
Philadelphia*	--	180,667	24,147	13.4	42.5	12.9	18.6	78.5	1.4
Allegheny	52	187,643	9,778	5.2	82.7	16.9	9.0	91.3	1.4

Note: HHs = households; * indicates pilot site.

[a]In MI, average change in the SNAP caseload is calculated over a one-year period (from Oct. 2008 to Oct. 2009) because the state was unable to provide month-by-month data.

Table A.4. Similarity Index Scores and Characteristics of Comparison Sites in States Targeting the Working Poor

County	Similarity Index	Total HHs (Number)	HHs Receiving SNAP (Percent)	Families with Workers Receiving SNAP (Percent)	Employment Ratio	Individuals Who Are Noncitizens[a] (Percent)	Poverty Rate Among Individuals	HHs with a Single Mother (Percent)	Average Change in SNAP Caseload over Past Six Months (Percent)
MA									
Chelsea City*	--	11,872	12.8	8.6	66.7	56.1	20.0	14.0	2.3
Lawrence City	24	24,304	20.8	18.1	63.5	60.8	26.7	23.2	2.1
Worcester City*	--	64,929	13.7	11.9	67.4	19.3	17.5	12.5	2.2
Lowell City	7	36,463	15.0	12.1	69.4	15.9	17.5	12.5	2.8
WA									
Kittitas*	--	15,726	8.4	7.8	64.7	3.3	21.8	4.6	1.5
Stevens	22	15,726[b]	11.5	8.9	60.3	1.0	14.8	7.0	2.6
Island*	--	31,358	5.9	6.3	56.5	2.5	8.6	6.8	2.5
Kitsap	12	91,878	7.7	6.2	64.0	2.2	9.2	6.9	2.3
Mason*	--	19,393	6.1	7.2	59.8	2.5	12.8	5.8	1.8
Kitsap	14	91,878	7.7	6.2	64.0	2.2	9.2	6.9	2.3
Clark*	--	150,973	7.9	7.0	71.3	5.7	9.9	7.9	2.3
Whatcom	12	75,164	7.2	6.2	69.6	6.1	15.2	7.1	1.7
WI									
Dane*	--	187,872	4.4	4.8	78.2	4.4	10.9	5.7	1.3
Brown	14	95,922	5.2	4.4	77.0	3.2	10.0	8.4	1.5
Green*	--	14,316	6.4	6.4	80.8	1.2	7.0	5.8	1.7
Calumet	6	17,385	5.5	5.6	81.3	1.5	6.5	5.6	0.9
Rock*	--	62,597	8.0	7.3	73.4	3.1	11.2	8.6	1.6
Marinette	14	18,530	7.9	7.3	73.3	0.8	13.1	6.6	1.0

Note: HHs = households; * indicates pilot site.

[a] In MA, this component is the percentage of individuals who are Hispanic or Latino. It is given double weight in the index, given the demonstration's focus in MA on the Latino working poor.

[b] The number of households in Stevens is exactly the same as in Kittitas.

To measure changes in SNAP applications over time, we averaged the number of applications processed over several months before the first application associated with the demonstration was submitted (the pre-demonstration period) and over several months after that point (the operational period). Within each state, we averaged the same number of months in the pre-demonstration and operational periods, but the number of months varied by state according to the availability of data. In each state, we averaged the maximum number of months possible. If more months of data were available in the operational period than in the pre-demonstration period, we selected for the operational period a block of consecutive months in which demonstration activities were most likely to increase applications, based on our analysis of site visit data. If more months of data were available in the pre-demonstration period than in the operational period, we selected for the pre-demonstration period the block of consecutive months immediately prior to the month in which the first application associated with the demonstration was submitted. Specific pre-demonstration and operational periods by state are presented in Table A.5.

Table A.5. Pre-Demonstration and Operational Periods in the Analysis of Unadjusted Effects on SNAP Applications

State	Pre-Demonstration Period	Operational Period
States Targeting the Working Poor		
MA	August 2009 – October 2009	April 2011 – June 2011
WA	January 2010 – September 2010	November 2011 – July 2012
WI	July 2009 – November 2009	May 2012 – September 2012
States Targeting the Elderly		
OH	August 2009 – February 2010	March 2012 – September 2012
PA	June 2009 – May 2010	August 2010 – July 2011

Note The SNAP administrative data we received from Michigan do not contain variables that enable us to examine whether the demonstration had any effects on applications. Washington did not fully implement all components of its demonstration until October 2011. Thus, we considered only data from November 2011 forward to be available for the operational period. We considered the month in which the first application associated with the demonstration was submitted (October 2010) to be the month after the first kiosks were placed at Washington community agencies (in September 2010).

Our base model estimates effects in each state by calculating the difference between the percentage change in the average outcome in the demonstration site(s) and the percentage change in the average outcome in the comparison site(s), where the average of the outcome is calculated over several months, as given by equation (1).[11] In this equation, *J* represents the number of demonstration sites in the state, *K* represents the number of comparison sites in the state, *N* represents the number of months over which the outcomes are averaged, $y^{j}_{n_{pre}}$ denotes the outcome measure for demonstration site *j* in the pre-demonstration period month n_{pre}, $y^{j}_{n_{post}}$ denotes the outcome measure for demonstration site *j* in the operational period month n_{post}, $y^{k}_{n_{pre}}$ denotes the

[11] Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

outcome measure for comparison site k in the pre-demonstration period month n_{pre}, and $y^k_{n_{post}}$ denotes the outcome measure for comparison site k in the operational period month n_{post}:

$$(1) \quad \left(\frac{\sum_{j=1}^{J}\left[\frac{1}{N}\sum_{n_{post}=1}^{N} y^j_{n_{post}}\right] - \sum_{j=1}^{J}\left[\frac{1}{N}\sum_{n_{pre}=1}^{N} y^j_{n_{pre}}\right]}{\sum_{j=1}^{J}\left[\frac{1}{N}\sum_{n_{pre}=1}^{N} y^j_{n_{pre}}\right]} \right) - \left(\frac{\sum_{k=1}^{K}\left[\frac{1}{N}\sum_{n_{post}=1}^{N} y^k_{n_{post}}\right] - \sum_{k=1}^{K}\left[\frac{1}{N}\sum_{n_{pre}=1}^{N} y^k_{n_{pre}}\right]}{\sum_{k=1}^{K}\left[\frac{1}{N}\sum_{n_{pre}=1}^{N} y^k_{n_{pre}}\right]} \right)$$

In all states, we began by comparing each individual demonstration site to its chosen comparison site, using the site pairings shown in Tables A.3 and A.4. In this case, *J* and *K* both equal one, and the equation above reduces to a simple comparison of the percentage change in the average outcome in the demonstration site to the percentage change in the average outcome in the comparison site. We then re-estimated equation (1) using all demonstration and comparison sites in a particular state. For example, in Washington, we treated Island, Mason, Kittitas, and Clark counties as a single large demonstration site, and compared percentage changes in average outcomes in that site to percentage changes in average outcomes in the three comparison counties combined (Kitsap, Stevens, and Whatcom).

b. Unadjusted Effects on SNAP Participation

For analysis purposes, participants in each month were defined as any household with a positive benefit amount for the month *or* an active/open status (even if benefits were zero or missing) *or* certification start and end dates that indicated the case was active if a case status variable was not available. The latter stipulations ensured that households with short (for instance, one-month) gaps in benefit receipt were considered to be participants, since the lack of benefit was likely due to administrative errors or reconciliation of previous overpayments to the household. However, we considered households that received zero benefits in all months of available data to be nonparticipants and excluded them from the analysis.[12]

To measure changes in SNAP participation over time, we selected one point before demonstration activities began (the pre-demonstration period) and three points after demonstration activities were underway (the operational periods).[13] For each state, we used the month immediately before the first application associated with the demonstration was submitted as the pre-demonstration period. Generally, we defined the first two operational periods as 6 months and 12 months after the first application associated with the demonstration program was submitted (7 and

[12] Prior to July 2012, children in SNAP households certified as eligible for zero benefits may have been deemed categorically eligible for free meals through the National School Lunch Program (NSLP). It is possible that households that received zero benefits in all months of available data were coded as such for the purpose of direct certification for the NSLP.

[13] Our approach to estimating effects on participation differed from our approach to estimating effects on applications because an increase in the number of participants in one month should be sustained over time, while an increase in the number of applications in one month might not. Thus, to analyze effects on participation, we compared two points in time, but to analyze effects on applications, we compared the averages of two multimonth periods. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

13 months in Michigan because we did not have data for the 6- and 12-month periods; Michigan submitted bimonthly rather than monthly files to Mathematica). For Washington, we defined the first operational period as 7 months after the first application associated with the demonstration was submitted (like Michigan, Washington submitted bimonthly files to Mathematica) and the second operational period as 7 months after the state fully implemented the demonstration. The last operational period is defined as the month before the pilot program ended in each state, and thus the time between the pre-demonstration period and last operational period varies by state. Specific pre-demonstration and operational periods by state are presented in Table A.6.

Table A.6. Pre-Demonstration and Operational Periods in the Analysis of Unadjusted Effects on SNAP Participation

State	Pre-Demonstration Period	Operational Period 1	Operational Period 2	Operational Period 3	Pre-Demonstration to Operational Period 3
States Targeting the Working Poor					
MA	October 2009	May 2010	November 2010	August 2011	22 months
WA[a]	September 2010	May 2011	May 2012	July 2012	22 months
WI	November 2009	June 2010	December 2010	November 2012	36 months
States Targeting the Elderly					
MI	March 2010	November 2010	May 2011	November 2012	32 months
OH	February 2010	September 2010	March 2011	August 2012	30 months
PA	May 2010	December 2010	June 2011	November 2011	18 months

[a] In Washington, we considered the month which the first application was submitted through the demonstration to be October 2010 (the first kiosks were placed at the end of September 2010). But, the state did not begin contracts with community partners for outreach and application assistance and use of a mobile computer lab as a roving kiosk until October 2011. The last operational period in Washington is defined as two months before the pilot program ended because Washington submitted bimonthly rather than monthly files to Mathematica.

Our base model estimates effects in each state by calculating the difference between the percentage change in the outcome in the demonstration site(s) and the percentage change in the outcome in the comparison site(s), as given by equation (2), in which *J* represents the number of demonstration sites in the state, *K* represents the number of comparison sites in the state, y^j_{pre} denotes the outcome measure for demonstration site *j* in the pre-demonstration period, y^j_{post} denotes the outcome measure for demonstration site *j* in the operational period, y^k_{pre} denotes the outcome measure for comparison site *k* in the pre-demonstration period, and y^k_{post} denotes the outcome measure for comparison site *k* in the operational period:

$$(2) \quad \left(\frac{\sum_{j=1}^{J} y^j_{post} - \sum_{j=1}^{J} y^j_{pre}}{\sum_{j=1}^{J} y^j_{pre}} \right) - \left(\frac{\sum_{k=1}^{K} y^k_{post} - \sum_{k=1}^{K} y^k_{pre}}{\sum_{k=1}^{K} y^k_{pre}} \right)$$

In all states, we began by comparing each individual demonstration site to its chosen comparison site, using the site pairings shown in Tables A.2 and A.3. In this case, *J* and *K* both equal

one, and the equation above reduces to a simple comparison of the percentage change in the outcome in the demonstration site to the percentage change in the outcome in the comparison site. We then re-estimated equation (2) using all demonstration and comparison sites in a particular state. For example, in Washington, we treated Island, Mason, Kittitas, and Clark counties as a single large demonstration site, and compared percentage changes in outcomes in that site to percentage changes in outcomes in the three comparison counties combined (Kitsap, Stevens, and Whatcom).

c. Alternative Estimates of Effects

With a double difference approach, we cannot be certain that differences other than the demonstration explain any different outcomes between the pilot and comparison sites. If trends in the comparison sites do not accurately reflect what would have occurred in the demonstration sites in the absence of the pilot, the estimates using equations (1) and (2) will have error associated with them. We can never observe the counterfactual, and therefore cannot determine the magnitude or the direction of this error. However, we can build confidence in our estimates if they are similar to estimates derived from alternative strategies. Therefore, we employed two additional estimation approaches for the analysis of both SNAP applications and SNAP participation in all states:

1. We estimated the effects of the demonstration in each pilot site relative to the balance of the state (defined as all counties/cities except the pilot site), using equations (1) and (2). Findings are more credible if they are not sensitive to the choice of comparison sites because they are less likely to be due to particular events in those sites.
2. We calculated regression-adjusted effect estimates.

The regression approach compares patterns in the pilot sites to patterns in all other counties in the state while controlling for observable county characteristics that may be correlated with changes in the outcomes of interest. The regression approach still uses a comparison group to derive the effect estimate, so regression-adjusted estimates are still subject to error. The magnitude and direction of the error cannot be determined, so it cannot be assumed that the regression-adjusted estimates are more precise estimates of the effect of the demonstration. However, if the regression-adjusted effects suggest a similar conclusion as the conclusion derived from the unadjusted effects presented earlier, then our confidence in those conclusions is increased.

The variables that we considered for inclusion in the regression models are: (1) the outcome variable measured for the non-elderly or non-working poor population[14] because it may capture county-specific factors influencing SNAP application and participation patterns in general; (2) the average month-to-month percentage change in the outcome variable during the pre-demonstration period,[15] to control for pre-demonstration period differences between pilot and comparison sites with regard to the outcome trend; and (3) the baseline characteristics from the ACS, which were used to determine similarity in selecting the comparison site for each pilot site. Below, we describe the method we used to select which of these variables to include in each regression. In addition to these selected variables, we included in the model a variable indicating which sites were pilot sites.

[14] For example, when the outcome variable is the percentage change in the number of working poor SNAP cases, this explanatory variable equals the percentage change in the number of non-working poor SNAP cases, measured using the same pre-demonstration and operational periods as the outcome variable.

[15] Here, the pre-period is defined as May, June, July, or August 2009 (it differs by state and outcome) through one month before the first application associated with the pilot program was submitted.

Formally, the regression model is:

$$(3) \quad q_i = \left(\frac{y^i_{post} - y^i_{pre}}{y^i_{pre}} \right) = \alpha + \beta d_i + \gamma \left(\frac{x^i_{post} - x^i_{pre}}{x^i_{pre}} \right) + \delta M_i + \varphi S_i + \varepsilon_i$$

where q_i is the percentage change in the outcome of interest (such as number of applicants or number of participants) in site *i* between the pre-demonstration and operational periods; y^i_{pre} is the outcome in site *i* in the pre-demonstration period; y^i_{post} is the outcome in site *i* in the operational period; $\alpha, \beta, \gamma, \delta,$ and φ are parameters to be estimated; d_i is an indicator that equals one for all pilot sites and 0 for all comparison sites; x^i_{pre} is the outcome for the non-target population (such as non-elderly or non-working poor) in site *i* in the pre-demonstration period; x^i_{post} is the outcome for the non-target population in site *i* in the operational period; M_i is the average month-to-month percentage change in the outcome variable during the pre-period; S_i is an array of the baseline site characteristics listed in Table A.2; and ε_i is an error term. The coefficient β represents the degree to which the percentage change in the outcome is different for pilot sites, after controlling for other factors: the regression-adjusted effect of the demonstrations.

Table A.7 shows which explanatory variables were included in each regression model. The variables included are those that differ the most across the pilot and comparison sites (because identifying the effect of the pilot program requires that we control for other differences across sites); explain the most variation in the outcome variable (that is, have a higher correlation with the outcome variable); and are not highly correlated with other variables in the regression (because including two or more variables highly correlated with each other can reduce precision—that is, reduce the model's chance of finding an effect).

Table A.7. Explanatory Variables Included in Regression Models for States Targeting Elderly

Variable	Regressions for Number of Applications Processed			Regressions for Number of SNAP Cases		
	MI	**OH**	**PA**	**MI**	**OH**	**PA**
Outcome variable for the non-elderly[a]	n.a.[b]	Yes	Yes	Yes	Yes	Yes
Average month-to-month percentage change in the outcome variable during the pre-period[c]	n.a.[b]	Yes	Yes	No	Yes	No
Average month-to-month percentage change in SNAP caseload, from administrative data	n.a.[b]	Yes	Yes	Yes	Yes	Yes
Number of SNAP households with elderly members, from ACS estimates	n.a.[b]	Yes	Yes	Yes	Yes	Yes
Percentage of elderly households that receive SNAP, from ACS estimates	n.a.[b]	Yes	Yes	Yes	Yes	Yes
Percentage of individuals age 65+, from ACS estimates	n.a.[b]	Yes	Yes	Yes	Yes	Yes
Poverty rate among individuals age 65+, from ACS estimates	n.a.[b]	No	Yes	Yes	Yes	Yes
Percentage of individuals with a high school education or greater, from ACS estimates	n.a.[b]	No	Yes	Yes	Yes	No

Table 7 *(continued)*

[a] For example, when the outcome variable is the percentage change in the average monthly number of applications processed from elderly or working poor households, this explanatory variable equals the percentage change in the average monthly number of applications processed from non-elderly or non-working poor households, measured using the same pre-demonstration and operational periods as the outcome variable.

[b] Michigan administrative data do not contain variables necessary for examining demonstration effects on applications.

[c] May, June, July, or August 2009 (differs by state and outcome) through one month before the first pilot application.

n.a. = not applicable

Table A.8. Explanatory Variables Included in Regression Models for States Targeting Working Poor

Variable	Regressions for Number of Applications Processed				Regressions for Number of SNAP Cases			
	MA Working Poor	**MA Latino Working Poor**	**WA**	**WI**	**MA Working Poor**	**MA Latino Working Poor**	**WA**	**WI**
Outcome variable for the non-working poor[a]	Yes	Yes[c]	Yes	Yes	Yes	Yes[d]	Yes	Yes
Average month-to-month percentage change in the outcome variable during the pre-period[b]	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Average month-to-month percentage change in SNAP caseload, from administrative data	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Employment ratio from ACS estimates	No	No	No	No	No	No	Yes	Yes
Percentage of families with workers that receive SNAP, from ACS estimates	No	No	No	Yes	No	No	No	Yes
Percentage of households receiving SNAP, from ACS estimates	Yes	Yes	Yes	No	Yes	Yes	Yes	No
Percentage of households containing a single mother, from ACS estimates	No	No	Yes	Yes	No	No	Yes	Yes
Percentage of individuals who are noncitizens, from ACS estimates	n.a.[d]	n.a.[d]	Yes	No	n.a.[d]	n.a.[d]	Yes	No
Percentage of individuals who are Hispanic or Latino, from ACS estimates	Yes	Yes	n.a.[d]	n.a.[d]	Yes	Yes	n.a.[d]	n.a.[d]
Poverty rate among all individuals, from ACS estimates	No	No	Yes	No	No	No	Yes	Yes
Total number of households, from ACS estimates	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes

[a] For example, when the outcome variable is the percentage change in the average monthly number of applications processed from elderly or working poor households, this explanatory variable equals the percentage change in the average monthly number of applications processed from non-elderly or non-working poor households, measured using the same pre-demonstration and operational periods as the outcome variable.

[b] May, June, July, or August 2009 (differs by state and outcome) through one month before the first pilot application.

[c] Two different models were estimated in MA, one for working poor and one for Latino working poor. The model for Latino working poor includes an explanatory variable that equals the outcome for Latino non-working poor.

[d] Because the Massachusetts demonstration focused on Latinos, the percentage of individuals who are Latino replaced the percentage of individuals who are noncitizens as one of the potential variables to include in the Massachusetts regressions (these two variables are highly correlated, so it was not possible to include both).

n.a. = not applicable

To build further confidence in our effect estimates, in some states we examined whether effects on SNAP applications and participation differed over time. We conducted this analysis only when effects on applications differed from effects on participation, to determine whether the effects were sensitive to the specific operational periods selected for each analysis. While the main regression analysis of applications examined averages of application counts across several pre-demonstration and operational months, and the analysis of participation examined three specific operational periods (for example, 6, 12, and 18 months after the first application associated with the pilot program was submitted), in this alternative analysis, we used all months of administrative data and

regression procedures to produce one effect estimate for each operational month. Specifically, we regressed the outcome (either the number of applications processed or the number of SNAP cases), measured for each site in each time period, on an indicator that equaled one for operational periods in the pilot site and 0 otherwise (pre-demonstration periods in the pilot site, and pre-demonstration and operational periods in the comparison site) and on other explanatory variables (similar to those used in the main regression analysis).

d. Subgroup Analyses of Program Effects

Some of the interventions may have affected subgroups differently. In states serving the elderly, for instance, there may be reason to believe that the interventions might have affected different age subgroups within this target population differently. An approach intended to help people apply for SNAP without ever leaving their homes or eliminate the need to go into a SNAP office might be more beneficial for older than younger elderly, as mobility and transportation challenges may increase with age. A finding of this nature would be policy relevant. To examine differential effects by age in states serving the elderly, we conducted analyses for the following subgroups: (1) households with at least one member age 75 or older (older household), (2) household with no elderly members age 65 or older (younger household), and (3) all other elderly households. We present results in Appendix C.

With the exception of Massachusetts, which focused its efforts on Latinos, there is less reason to believe that the interventions in states targeting the working poor may have affected different subgroups differently. For instance, demonstration efforts in Massachusetts, Washington, and Wisconsin were occurring at locations where the interventions would be equally likely to touch families and singles, steady workers and sporadic workers, individuals of various races and ethnicities, and so forth. In addition, the application data from these three states were insufficient to analyze outcomes by the defining characteristic for this target population: employment and earnings status at the time of application. Thus, the only subgroup analyses we conducted in working poor states was for Massachusetts, where we estimated effects for all households and separately for Latino households. We present these results in Chapter V.

C. Analysis of Program Costs

Each state was awarded a grant of the same size from FNS, and most supplemented the grant with other funds and in-kind resources. To assess what it actually cost to implement and operate the demonstrations over the course of the grant period, we collected data primarily from interviews with staff from all organizations involved directly or indirectly with the demonstration, supplemented by any documents used by sites to track their costs.[16] We collected data on labor and other direct costs. Respondents provided estimates of demonstration-related labor hours, consulting time sheets when possible and providing supplementary information to assist us in disaggregating labor hours into specific demonstration program functions and estimating unrecorded time spent on various components. We translated investments of time into dollar terms, using the actual salary and fringe ranges for relevant staff, or the midpoint of the relevant job categories when actual rates were unavailable.[17] Respondents also provided data on other direct costs that supported the demonstrations, consulting accounting records (including invoices, receipts, or contracts) as much as possible. Examples of costs include travel; purchased equipment; office computers, communications, and support; and vendor or partner payments.

Our goal was to estimate the administrative costs of implementing and operating the demonstration. Thus, we did not include the cost of any SNAP benefits paid to participants who entered the caseload because of the demonstration. We also excluded the following types of costs from our estimates:

- **Early program design costs** that preceded the grant award.
- **Pre-existing infrastructure or tools** such as call centers or online applications that were developed with resources in existence prior to grant award. We excluded these costs first because obtaining complete and accurate data would have been difficult, given that sites developed most of the infrastructure and tools in the relatively distant past, and second because sites developed them for purposes unrelated to the demonstration and would have incurred the related administrative costs despite the demonstration. We did, however, estimate the portion of ongoing administrative costs related to call centers that could be attributed to the demonstration and the costs associated with modifying existing tools to accommodate the demonstration.
- **Demonstration-related labor costs within the SNAP agency.** Our interviews suggested that, on average in all states, there were likely no meaningful differences in application processing time between demonstration and non-demonstration cases strictly because of application quality. In two states, the demonstrations changed the way

[16] We interviewed state administrators in pilot sites and determined that administrative cost record data were either not available at all or of limited value for analysis. For instance, some states conducted random moment time sampling to estimate SNAP program administrative costs but did not collect data that could be disaggregated by county level or by SNAP program function for our analysis. Some states and subcontractors used time sheets to track labor hours, but the hours were not recorded in sufficient detail to enable disaggregation into specific demonstration program functions. The data that state grantees provided in quarterly Federal Financial Report they submit to FNS were not sufficiently disaggregated to be useful for our analyses. Moreover, they did not contain information on costs incurred by community partners or other entities that are not direct parties to the state's contract with FNS.

[17] Labor estimates exclude indirect and overhead costs (such as office space) because of difficulties in measuring these costs consistently across sites. However, they are included for some states as separate line items.

applications submitted through them were processed. The Pennsylvania and Michigan demonstrations waived the SNAP merit employee application interview, and the Pennsylvania demonstration also eliminated some verification requirements. In the report chapters specific to these states, we discuss the implications of these changes and the potential efficiencies they created for SNAP staff.

- **Costs specifically related to participation in the evaluation** (for instance, labor hours spent providing administrative data for our analysis, participating in site visits, etc.). We did, however, include all other costs associated with grant management and oversight, including reporting to FNS and participating in grantee meetings in Washington, DC.
- **Extremely small costs**, such as installing an electrical outlet to host a kiosk in Washington or allowing pilot staff to use photocopiers and office space in Massachusetts.

In the body of this report, we present for each state the administrative costs of the demonstration overall and those attributed to each organization involved and to each key program component. We also present one-time and ongoing costs for most states. One-time costs are generally start-up expenses necessary to begin serving clients or implement a program component. They generally include activities such as establishing inter-agency partnerships, hiring and training staff, purchasing equipment, and designing and initially producing outreach and other material. Ongoing costs reflect the recurring expenses needed to keep the demonstration operating. In Appendix D, we present more detailed breakdowns by program activity and distinguish labor costs and other direct costs. We also estimates costs supported with other resources, such as in-kind contributions, volunteer time, or agencies' internal investments of time.

APPENDIX B

COMPENDIUM OF RESULTS FROM ANALYSIS OF PROGRAM EFFECTS

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A. MICHIGAN

Table B.1. Regression Results: Change in Elderly SNAP Participation in Michigan (Main Definition of Elderly Population)

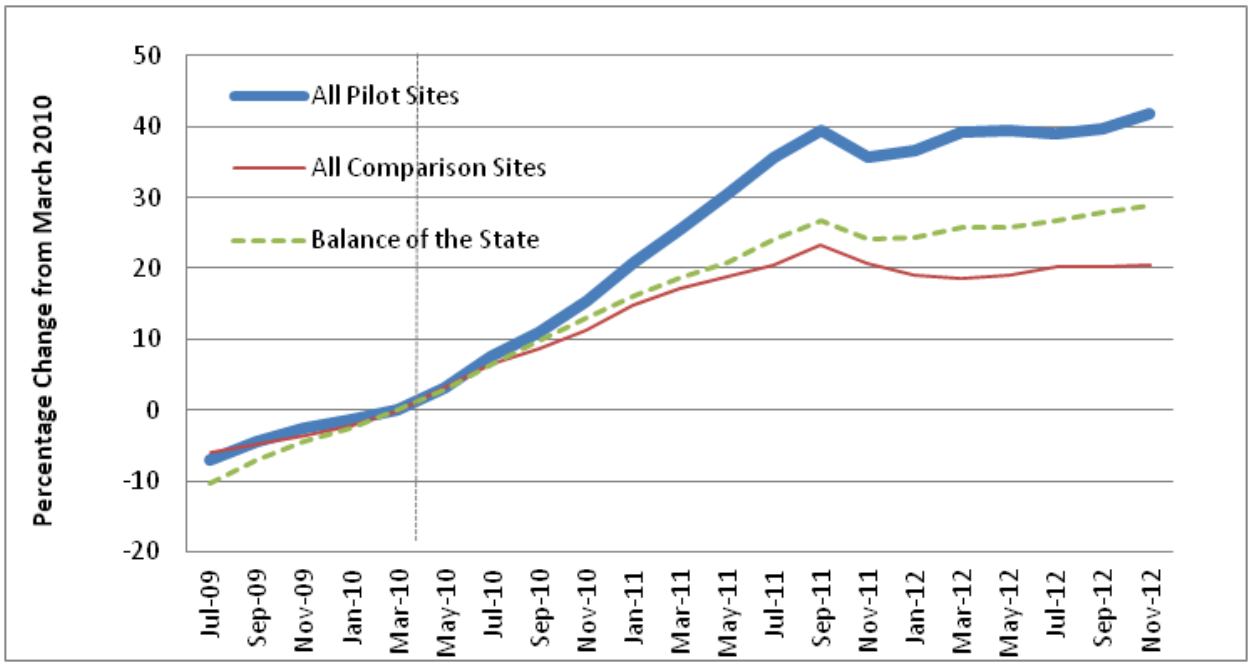
	Number of Months After First Application Submitted		
	7	13	31
Unadjusted effect in percentage points	0.024	0.100 *	0.171 *
Regression-adjusted effect in percentage points	0.029	0.107 *	0.166 *
Intercept	-0.365	-0.502	-0.447
	(0.198)	(0.262)	(0.411)
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	0.029	0.107 *	0.166 *
	(0.021)	(0.029)	(0.044)
Change in number of **non-elderly** SNAP cases, measured using the same pre-demonstration and operational periods as the outcome variable	0.004	0.138	0.214 *
	(0.127)	(0.079)	(0.100)
Average month-to-month percentage change in SNAP caseload, from administrative data	0.000	0.001	0.000
	(0.000)	(0.000)	(0.001)
Number of SNAP households with elderly members, from 2006–2008 ACS three-year estimates	0.000	0.000	0.000 *
	(0.000)	(0.000)	(0.000)
Percentage of elderly households that receive SNAP, from 2006–2008 ACS three-year estimates	-0.001	-0.004	-0.002
	(0.003)	(0.005)	(0.007)
Percentage of individuals age 65+, from 2006–2008 ACS three-year estimates	-0.002	-0.003	-0.004
	(0.002)	(0.002)	(0.003)
Poverty rate among individuals age 65+, from 2006–2008 ACS three-year estimates	-0.001	-0.001	-0.006
	(0.003)	(0.004)	(0.006)
Percentage of individuals with a high school education or greater, from 2006–2008 ACS three-year estimates	0.006 *	0.009 *	0.009 *
	(0.002)	(0.003)	(0.004)
N (counties)	64	64	64
R-square	0.3519	0.4908	0.4499

Source: Mathematica analysis of Michigan Department of Human Services data.

Notes: Standard errors in parentheses. Effects are calculated at 7 and 13 months, rather than 6 and 12 months, because Michigan provided bimonthly rather than monthly data. See Chapter II for regression equations and a description of the methods used to select explanatory variables for each regression. The regression is at the county level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the number of elderly SNAP cases. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

*Significantly different from zero at the .05 level, two-tailed test.

Figure B.1. Elderly SNAP Participation in Michigan Pilot and Comparison Sites Relative to March 2010 (Main Definition of Elderly Population)



Source: Mathematica analysis of Michigan Department of Human Services data.

Notes: The dashed vertical line indicates when the first application associated with the demonstration was submitted. "Balance of the state" represents all counties other than the pilot counties.

Table B.2. Unadjusted Effects on SNAP Participation in Michigan (Alternative Definition of Elderly Population)

	Hillsdale vs. Tuscola	Lenawee vs. Allegan	Jackson vs. Sanilac	All Pilots vs. All Comparisons
7 Month Effects				
Pilot County				
Pre-demonstration	395	670	1,228	2,293
Operational	450	775	1,435	2,660
Percentage change (a)	13.9	15.7	16.9	16.0
Comparison County				
Pre-demonstration	450	706	525	1,681
Operational	493	807	583	1,883
Percentage change (b)	9.6	14.3	11.1	12.0
Unadjusted effect in percentage points (a-b)	4.4	1.4	5.8	4.0
Balance of the State[a]				
Pre-demonstration	93,849	93,574	93,016	91,951
Operational	105,807	105,482	104,822	103,597
Percentage change (c)	12.7	12.7	12.7	12.7
Unadjusted effect in percentage points (a-c)	1.2	3.0	4.2	3.3
Adjusted effect in percentage points	n.a.	n.a.	n.a.	3.9
13 Month Effects				
Pilot County				
Pre-demonstration	395	670	1,228	2,293
Operational	513	878	1,622	3,013
Percentage change (a)	29.9	31.0	32.1	31.4
Comparison County				
Pre-demonstration	450	706	525	1,681
Operational	549	864	604	2,017
Percentage change (b)	22.0	22.4	15.1	20.0
Unadjusted effect in percentage points (a-b)	7.9	8.7	17.0	11.4
Balance of the State[a]				
Pre-demonstration	93,849	93,574	93,016	91,951
Operational	113,515	113,150	112,406	111,015
Percentage change (c)	21.0	20.9	20.9	20.7
Unadjusted effect in percentage points (a-c)	8.9	10.1	11.2	10.7
Adjusted effect in percentage points	n.a.	n.a.	n.a.	12.0*
31 Month Effects				
Pilot County				
Pre-demonstration	395	670	1,228	2,293
Operational	538	998	1,804	3,340
Percentage change (a)	36.2	49.0	46.9	45.7
Comparison County				
Pre-demonstration	450	706	525	1,681
Operational	567	897	627	2,091
Percentage change (b)	26.0	27.1	19.4	24.4
Unadjusted effect in percentage points (a-b)	10.2	21.9	27.5	21.3
Balance of the State[a]				
Pre-demonstration	93,849	93,574	93,016	91,951
Operational	122,791	122,331	121,525	119,989
Percentage change (c)	30.8	30.7	30.7	30.5
Unadjusted effect in percentage points (a-c)	5.4	18.2	16.3	15.2
Adjusted effect in percentage points	n.a.	n.a.	n.a.	18.1*

Source: Mathematica analysis of Michigan Department of Human Services data.

Note: Effects are calculated at 7 and 13 months rather than 6 and 12 because Michigan provided bi-monthly rather than monthly data. Numbers shown in the percentage change rows (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demonstration period and operational period rows due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot counties.

n.a. = not applicable

*Significantly different from zero at the .05 level, two-tailed test.

Table B.3. Regression Results: Change in Elderly SNAP Participation in Michigan (Alternative Definition of Elderly Population)

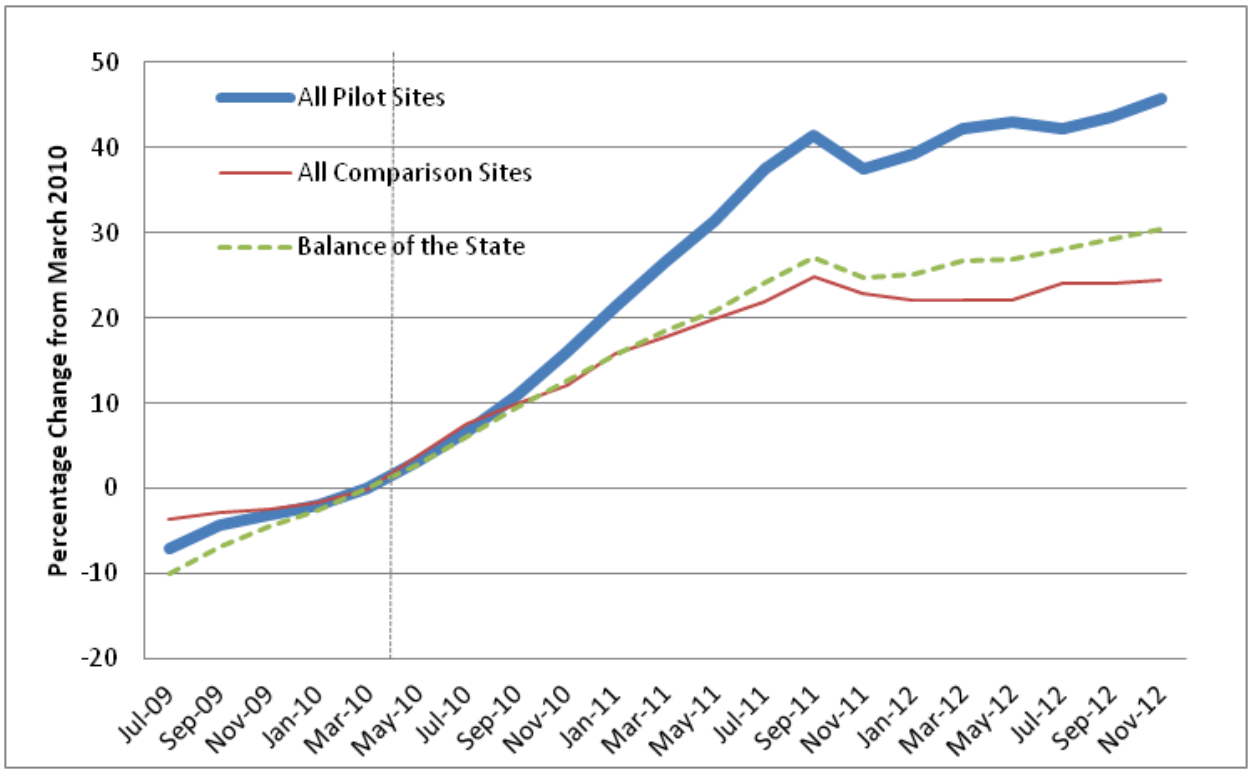
	Number of Months After First Application Submitted		
	7	13	31
Unadjusted effect in percentage points	0.034	0.114 *	0.189 *
Regression-adjusted effect in percentage points	0.039	0.120 *	0.181 *
Intercept	-0.267 (0.230)	-0.391 (0.298)	-0.243 (0.425)
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	0.039 (0.024)	0.120 * (0.033)	0.181 * (0.046)
Change in number of **non-elderly** SNAP cases, measured using the same pre-demonstration and operational periods as the outcome variable	-0.027 (0.150)	0.156 (0.091)	0.237 * (0.104)
Average month-to-month percentage change in SNAP caseload, from administrative data	0.000 (0.000)	0.001 (0.001)	0.000 (0.001)
Number of SNAP households with elderly members, from 2006–2008 ACS three-year estimates	0.000 (0.000)	0.000 (0.000)	0.000 (0.000)
Percentage of elderly households that receive SNAP, from 2006–2008 ACS three-year estimates	-0.003 (0.004)	-0.002 (0.005)	-0.003 (0.007)
Percentage of individuals age 65+, from 2006–2008 ACS three-year estimates	-0.003 (0.002)	-0.005 * (0.002)	-0.005 (0.003)
Poverty rate among individuals age 65+, from 2006–2008 ACS three-year estimates	-0.002 (0.003)	-0.003 (0.004)	-0.009 (0.006)
Percentage of individuals with a high school education or greater, from 2006-2008 ACS three-year estimates	0.005 * (0.002)	0.008 * (0.003)	0.007 (0.004)
N (counties)	64	64	64
R-square	0.2864	0.4553	0.4671

Source: Mathematica analysis of Michigan Department of Human Services data.

Notes: Standard errors in parentheses. Effects are calculated at 7 and 13 months, rather than 6 and 12 because Michigan provided bi-monthly rather than monthly data. The regression is at the county-level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the number of elderly SNAP cases. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

*Significantly different from zero at the .05 level, two-tailed test.

Figure B.2. Elderly SNAP Participation in Michigan Pilot and Comparison Sites Relative to March 2010 (Alternative Definition of Elderly Population)



Source: Mathematica analysis of Michigan Department of Human Services data.

Notes: The dashed vertical line indicates when the first application associated with the demonstration was submitted. "Balance of the state" represents all counties other than the pilot counties.

B. PENNSYLVANIA

1. Applications

Table B.4. Regression Results: Change in Average Monthly Number of Applications from Elderly Households Processed in Pennsylvania (Main Definition of Elderly Population)

Effects and Explanatory Variables	Coefficient	
Unadjusted effect in percentage points	0.116	
Regression-adjusted effect in percentage points	0.061	
Intercept	0.540	
	(0.655)	
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	0.061	
	(0.329)	
Change in average monthly number of applications from **non-elderly** households processed, measured using the same pre-demonstration and operational periods as the outcome variable	1.501	*
	(0.276)	
Average month-to-month percentage change in the outcome variable during the pre-demonstration period[a]	0.280	
	(0.235)	
Average month-to-month percentage change in SNAP caseload, from administrative data	-0.001	
	(0.002)	
Number of SNAP households with elderly members, from 2006–2008 ACS three-year estimates	-0.000	
	(0.000)	

Table B.4 (*continued*)

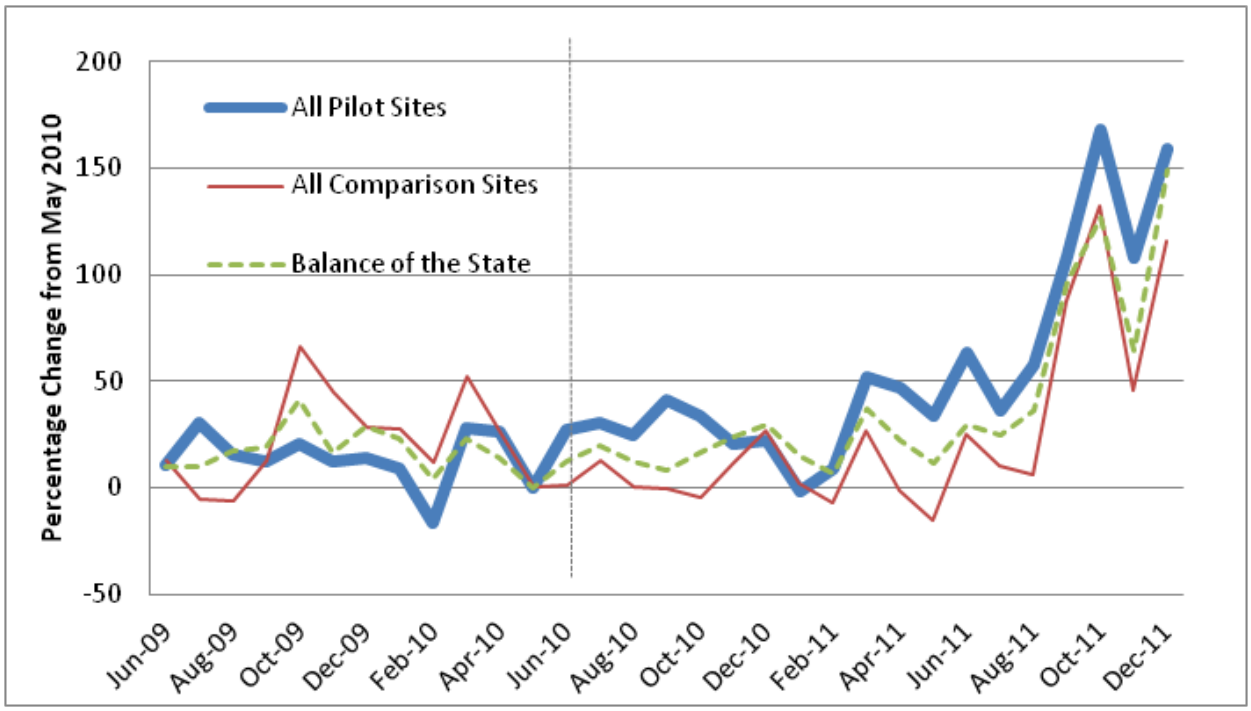
Effects and Explanatory Variables	Coefficient	
Percentage of elderly households that receive SNAP, from 2006–2008 ACS three-year estimates	-0.003	
	(0.012)	
Percentage of individuals age 65+, from 2006–2008 ACS three-year estimates	-0.017	
	(0.010)	
Poverty rate among individuals age 65+, from 2006–2008 ACS three-year estimates	0.041	*
	(0.012)	
Percentage of individuals with a high school education or greater, from 2006–2008 ACS three-year estimates	-0.006	
	(0.006)	
N (counties)	61	
R-square	0.5716	

Source: Mathematica analysis of Pennsylvania Department of Public Welfare data.

Note: Standard errors in parentheses. See Chapter II for regression equations and a description of the methods used to select explanatory variables for each regression. The regression is at the county level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the average monthly number of applications from elderly households processed. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

*Significantly different from zero at the .05 level, two-tailed test.

Figure B.3. Number of Elderly SNAP Applications Processed in Pennsylvania Pilot and Comparison Sites Relative to May 2010 (Main Definition of Elderly Population)



Source: Mathematica analysis of Pennsylvania Department of Public Welfare data.

Note: The dashed vertical line indicates when the first application associated with the demonstration was submitted. "Balance of the state" represents all counties other than the pilot county.

Table B.5. Unadjusted Effects on Average Monthly Number of Applications from Elderly Households Processed in Pennsylvania (Alternative Definition of Elderly Population)

	Philadelphia vs. Allegheny
Pilot County	
Pre-demonstration	501
Operational	603
Percentage change (a)	20.2
Comparison County	
Pre-demonstration	198
Operational	163
Percentage change (b)	-17.9
Unadjusted effect in percentage points (a-b)	38.1
Balance of the State[a]	
Pre-demonstration	1,438
Operational	1,462
Percentage change (c)	1.7
Unadjusted effect in percentage points (a-c)	18.5
Adjusted effect in percentage points	12.5

Source: Mathematica analysis of Pennsylvania Department of Public Welfare data.

Note: Numbers shown in the percentage change rows (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demonstration period and operational period rows due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot county.

*Significantly different from zero at the .05 level, two-tailed test.

Table B.6. Regression Results: Change in Average Monthly Number of Applications from Elderly Households Processed in Pennsylvania (Alternative Definition of Elderly Population)

Effects and Explanatory Variables	Coefficient	
Unadjusted effect in percentage points	0.124	
Regression-adjusted effect in percentage points	0.125	
Intercept	1.085 (0.873)	
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	0.125 (0.466)	
Change in average monthly number of applications from **non-elderly** households processed, measured using the same pre-demonstration and operational periods as the outcome variable	1.785 (0.378)	*
Average month-to-month percentage change in the outcome variable during the pre-demonstration period[a]	0.286 (0.140)	*
Average month-to-month percentage change in SNAP caseload, from administrative data	-0.002 (0.003)	
Number of SNAP households with elderly members, from 2006–2008 ACS three-year estimates	-0.000 (0.000)	
Percentage of elderly households that receive SNAP, from 2006–2008 ACS three-year estimates	0.007 (0.016)	
Percentage of individuals age 65+, from 2006–2008 ACS three-year estimates	-0.028 (0.013)	*
Poverty rate among individuals age 65+, from 2006–2008 ACS three-year estimates	0.037 (0.016)	*
Percentage of individuals with a high school education or greater, from 2006–2008 ACS three-year estimates	-0.010 (0.009)	
N (counties)	61	
R-square	0.4964	

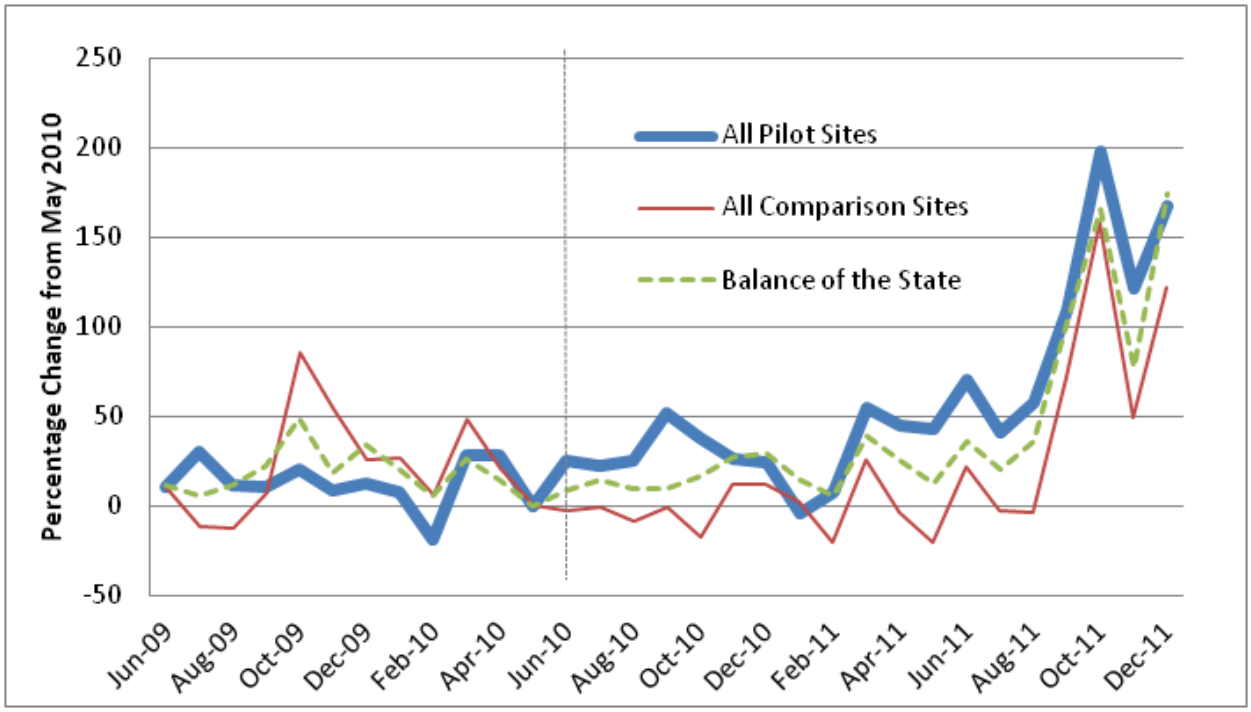
Source: Mathematica analysis of Pennsylvania Department of Public Welfare data.

Note: Standard errors in parentheses. The regression is at the county-level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the average monthly number of applications from elderly households processed. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

[a]The pre-demonstration period is defined as June 2009 through one month before submission of the first application associated with the pilot program.

*Significantly different from zero at the .05 level, two-tailed test.

Figure B.4. Number of Elderly SNAP Applications Processed in Pennsylvania Pilot and Comparison Sites Relative to May 2010 (Alternative Definition of Elderly Population)



Source: Mathematica analysis of Pennsylvania Department of Public Welfare data.

Note: The dashed vertical line indicates when the first application associated with the demonstration was submitted. "Balance of the state" represents all counties other than the pilot county.

2. Participation

Table B.7. Regression Results: Change in Elderly SNAP Participation in Pennsylvania (Main Definition of Elderly Population)

	Number of Months After First Application Submitted		
	6	12	17
Unadjusted effect in percentage points	0.007	0.023	0.039
Regression-adjusted effect in percentage points	0.084	0.155	0.232 *
Intercept	0.006	0.081	0.082
	(0.032)	(0.043)	(0.055)
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	0.084	0.155	0.232 *
	(0.068)	(0.090)	(0.115)
Change in number of **non-elderly** SNAP cases, measured using the same pre-demonstration and operational periods as the outcome variable	0.694 *	0.629 *	0.715 *
	(0.123)	(0.092)	(0.088)
Average month-to-month percentage change in SNAP caseload, from administrative data	-0.0004	-0.001	-0.001
	(0.001)	(0.001)	(0.001)
Number of SNAP households with elderly members, from 2006–2008 ACS three-year estimates	-0.000	-0.000	-0.000
	(0.000)	(0.000)	(0.000)
Percentage of elderly households that receive SNAP, from 2006–2008 ACS three-year estimates	-0.002	-0.011 *	-0.012 *
	(0.002)	(0.003)	(0.004)

Table B.7 *(continued)*

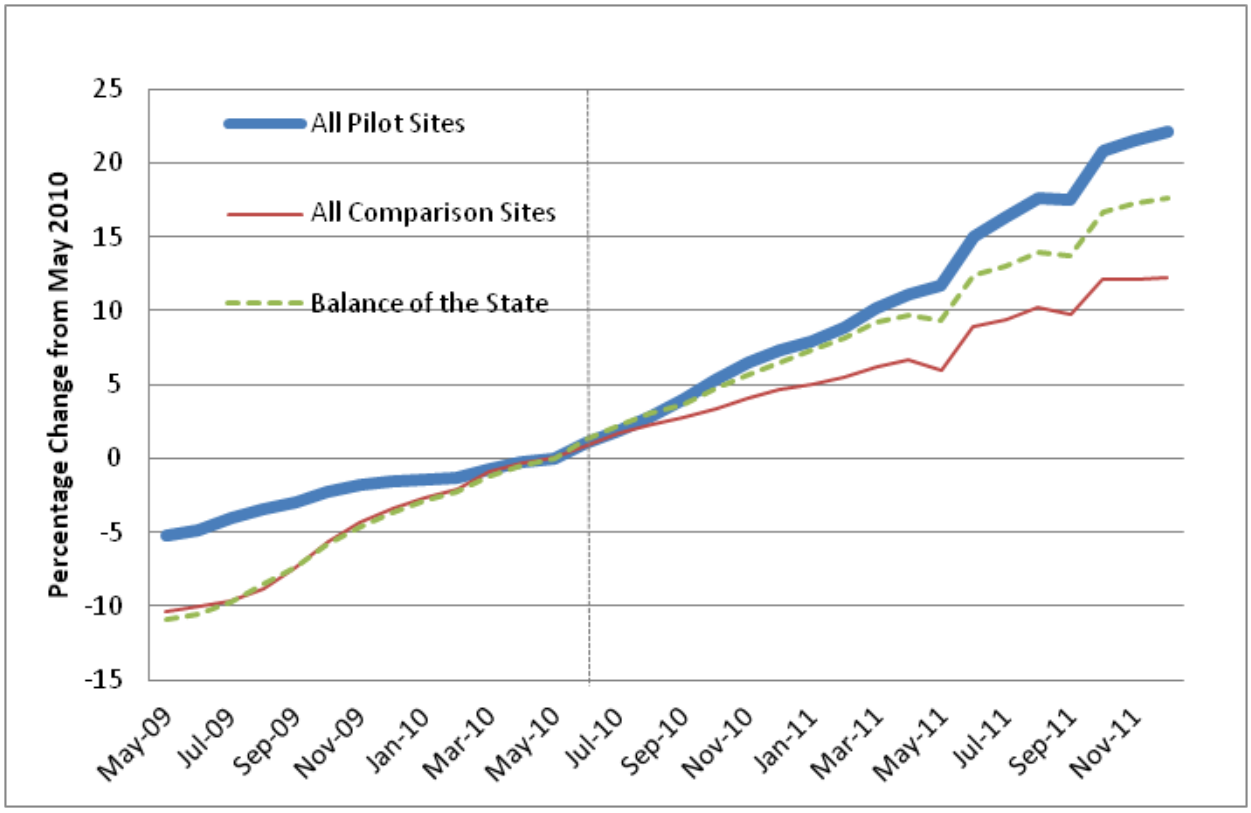
	Number of Months After First Application Submitted		
	6	12	17
Percentage of individuals age 65+, from 2006–2008 ACS three-year estimates	0.002	0.000	0.001
	(0.002)	(0.003)	(0.003)
Poverty rate among individuals age 65+, from 2006–2008 ACS three-year estimates	-0.001	0.007 *	0.008
	(0.002)	(0.003)	(0.004)
N (counties)	61	61	61
R-square	0.5085	0.6646	0.708

Source: Mathematica analysis of Pennsylvania Department of Public Welfare data.

Note: Standard errors in parentheses. See Chapter II for regression equations and a description of the methods used to select explanatory variables for each regression. The regression is at the county level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the number of elderly SNAP cases. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

*Significantly different from zero at the .05 level, two-tailed test.

Figure B.5. Elderly SNAP Participation in Pennsylvania Pilot and Comparison Sites Relative to May 2010 (Main Definition of Elderly Population)



Source: Mathematica analysis of Pennsylvania Department of Public Welfare data.

Notes: The dashed vertical line indicates when the first application associated with the demonstration was submitted. “Balance of the state” represents all counties other than the pilot county.

Table B.8. Unadjusted Effects on Elderly SNAP Participation in Pennsylvania (Alternative Definition of Elderly Population)

	Philadelphia vs. Allegheny
6 Month Effects	
Pilot County	
Pre-demonstration	36,097
Operational	38,810
Percentage change (a)	7.5
Comparison County	
Pre-demonstration	13,182
Operational	13,772
Percentage change (b)	4.5
Unadjusted effect in percentage points (a-b)	3.0
Balance of the State[a]	
Pre-demonstration	87,863
Operational	93,214
Percentage change (c)	6.1
Unadjusted effect in percentage points (a-c)	1.4
Adjusted effect in percentage points	8.7
12 Month Effects	
Pilot County	
Pre-demonstration	36,097
Operational	41,712
Percentage change (a)	15.56
Comparison County	
Pre-demonstration	13,182
Operational	14,361
Percentage change (b)	8.9
Unadjusted effect in percentage points (a-b)	6.6
Balance of the State[a]	
Pre-demonstration	87,863
Operational	93,646
Percentage change (c)	12.3
Unadjusted effect in percentage points (a-c)	3.3
Adjusted effect in percentage points	13.9
17 Month Effects	
Pilot County	
Pre-demonstration	36,097
Operational	44,264
Percentage change (a)	22.63
Comparison County	
Pre-demonstration	13,182
Operational	14,761
Percentage change (b)	11.98
Unadjusted effect in percentage points (a-b)	10.7
Balance of the State[a]	
Pre-demonstration	87,863
Operational	102,914
Percentage change (c)	17.1
Unadjusted effect in percentage points (a-c)	5.5
Adjusted effect in percentage points	23.3

Source: Mathematica analysis of Pennsylvania Department of Public Welfare data.

Note: Numbers shown in the percentage change rows (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demonstration period and operational period rows due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot county.

n.a. = not applicable

*Significantly different from zero at the .05 level, two-tailed test.

Table B.9. Regression Results: Change in Elderly SNAP Participation in Pennsylvania (Alternative Definition of Elderly Population)

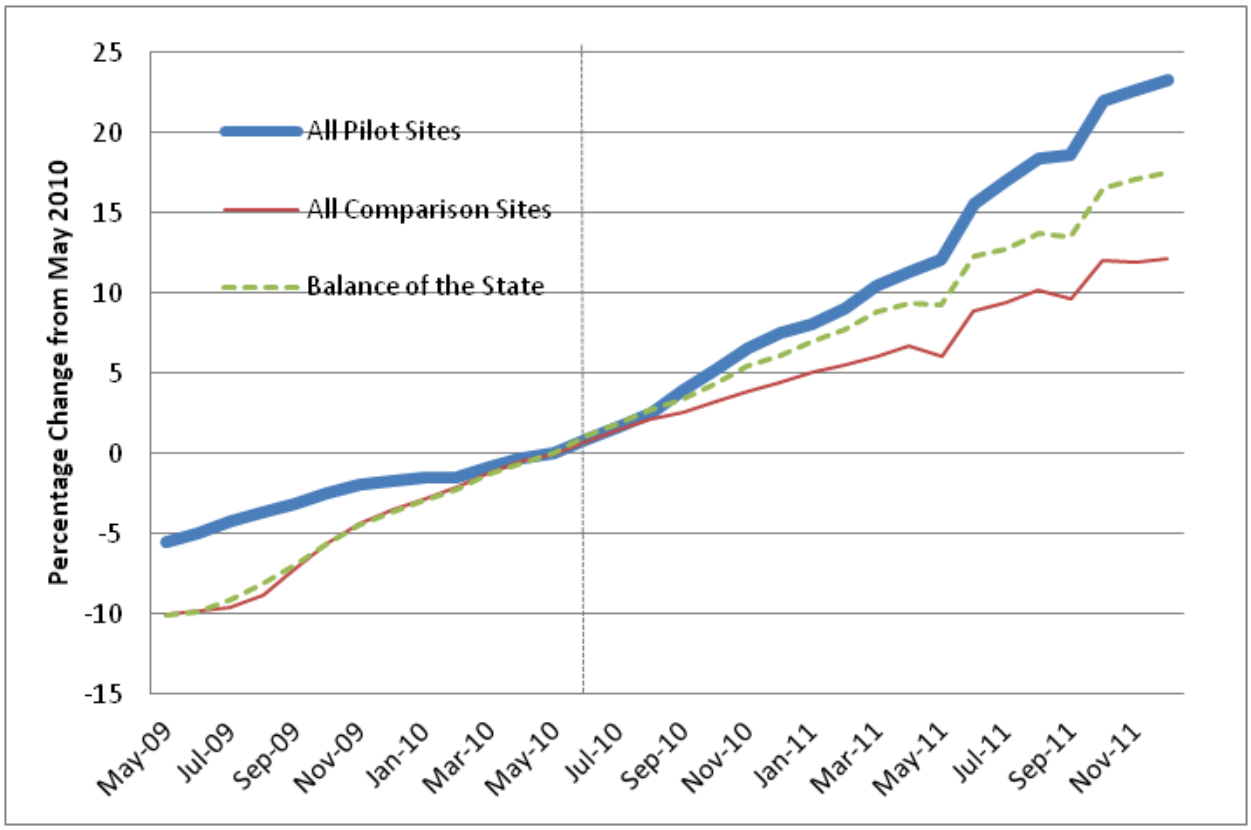
	Number of Months After First Application Submitted		
	6	12	17
Unadjusted effect in percentage points	0.013	0.032	0.051
Regression-adjusted effect in percentage points	0.087	0.139	0.233
Intercept	-0.019 (0.032)	0.070 (0.045)	0.082 (0.057)
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	0.087 (0.068)	0.139 (0.095)	0.233 (0.118)
Change in number of **non-elderly** SNAP cases, measured using the same pre-demonstration and operational periods as the outcome variable	0.724 * (0.123)	0.583 * (0.097)	0.713 * (0.091)
Average month-to-month percentage change in SNAP caseload from administrative data	-0.001 (0.001)	-0.001 (0.001)	-0.001 (0.001)
Number of SNAP households with elderly members, from 2006–2008 ACS three-year estimates	-0.000 (0.000)	-0.000 (0.000)	-0.000 (0.000)
Percentage of elderly households that receive SNAP, from 2006–2008 ACS three-year estimates	-0.001 (0.002)	-0.009 * (0.003)	-0.008 * (0.004)
Percentage of individuals age 65+, from 2006–2008 ACS three-year estimates	0.004 (0.002)	0.001 (0.003)	0.001 (0.003)
Poverty rate among individuals age 65+, from 2006–2008 ACS three-year estimates	-0.001 (0.002)	0.005 (0.003)	0.007 (0.004)
N (counties)	61	61	61
R-square	0.501	0.5921	0.6763

Source: Mathematica analysis of Pennsylvania Department of Public Welfare data.

Note: Standard errors in parentheses. The regression is at the county-level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the number of elderly SNAP cases. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

*Significantly different from zero at the .05 level, two-tailed test.

Figure B.6. Elderly SNAP Participation in Pennsylvania Pilot and Comparison Sites Relative to May 2010 (Alternative Definition of Elderly Population)



Source: Mathematica analysis of Pennsylvania Department of Public Welfare data.

Notes: The dashed vertical line indicates when the first application associated with the demonstration was submitted. "Balance of the state" represents all counties other than the pilot county.

Table B.10. Regression Results for Applications and Participation in Pennsylvania, Using All Time Periods

	Applications				Participation			
	Coefficient	Standard Error	Coefficient significantly different from zero at 0.05 level	Impact of the demonstration significantly different from zero at 0.05 level[a]	Coefficient	Standard Error	Coefficient significantly different from zero at 0.05 level	Impact of the demonstration significantly different from zero at 0.05 level[a]
Intercept	0.760	0.507		n.a.	-0.006	0.006	*	n.a.
Pilot site indicator (= 1 for pilot site(s); = 0 for all other sites in the state)	0.507	0.303		n.a.	0.076	0.014	*	n.a.
Change in average monthly number of applications from **non-elderly** households processed, or change in number of **non-elderly** SNAP cases, measured using the same pre-demonstration and operational periods as the outcome variable	0.738	0.041	*	n.a.	0.661	0.011	*	n.a.
Average month-to-month percentage change in the outcome variable during the pre-demonstration period[b]	-0.682	0.193	*	n.a.	n.i.	n.i.	n.i.	n.a.
June 2010 indicator	0.092	0.074		n.a.	0.009	0.004	*	n.a.
July 2010 indicator	0.034	0.075		n.a.	0.011	0.004	*	n.a.
August 2010 indicator	0.035	0.075		n.a.	0.011	0.004	*	n.a.
September 2010 indicator	-0.080	0.075		n.a.	0.011	0.004	*	n.a.
October 2010 indicator	-0.019	0.075		n.a.	0.017	0.004	*	n.a.
November 2010 indicator	0.161	0.075	*	n.a.	0.022	0.004	*	n.a.
December 2010 indicator	0.078	0.075		n.a.	0.025	0.004	*	n.a.
January 2011 indicator	0.024	0.075		n.a.	0.025	0.004	*	n.a.
February 2011 indicator	0.125	0.074		n.a.	0.032	0.004	*	n.a.
March 2011 indicator	0.198	0.075	*	n.a.	0.037	0.004	*	n.a.
April 2011 indicator	0.109	0.074		n.a.	0.038	0.004	*	n.a.
May 2011 indicator	0.061	0.074		n.a.	0.032	0.004	*	n.a.
June 2011 indicator	0.121	0.075		n.a.	0.062	0.004	*	n.a.
July 2011 indicator	0.096	0.075		n.a.	0.064	0.004	*	n.a.
August 2011 indicator	0.144	0.075		n.a.	0.066	0.004	*	n.a.

Table B.10. *(continued)*

	Applications				Participation			
	Coefficient	Standard Error	Coefficient significantly different from zero at 0.05 level	Impact of the demonstration significantly different from zero at 0.05 level[a]	Coefficient	Standard Error	Coefficient significantly different from zero at 0.05 level	Impact of the demonstration significantly different from zero at 0.05 level[a]
September 2011 indicator	0.263	0.082	*	n.a.	0.068	0.004	*	n.a.
October 2011 indicator	0.403	0.084	*	n.a.	0.087	0.004	*	n.a.
November 2011 indicator	0.254	0.077	*	n.a.	0.092	0.004	*	n.a.
December 2011 indicator	0.697	0.084	*	n.a.	0.100	0.004	*	n.a.
June 2010 indicator* Pilot site indicator	0.013	0.581			-0.024	0.028		
July 2010 indicator* Pilot site indicator	0.005	0.581			-0.028	0.028		
August 2010 indicator* Pilot site indicator	0.054	0.581			-0.029	0.028		
September 2010 indicator* Pilot site indicator	0.337	0.581			-0.025	0.028		
October 2010 indicator* Pilot site indicator	0.194	0.581			-0.023	0.028		
November 2010 indicator* Pilot site indicator	-0.076	0.581			-0.022	0.028		
December 2010 indicator* Pilot site indicator	0.038	0.581			-0.019	0.028		
January 2011 indicator* Pilot site indicator	-0.035	0.581			-0.016	0.028		*
February 2011 indicator* Pilot site indicator	-0.055	0.581			-0.014	0.028		*
March 2011 indicator* Pilot site indicator	0.115	0.581			-0.012	0.028		*
April 2011 indicator* Pilot site indicator	0.215	0.581			-0.008	0.028		*
May 2011 indicator* Pilot site indicator	0.121	0.581			-0.003	0.028		*
June 2011 indicator* Pilot site indicator	0.257	0.581			-0.004	0.028		*
July 2011 indicator* Pilot site indicator	0.076	0.581			0.001	0.028		*
August 2011 indicator* Pilot site indicator	0.168	0.581			0.001	0.028		*
September 2011 indicator* Pilot site indicator	0.160	0.581			0.000	0.028		*
October 2011 indicator* Pilot site indicator	0.489	0.581			0.004	0.028		*
November 2011 indicator* Pilot site indicator	0.372	0.581			0.004	0.028		*
December 2011 indicator* Pilot site indicator	0.091	0.581			0.003	0.028		*
Average month-to-month percentage change in SNAP caseload, from administrative data	-0.002	0.002		n.a.	0.000	0.000	*	n.a.
Number of SNAP households with elderly members, from 2006–2008 ACS three-year estimates	0.000	0.000	*	n.a.	0.000	0.000	*	n.a.
Percentage of elderly households that receive SNAP, from 2006–2008 ACS three-year estimates	-0.052	0.009	*	n.a.	-0.004	0.000	*	n.a.

Table B.10. *(continued)*

	Applications				Participation			
	Coefficient	Standard Error	Coefficient significantly different from zero at 0.05 level	Impact of the demonstration significantly different from zero at 0.05 level[a]	Coefficient	Standard Error	Coefficient significantly different from zero at 0.05 level	Impact of the demonstration significantly different from zero at 0.05 level[a]
Percentage of individuals age 65+, from 2006–2008 ACS three-year estimates	-0.005	0.008		n.a.	0.001	0.000		n.a.
Poverty rate among individuals age 65+, from 2006–2008 ACS three-year estimates	0.027	0.010	*	n.a.	0.002	0.000	*	n.a.
Percentage of individuals with a high school education or greater, from 2006–2008 ACS three-year estimates	-0.006	0.005		n.a.	n.i.	n.i.	n.i.	n.i.
N (counties)			1890				1891	
R-square			0.3665				0.9196	

Source: Mathematica analysis of Pennsylvania Department of Public Welfare data.

*Significantly different from zero at the .05 level, two-tailed test.

[a]The pre-demonstration period is defined as June 2009 through one month before the first application associated with the pilot program was submitted.

[b]See Chapter II for regression equations and a description of the method used to conduct this test. It is a test of whether the pilot site indicator and the interaction between the month indicator and pilot site indicator are jointly significant.

n.a. = not applicable

n.i. = not included in regression

C. OHIO

1. Applications

Table B.11. Regression Results: Change in Average Monthly Number of Applications from Elderly Households Processed in Ohio (Main Definition of Elderly Population)

Effects and Explanatory Variables	Coefficient	
Unadjusted effect in percentage points	0.026	
Regression-adjusted effect in percentage points	0.033	
Intercept	0.175	
	(0.197)	
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	0.033	
	(0.220)	
Change in average monthly number of applications from **non-elderly** households processed, measured using the same pre-demonstration and operational periods as the outcome variable	0.785	*
	(0.262)	
Average month-to-month percentage change in the outcome variable during the pre-demonstration period[a]	0.781	*
	(0.218)	
Average month-to-month percentage change in SNAP caseload, from administrative data	0.001	
	(0.004)	
Number of SNAP households with elderly members, from 2006–2008 ACS three-year estimates	0.000	
	(0.000)	
Percentage of elderly households that receive SNAP, from 2006–2008 ACS three-year estimates	0.010	
	(0.009)	
Percentage of individuals age 65+, from 2006–2008 ACS three-year estimates	-0.021	
	(0.013)	
N (counties)	82	
R-square	0.2537	

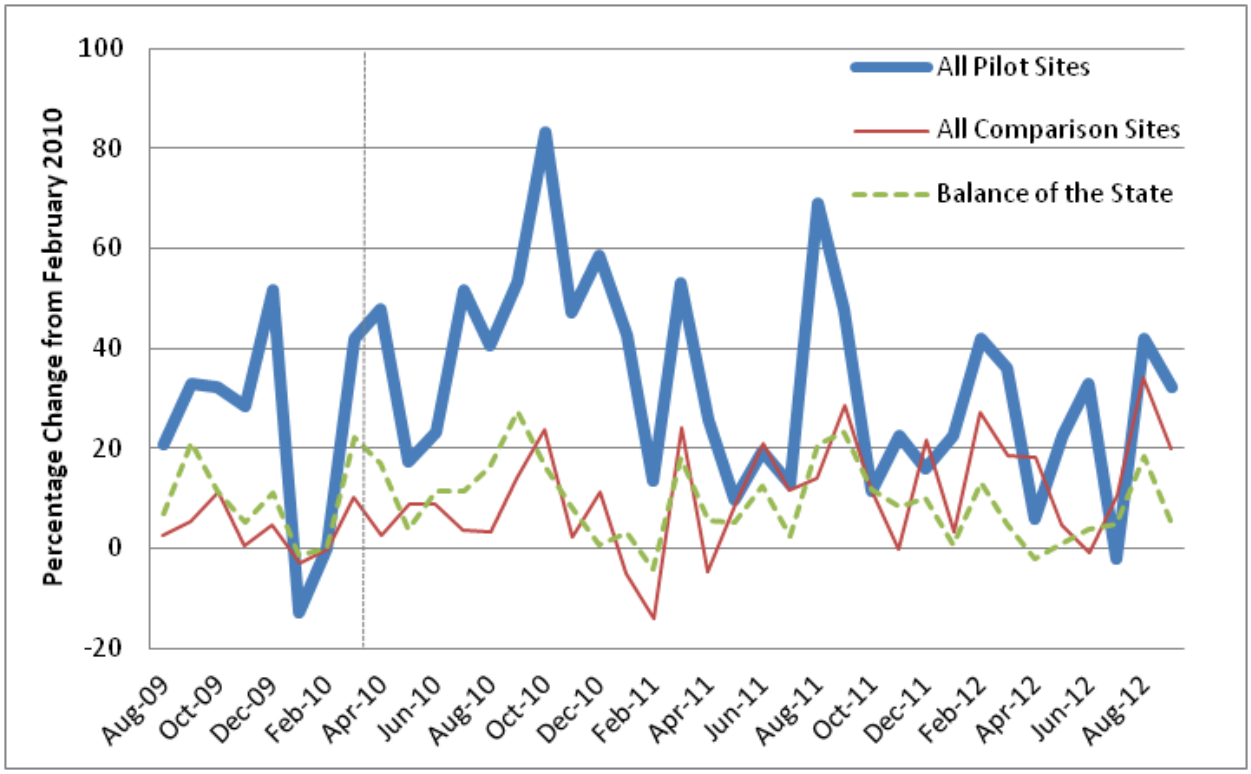
Source: Mathematica analysis of Ohio Department of Job and Family Services data.

Note: Standard errors in parentheses. See Chapter II for regression equations and a description of the methods used to select explanatory variables for each regression. The regression is at the county level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the average monthly number of applications from elderly households processed. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

*Significantly different from zero at the .05 level, two-tailed test.

[a]The pre-demonstration period is defined as August 2009 through one month before submission of the first application associated with the pilot program.

Figure B.7. Number of Elderly SNAP Applications Processed in Ohio Pilot and Comparison Sites Relative to February 2010 (Main Definition of Elderly Population)



Source: Mathematica analysis of Ohio Department of Job and Family Services data.

Note: The dashed vertical line indicates when the first application associated with the demonstration was submitted. "Balance of the state" represents all counties other than the pilot county.

Table B.12. Unadjusted Effects on Average Monthly Number of Applications from Elderly Households Processed in Ohio (Alternative Definition of Elderly Population)

	Lucas vs. Montgomery
Pilot County	
Pre-demonstration	175
Operational	181
Percentage change (a)	3.0
Comparison County	
Pre-demonstration	194
Operational	225
Percentage change (b)	16.0
Unadjusted effect in percentage points (a-b)	-13.0
Balance of the State	
Pre-demonstration	3,375
Operational	3,385
Percentage change (c)	0.3
Unadjusted effect in percentage points (a-c)	2.7
Adjusted effect in percentage points	3.4

Source: Mathematica analysis of Ohio Department of Job and Family Services data.

Note: Numbers shown in the percentage change rows (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demonstration period and operational period rows due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot county.

*Significantly different from zero at the .05 level, two-tailed test (no significant differences in Ohio).

Table B.13. Regression Results: Change in Average Monthly Number of Applications from Elderly Households Processed in Ohio (Alternative Definition of Elderly Population)

Effects and Explanatory Variables	Coefficient
Unadjusted effect in percentage points	-0.016
Regression-adjusted effect in percentage points	0.034
Intercept	0.210 (0.224)
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	0.034 (0.250)
Change in average monthly number of applications from **non-elderly** households processed, measured using the same pre-demonstration and operational periods as the outcome variable	0.833 * (0.299)
Average month-to-month percentage change in the outcome variable during the pre-demonstration period	0.605 * (0.179)
Average month-to-month percentage change in SNAP caseload, from administrative data	0.002 (0.005)
Number of SNAP households with elderly members, from 2006–2008 ACS three-year estimates	0.000 (0.000)
Percentage of elderly households that receive SNAP, from 2006–2008 ACS three-year estimates	0.004 (0.010)
Percentage of individuals age 65+, from 2006–2008 ACS three-year estimates	-0.019 (0.014)
N (counties)	82
R-square	0.2315

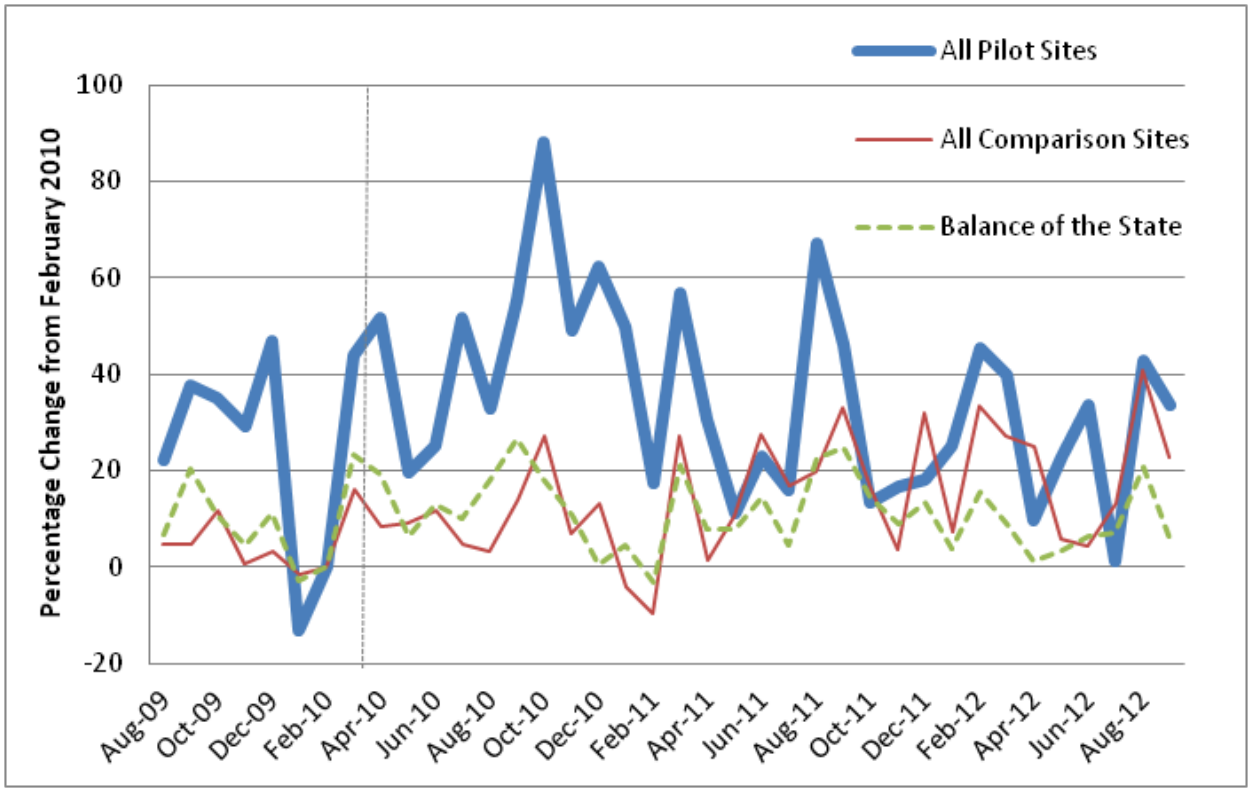
Source: Mathematica analysis of Ohio Department of Job and Family Services data.

Note: Standard errors in parentheses. No effects are significantly different from zero at the .05 level, using a two-tailed test. The regression is at the county-level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the average monthly number of applications from elderly households processed. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

[a]The pre-demonstration period is defined as August 2009 through one month before submission of the first application associated with the pilot program.

*Significantly different from zero at the .05 level, two-tailed test.

Figure B.8. Number of Elderly SNAP Applications Processed in Ohio Pilot and Comparison Sites Relative to February 2010 (Alternative Definition of Elderly Population)



Source: Mathematica analysis of Ohio Department of Job and Family Services data.

Note: The dashed vertical line indicates when the first application associated with the demonstration was submitted. "Balance of the state" represents all counties other than the pilot county.

2. Participation

Table B.14. Regression Results: Change in Elderly SNAP Participation in Ohio (Main Definition of Elderly Population)

	Number of Months After First Application Submitted			
	6	12	29	
Unadjusted effect in percentage points	-0.030	-0.036	-0.071	
Regression-adjusted effect in percentage points	0.001	0.001	-0.032	
Intercept	-0.004	0.052	-0.122	
	(0.117)	(0.173)	(0.228)	
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	0.001	0.001	-0.032	
	(0.041)	(0.060)	(0.082)	
Change in number of **non-elderly** SNAP cases, measured using the same pre-demonstration and operational periods as the outcome variable	0.053	0.245	0.404	*
	(0.127)	(0.134)	(0.116)	
Average month-to-month percentage change in the outcome variable during the pre-demonstration period[a]	-0.596	-1.299	0.303	
	(0.950)	(1.333)	(1.861)	
Average month-to-month percentage change in SNAP caseload from administrative data	0.002	* 0.001	0.001	
	(0.001)	(0.001)	(0.002)	
Number of SNAP households with elderly members from 2006–2008 ACS three-year estimates	0.000	-0.000	-0.000	

Table B.14. *(continued)*

	Number of Months After First Application Submitted		
	6	12	29
	(0.000)	(0.000)	(0.000)
Percentage of elderly households that receive SNAP from 2006–2008 ACS three-year estimates	-0.004	-0.009 *	-0.014 *
	(0.002)	(0.003)	(0.005)
Percentage of individuals age 65+ from 2006–2008 ACS three-year estimates	0.004	0.004	0.004
	(0.003)	(0.004)	(0.005)
Poverty rate among individuals age 65+ from 2006–2008 ACS three-year estimates	-0.002	-0.001	0.002
	(0.003)	(0.004)	(0.005)
Percentage of individuals with a high school education or greater from 2006–2008 ACS three-year estimates	0.001	0.001	0.004
	(0.001)	(0.002)	(0.002)
N (counties)	82	82	82
R-square	0.2949	0.3113	0.4263

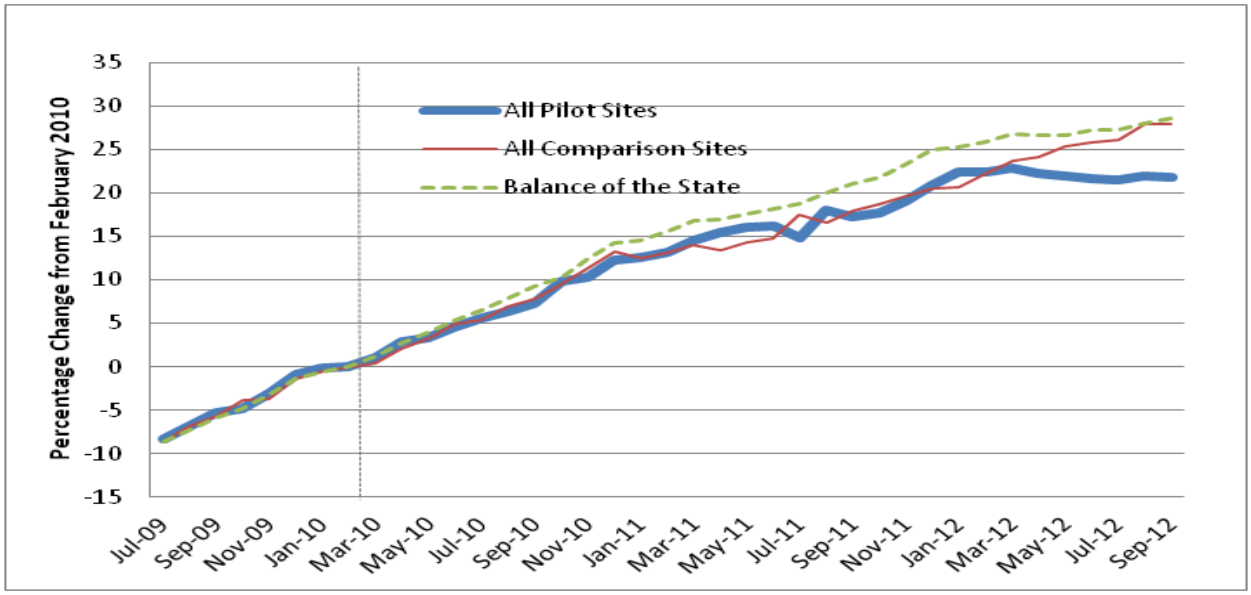
Source: Mathematica analysis of Ohio Department of Job and Family Services data.

Note: Standard errors in parentheses. See Chapter II for regression equations and a description of the methods used to select explanatory variables for each regression. The regression is at the county level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the number of elderly SNAP cases. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

*Significantly different from zero at the .05 level, two-tailed test.

[a]The pre-demonstration period is defined as August 2009 through one month before submission of the first application associated with the pilot program.

Figure B.9. Elderly SNAP Participation in Ohio Pilot and Comparison Sites Relative to February 2010 (Main Definition of Elderly Population)



Source: Mathematica analysis of Ohio Department of Job and Family Services data.

Notes: The dashed vertical line indicates when the first application associated with the demonstration was submitted. "Balance of the state" represents all counties other than the pilot county.

Table B.15. Unadjusted Effects on Elderly SNAP Participation in Ohio (Alternative Definition of Elderly Population)

	Lucas vs. Montgomery
6 Month Effects	
Pilot County	
Pre-demonstration	4,993
Operational	5,361
Percentage change (a)	7.4
Comparison County	
Pre-demonstration	4,750
Operational	5,159
Percentage change (b)	8.6
Unadjusted effect in percentage points (a-b)	-1.2
Balance of the State[a]	
Pre-demonstration	93,531
Operational	102,154
Percentage change (c)	9.2
Unadjusted effect in percentage points (a-c)	-1.9
Adjusted effect in percentage points	0.6
12 Month Effects	
Pilot County	
Pre-demonstration	4,993
Operational	5,712
Percentage change (a)	14.4
Comparison County	
Pre-demonstration	4,750
Operational	5,430
Percentage change (b)	14.3
Unadjusted effect in percentage points (a-b)	0.1
Balance of the State[a]	
Pre-demonstration	93,531
Operational	108,634
Percentage change (c)	16.2
Unadjusted effect in percentage points (a-c)	-1.8
Adjusted effect in percentage points	1.1
29 Month Effects	
Pilot County	
Pre-demonstration	4,993
Operational	6,104
Percentage change (a)	22.3
Comparison County	
Pre-demonstration	4,750
Operational	6,131
Percentage change (b)	29.1
Unadjusted effect in percentage points (a-b)	-6.8
Balance of the State[a]	
Pre-demonstration	93,531
Operational	120,247
Percentage change (c)	28.6
Unadjusted effect in percentage points (a-c)	-6.3
Adjusted effect in percentage points	-3.5

Source: Mathematica analysis of Ohio Department of Job and Family Services data.

Note: Numbers shown in the percentage change rows (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demonstration period and operational period rows due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot county.

*Significantly different from zero at the .05 level, two-tailed test (no significant differences in Ohio).

Table B.16. Regression Results: Change in Elderly SNAP Participation in Ohio (Alternative Definition of Elderly Population)

	Number of Months After First Application Submitted		
	6	12	29
Unadjusted effect in percentage points	-0.030	-0.030	-0.074
Regression-adjusted effect in percentage points	0.006	0.011	-0.035
Intercept	-0.006 (0.121)	-0.025 (0.180)	-0.098 (0.220)
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	0.006 (0.044)	0.011 (0.064)	-0.035 (0.082)
Change in number of **non-elderly** SNAP cases, measured using the same pre-demonstration and operational periods as the outcome variable	0.067 (0.141)	0.145 (0.144)	0.392 * (0.118)
Average month-to-month percentage change in the outcome variable during the pre-demonstration period[a]	0.858 (1.020)	-0.012 (1.415)	2.045 (1.837)
Average month-to-month percentage change in SNAP caseload, from administrative data	0.002 (0.001)	0.002 (0.001)	0.002 (0.002)
Number of SNAP households with elderly members, from 2006–2008 ACS three-year estimates	0.000 (0.000)	0.000 (0.000)	-0.000 (0.000)
Percentage of elderly households that receive SNAP, from 2006–2008 ACS three-year estimates	-0.006 * (0.003)	-0.009 * (0.004)	-0.013 * (0.005)
Percentage of individuals age 65+, from 2006–2008 ACS three-year estimates	0.005 (0.003)	0.004 (0.004)	0.006 (0.005)
Poverty rate among individuals age 65+, from 2006–2008 ACS three-year estimates	0.001 (0.003)	0.002 (0.004)	0.001 (0.005)
Percentage of individuals with a high school education or greater, from 2006–2008 ACS three-year estimates	0.000 (0.001)	0.002 (0.002)	0.003 (0.002)
N (counties)	82	82	82
R-square	0.3104	0.2763	0.4393

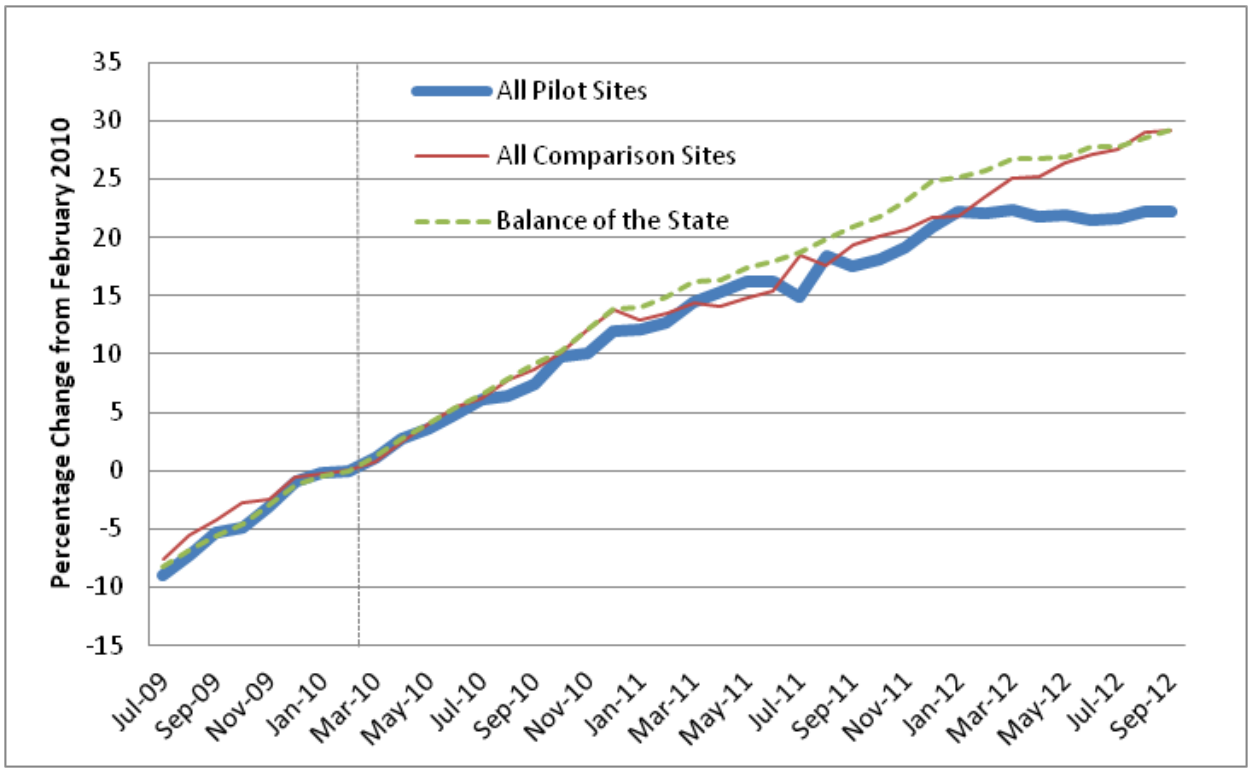
Source: Mathematica analysis of Ohio Department of Job and Family Services data.

Note: Standard errors in parentheses. The regression is at the county-level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the number of elderly SNAP cases. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

[a]The pre-demonstration period is defined as August 2009 through one month before submission of the first application associated with the pilot program.

*Significantly different from zero at the .05 level, two-tailed test.

Figure B.10. Elderly SNAP Participation in Ohio Pilot and Comparison Sites Relative to February 2010 (Alternative Definition of Elderly Population)



Source: Mathematica analysis of Ohio Department of Job and Family Services data.

Notes: The dashed vertical line indicates when the first application associated with the demonstration was submitted. "Balance of the state" represents all counties other than the pilot county.

D. MASSACHUSETTS

1. Applications

Table B.17. Regression Results: Change in Average Monthly Number of Applications from Working Poor Households Processed in Massachusetts (Main Definition of Working Poor Population)

	All Working Poor	Latino Working Poor
Unadjusted effect in percentage points	-0.048	-0.102
Regression-adjusted effect in percentage points	0.065	0.103
Intercept	-0.118	-0.255
	(0.069)	(0.165)
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	0.065	0.103
	(0.090)	(0.179)
Change in average monthly number of applications from **non-working poor (or Latino non-working poor)** households processed, measured using the same pre-demonstration and operational periods as the outcome variable	0.209	-0.021
	(0.147)	(0.102)
Average month-to-month percentage change in the outcome variable during the pre-demonstration period[a]	0.111	-0.195
	(0.230)	(0.153)

Table B.17. *(continued)*

	All Working Poor	Latino Working Poor
Average month-to-month percentage change in SNAP caseload, from administrative data	0.004 (0.002)	0.013 * (0.005)
Percentage of households receiving SNAP, from 2006–2008 ACS three-year estimates	0.002 (0.004)	0.002 (0.008)
Percentage of individuals who are Hispanic or Latino, from 2006–2008 ACS three-year estimates	-0.002 (0.002)	-0.003 (0.004)
Total number of households, from 2006–2008 ACS three-year estimates	-0.000 (0.000)	0.000 (0.000)
N (counties)	41	40
R-square	0.3147	0.2465

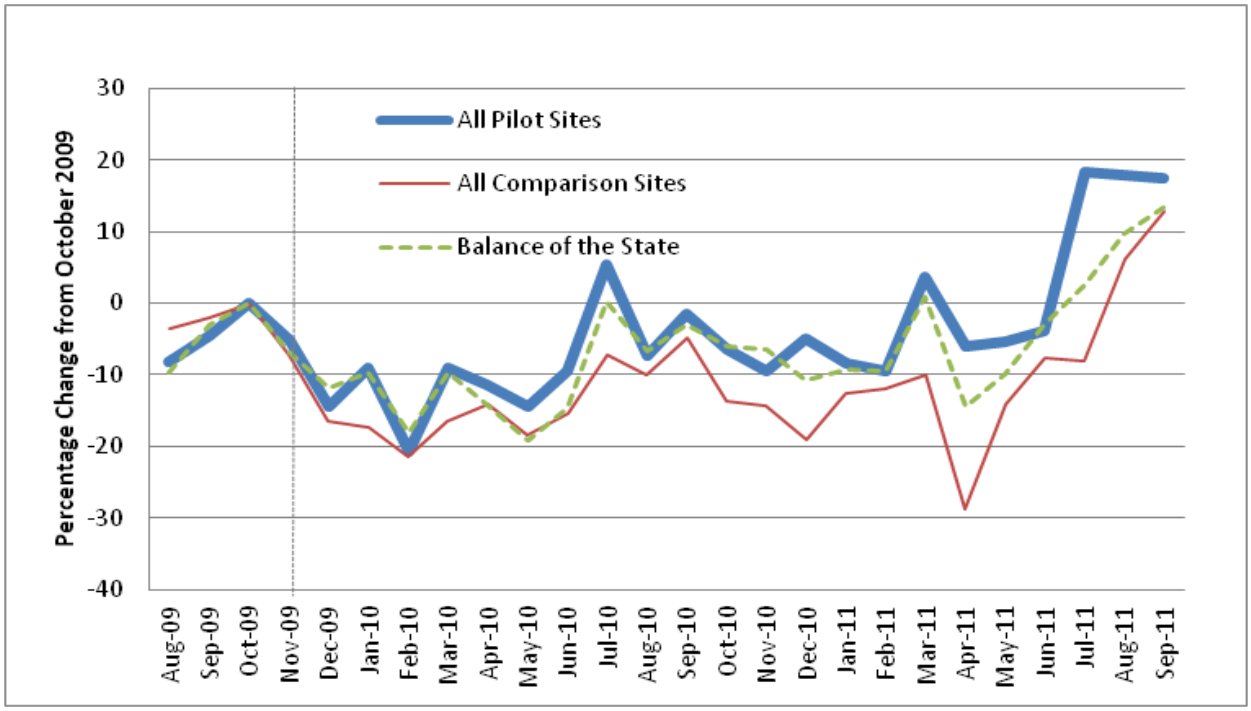
Source: Mathematica analysis of Massachusetts Department of Transitional Assistance data.

Note: Standard errors in parentheses. See Appendix A for regression equations and a description of the methods used to select explanatory variables for each regression. The county-level regression includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the average monthly number of applications processed. The coefficient of interest is the coefficient on the pilot site indicator variable.

*Significantly different from zero at the .05 level, two-tailed test.

[a] In Massachusetts, the pre-demonstration period is August – October 2009 and the operational period is April – June 2011.

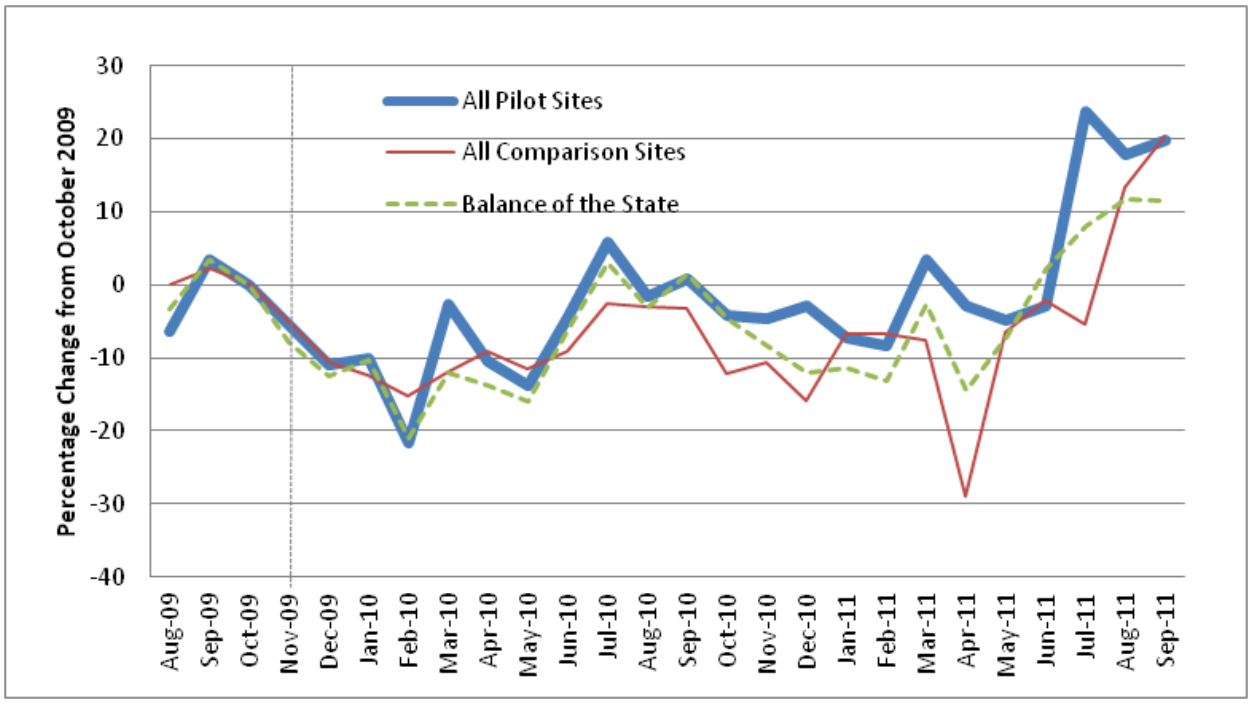
Figure B.11. Number of Working Poor SNAP Applications Processed in Massachusetts Pilot and Comparison Sites Relative to October 2009 (Main Definition of Working Poor Population)



Source: Mathematica analysis of Massachusetts Department of Transitional Assistance data.

Note: The dashed vertical line indicates when the first application associated with the demonstration was submitted. “Balance of the state” represents all cities other than the pilot cities.

Figure B.12. Number of Latino Working Poor SNAP Applications Processed in Massachusetts Pilot and Comparison Sites Relative to October 2009 (Main Definition of Working Poor Population)



Source: Mathematica analysis of Massachusetts Department of Transitional Assistance data.

Note: The dashed vertical line indicates when the first application associated with the demonstration was submitted. "Balance of the state" represents all cities other than the pilot cities.

Table B.18. Unadjusted Effects on Average Monthly Number of Applications from Working Poor Households Processed in Massachusetts (Alternative Definition of Working Poor Population)

	Effects for All Working Poor			Effects for Latino Working Poor		
	Worcester vs. Lowell	Chelsea vs. Lawrence	All Pilots vs. All Comparisons	Worcester vs. Lowell	Chelsea vs. Lawrence	All Pilots vs. All Comparisons
Pilot City						
Pre-demonstration	460	108	568	161	75	236
Operational	487	101	588	176	61	237
Percentage change (a)	5.9	-6.5	3.5	9.1	-18.3	0.4
Comparison City						
Pre-demonstration	276	263	539	69	222	291
Operational	250	237	488	60	205	265
Percentage change (b)	-9.4	-9.6	-9.5	-13.0	-7.8	-9.1
Unadjusted effect in percentage points (a-b)	15.3	3.1	13.0	22.2	-10.5	9.5
Balance of the State[a]						
Pre-demonstration	8,658	9,010	8,550	1,946	2,033	1,872
Operational	8,444	8,830	8,343	1,868	1,983	1,807
Percentage change (c)	-2.5	-2.0	-2.4	-4.0	-2.4	-3.4
Unadjusted effect in percentage points (a-c)	8.3	-4.5	5.9	13.1	-15.9	3.9
Adjusted effect in percentage points	n.a.	n.a.	7.1	n.a.	n.a.	7.7

Source: Mathematica analysis of Massachusetts Department of Transitional Assistance data.

Note: Numbers shown in the percentage change rows (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demonstration period and operational period rows due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All cities other than the pilot cities.

n.a. = not applicable

Table B.19. Regression Results: Change in Average Monthly Number of Applications from Working Poor Households Processed in Massachusetts (Alternative Definition of Working Poor Population)

	All Working Poor	Latino Working Poor
Unadjusted effect in percentage points	-0.033	-0.087
Regression-adjusted effect in percentage points	0.071	0.077
Intercept	-0.020 (0.114)	-0.396 (0.250)
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	0.071 (0.116)	0.077 (0.271)
Change in average monthly number of applications from **non-working poor (or Latino non-working poor)** households processed, measured using the same pre-demonstration and operational periods as the outcome variable	0.403 (0.255)	0.090 (0.289)
Average month-to-month percentage change in the outcome variable during the pre-demonstration period[a]	-0.522 * (0.154)	0.076 (0.139)
Average month-to-month percentage change in SNAP caseload, from administrative data	0.005 (0.003)	0.019 * (0.009)
Percentage of households receiving SNAP, from 2006–2008 ACS three-year estimates	-0.003 (0.005)	-0.007 (0.013)
Percentage of individuals who are Hispanic or Latino, from 2006–2008 ACS three-year estimates	0.001 (0.003)	0.002 (0.006)
Total number of households, from 2006–2008 ACS three-year estimates	0.000 (0.000)	0.000 (0.000)
N (counties)	41	39
R-square	0.6074	0.2049

Source: Mathematica analysis of Massachusetts Department of Transitional Assistance data.

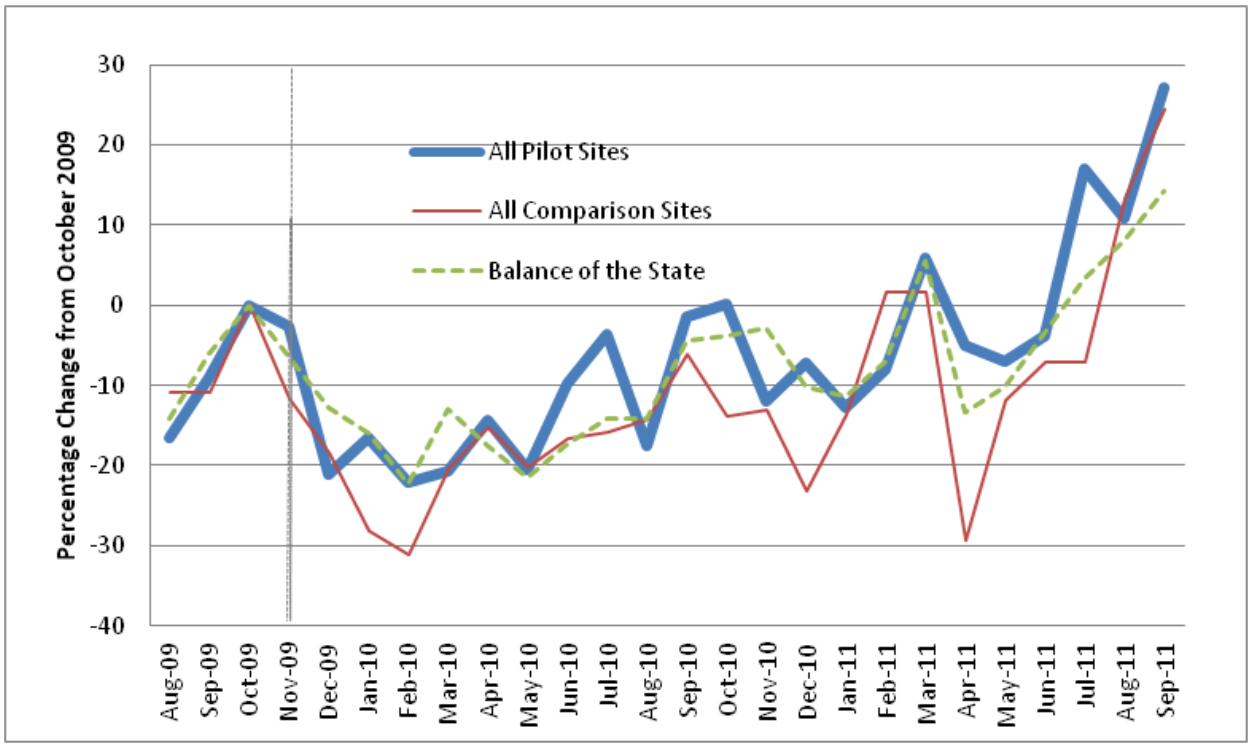
Notes: Standard errors in parentheses. The regression is at the county-level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the average monthly number of applications from working poor (or Latino working poor) households processed. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

For the regression, in order to maximize statistical power, only data from cities that were considered as potential comparison sites are included.

*Significantly different from zero at the .05 level, two-tailed test.

[a]The pre-demonstration period is defined as August 2009 through one month before submission of the first application associated with the pilot program.

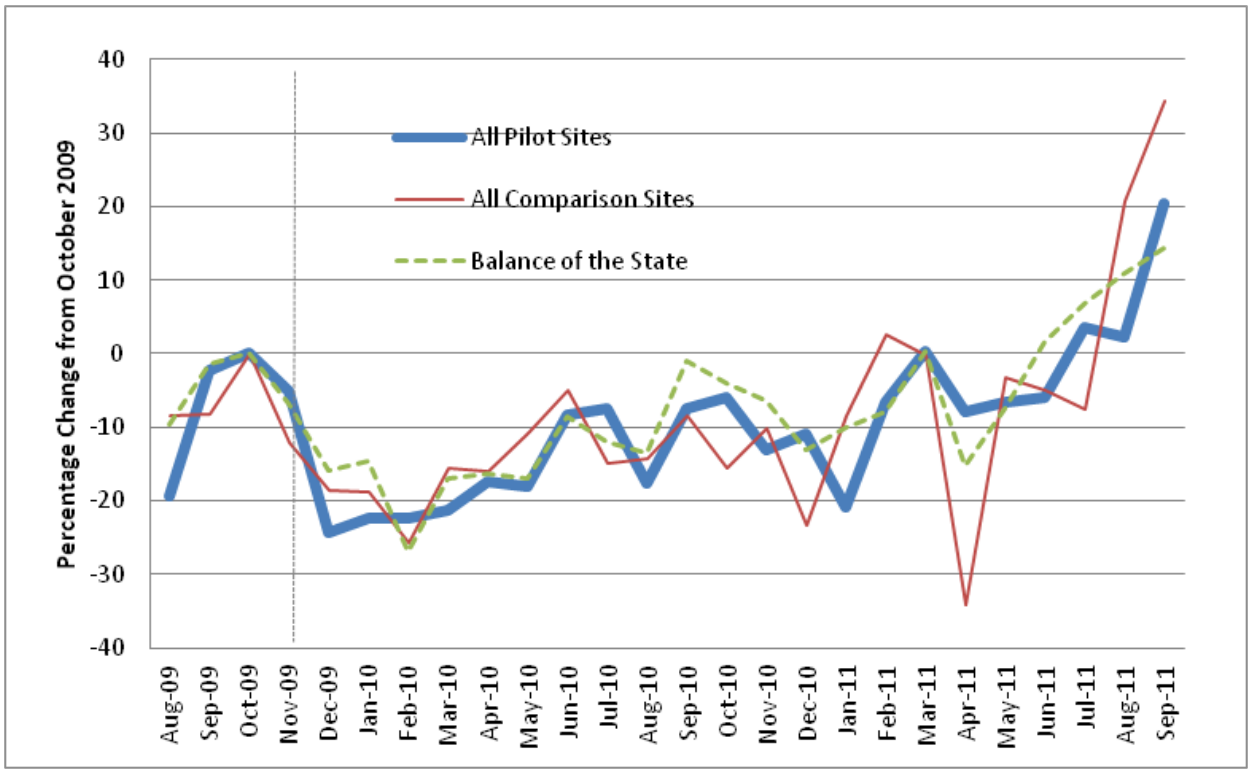
Figure B.13. Number of Working Poor SNAP Applications Processed in Massachusetts Pilot and Comparison Sites Relative to October 2009 (Alternative Definition of Working Poor Population)



Source: Mathematica analysis of Massachusetts Department of Transitional Assistance data.

Note: The dashed vertical line indicates when the first application associated with the demonstration was submitted. "Balance of the state" represents all locations in Massachusetts other than the pilot cities.

Figure B.14. Number of Latino Working Poor SNAP Applications Processed in Massachusetts Pilot and Comparison Sites Relative to October 2009 (Alternative Definition of Working Poor Population)



Source: Mathematica analysis of Massachusetts Department of Transitional Assistance data.

Note: The dashed vertical line indicates when the first application associated with the demonstration was submitted. "Balance of the state" represents all locations in Massachusetts other than the pilot cities.

2. Participation

Table B.20. Regression Results: Change in Working Poor SNAP Participation in Massachusetts (Main Definition of Working Poor Population)

	All Working Poor			Latino Working Poor		
	Number of Months After First Application Submitted					
	6	12	21	6	12	21
Unadjusted effect in percentage points	-0.037	-0.057	-0.085	-0.028	-0.052	-0.099
Regression-adjusted effect in percentage points	-0.020	-0.040	-0.037	-0.031	-0.057	-0.056
Intercept	-0.003	0.138 *	0.059	0.009	0.118	0.017
	(0.047)	(0.060)	(0.081)	(0.080)	(0.099)	(0.142)
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	-0.020	-0.040	-0.037	-0.031	-0.057	-0.056
	(0.032)	(0.044)	(0.059)	(0.070)	(0.081)	(0.106)
Change in number of **non-working poor (or Latino non-working poor)** SNAP cases, measured using the same pre-demonstration and operational periods as the outcome variable	1.104 *	0.162	0.428 *	0.274	-0.016	0.151
	(0.270)	(0.186)	(0.158)	(0.147)	(0.144)	(0.190)

Table B.20. *(continued)*

	All Working Poor			Latino Working Poor		
	Number of Months After First Application Submitted					
	6	12	21	6	12	21
Average month-to-month percentage change in the outcome variable during the pre-demonstration period[a]	1.086 (0.698)	-0.478 (0.933)	-0.291 (1.250)	-0.060 (0.794)	0.116 (0.931)	0.654 (1.179)
Average month-to-month percentage change in SNAP caseload, from administrative data	-0.000 (0.001)	0.003 * (0.001)	0.004 * (0.001)	0.002 (0.002)	0.002 (0.003)	0.006 (0.003)
Percentage of households receiving SNAP, from 2006–2008 ACS three-year estimates	-0.000 (0.002)	-0.005 (0.002) *	-0.004 (0.003)	-0.004 (0.003)	-0.006 (0.004)	-0.005 (0.005)
Percentage of individuals who are Hispanic or Latino, from 2006–2008 ACS three-year estimates	-0.000 (0.001)	0.001 (0.001)	0.001 (0.001)	0.002 (0.001)	0.002 (0.002)	0.002 (0.002)
Total number of households, from 2006–2008 ACS three-year estimates	-0.000 (0.000)	0.000 (0.000)	0.000 (0.000)	0.000 (0.000)	0.000 (0.000)	0.000 (0.000)
N (counties)	41	41	41	40	40	40
R-square	0.4764	0.3879	0.3828	0.1618	0.1245	0.1740

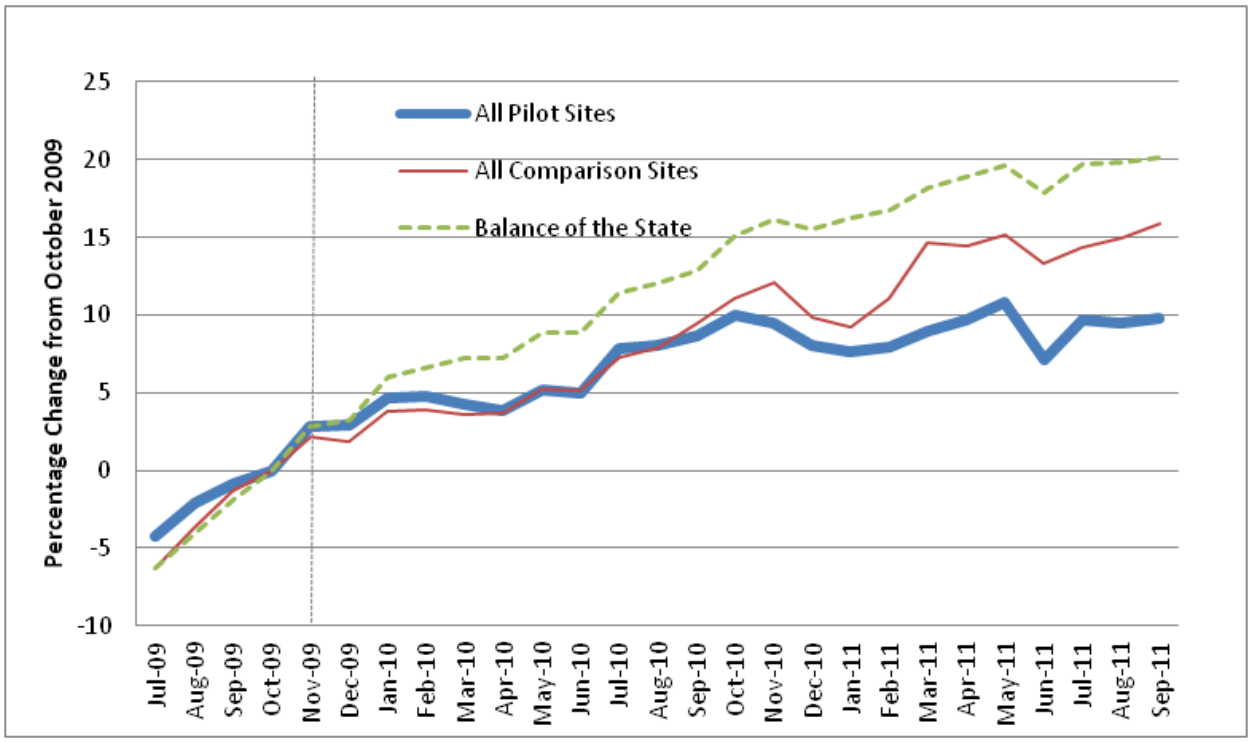
Source: Mathematica analysis of Massachusetts Department of Transitional Assistance data.

Note: Standard errors in parentheses. See Appendix A for regression equations and a description of the methods used to select explanatory variables for each regression. The regression is at the county level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the number of working poor (or Latino working poor) SNAP cases. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

[a]In Massachusetts, the pre-demonstration period is August – October 2009 and the operational period is April – June 2011.

*Significantly different from zero at the .05 level, two-tailed test.

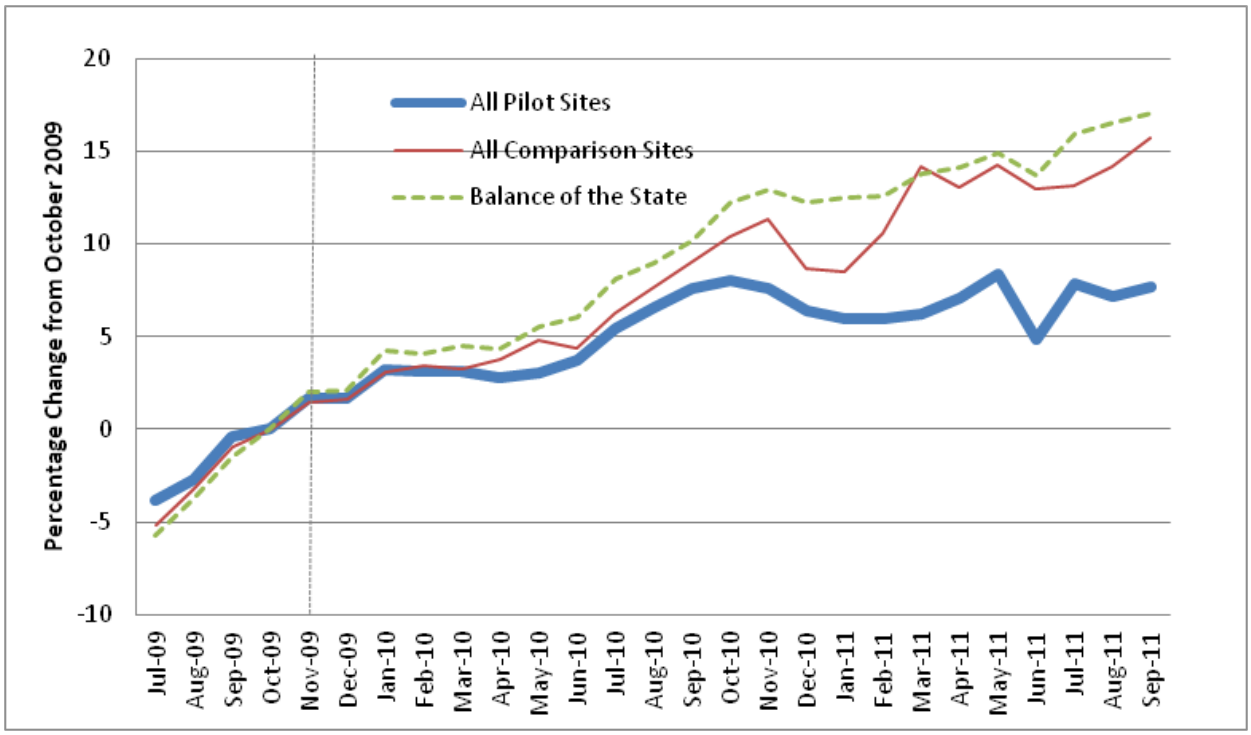
Figure B.15. Working Poor SNAP Participation in Massachusetts Pilot and Comparison Sites Relative to October 2009 (Main Definition of Working Poor Population)



Source: Mathematica analysis of Massachusetts Department of Transitional Assistance data.

Note: The dashed vertical line indicates when the first application associated with the demonstration was submitted. "Balance of the state" represents all cities other than the pilot cities.

Figure B.16. Latino Working Poor SNAP Participation in Massachusetts Pilot and Comparison Sites Relative to October 2009 (Main Definition of Working Poor Population)



Source: Mathematica analysis of Massachusetts Department of Transitional Assistance data.

Note: The dashed vertical line indicates when the first application associated with the demonstration was submitted. "Balance of the state" represents all cities other than the pilot cities.

Table B.21. Unadjusted Effects on Working Poor SNAP Participation in Massachusetts (Alternative Definition of Working Poor Population)

	Effects for All Working Poor			Effects for Latino Working Poor		
	Worcester v. Lowell	Chelsea v. Lawrence	All Pilots v. All Comparisons	Worcester v. Lowell	Chelsea v. Lawrence	All Pilots v. All Comparisons
6 Month Effects						
Pilot City						
Pre-demonstration	3,383	631	4,014	1,328	379	1,707
Operational	3,696	670	4,366	1,412	405	1,817
Percentage change (a)	9.3	6.2	8.8	6.3	6.9	6.4
Comparison City						
Pre-demonstration	1,816	1,990	3,806	604	1,726	2,330
Operational	1,924	2,140	4,064	589	1,856	2,445
Percentage change (b)	56.0	7.5	6.8	-2.5	7.5	4.9
Unadjusted effect in percentage points (a-b)	3.3	-1.4	2.0	8.8	-0.7	1.5
Balance of the State						
Pre-demonstration	60,292	63,044	59,661	16,215	17,164	15,836
Operational	66,928	69,954	66,258	17,433	18,440	17,028
Percentage change (c)	11.0	11.0	11.1	7.5	7.4	7.5
Unadjusted effect in percentage points (a-c)	-1.8	-4.8	-2.3	-1.2	-0.6	-1.1
Adjusted effect in percentage points	n.a.	n.a.	-3.3	n.a.	n.a.	-4.4
12 Month Effects						
Pilot City						
Pre-demonstration	3,383	631	4,014	1,328	379	1,707
Operational	3,868	717	4,585	1,474	419	1,893
Percentage change (a)	14.3	13.6	14.2	11.0	10.6	10.9
Comparison City						
Pre-demonstration	1,816	1,990	3,806	604	1,726	2,330
Operational	2,117	2,238	4,355	675	1,926	2,601
Percentage change (b)	16.6	12.5	14.4	11.8	11.6	11.6
Unadjusted effect in percentage points (a-b)	-2.2	1.2	-0.2	-0.8	-1.0	-0.7
Balance of the State						
Pre-demonstration	60,292	63,044	59,661	16,215	17,164	15,836
Operational	70,527	73,678	69,810	18,258	19,313	17,839
Percentage change (c)	17.0	16.9	17.0	12.6	12.5	12.7
Unadjusted effect in percentage points (a-c)	-2.6	-3.2	-2.8	-1.6	-2.0	-1.8
Adjusted effect in percentage points	n.a.	n.a.	-3.6	n.a.	n.a.	-2.9
21 Month Effects						
Pilot City						
Pre-demonstration	3,383	631	4,014	1,328	379	1,707
Operational	3,804	816	4,620	1,414	467	1,881
Percentage change (a)	12.4	29.3	15.1	6.5	23.2	10.2
Comparison City						
Pre-demonstration	1,816	1,990	3,806	604	1,726	2,330
Operational	2,256	2,331	4,587	699	2,023	2,722
Percentage change (b)	24.2	17.1	20.5	15.7	17.2	16.8
Unadjusted effect in percentage points (a-b)	-11.8	12.2	-5.4	-9.3	6.0	-6.6
Balance of the State						
Pre-demonstration	60,292	63,044	59,661	16,215	17,164	15,836
Operational	73,837	76,825	73,021	19,223	20,170	18,756
Percentage change (c)	22.5	21.9	22.4	18.5	17.5	18.4
Unadjusted effect in percentage points (a-c)	-10.0	7.5	-7.3	-12.1	5.7	-8.3
Adjusted effect in percentage points	n.a.	n.a.	-1.2	n.a.	n.a.	-6.3

Source: Mathematica analysis of Massachusetts Department of Transitional Assistance data.

Note: Numbers shown in the percentage change rows (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demonstration period and operational period rows due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All cities other than the pilot cities.

n.a. = not applicable

Table B.22. Regression Results: Change in Working Poor SNAP Participation in Massachusetts (Alternative Definition of Working Poor Population)

	All Working Poor			Latino Working Poor		
	Number of Months After First Application Submitted					
	6	12	21	6	12	21
Unadjusted effect in percentage points	-0.052	-0.074	-0.060	-0.032	-0.055	-0.082
Regression-adjusted effect in percentage points	-0.033	-0.036	-0.011	-0.044	-0.029	-0.063
Intercept	0.090	0.262 *	0.186	0.065 *	-0.029	0.023
	(0.063)	(0.116)	(0.116)	(0.135)	(0.158)	(0.201)
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	-0.033	-0.036	-0.011	-0.044	-0.029	-0.063
	(0.056)	(0.095)	(0.099)	(0.134)	(0.144)	(0.183)
Change in number of **non-working poor (or Latino non-working poor)** SNAP cases, measured using the same pre-demonstration and operational periods as the outcome variable	0.697	-1.366 *	-0.344	-0.350	-0.066	-0.071
	(0.364)	(0.355)	(0.258)	(0.240)	(0.318)	(0.320)
Average month-to-month percentage change in the outcome variable during the pre-demonstration period[a]	0.550	-3.544 *	-3.174 *	-0.260	0.826	0.523
	(0.629)	(1.052)	(1.088)	(0.749)	(0.796)	(1.010)
Average month-to-month percentage change in SNAP caseload, from administrative data	0.000	0.013 *	0.013 *	0.005	0.010 *	0.013 *
	(0.001)	(0.002)	(0.002)	(0.004)	(0.004)	(0.005)
Percentage of households receiving SNAP, from 2006–2008 ACS three-year estimates	-0.006 *	-0.015 *	-0.015 *	-0.011	-0.014 *	-0.020 *
	(0.003)	(0.004)	(0.005)	(0.006)	(0.007)	(0.008)
Percentage of individuals who are Hispanic or Latino, from 2006–2008 ACS three-year estimates	0.001	0.004 *	0.004 *	0.004	0.004	0.006
	(0.001)	(0.002)	(0.002)	(0.003)	(0.003)	(0.004)
Total number of households, from 2006–2008 ACS three-year estimates	0.000	0.000	0.000	0.000	0.000	0.000
	(0.000)	(0.000)	(0.000)	(0.000)	(0.000)	(0.000)
N (counties)	41	41	41	40	40	40
R-square	0.3474	0.7724	0.6599	0.1966	0.2801	0.2907

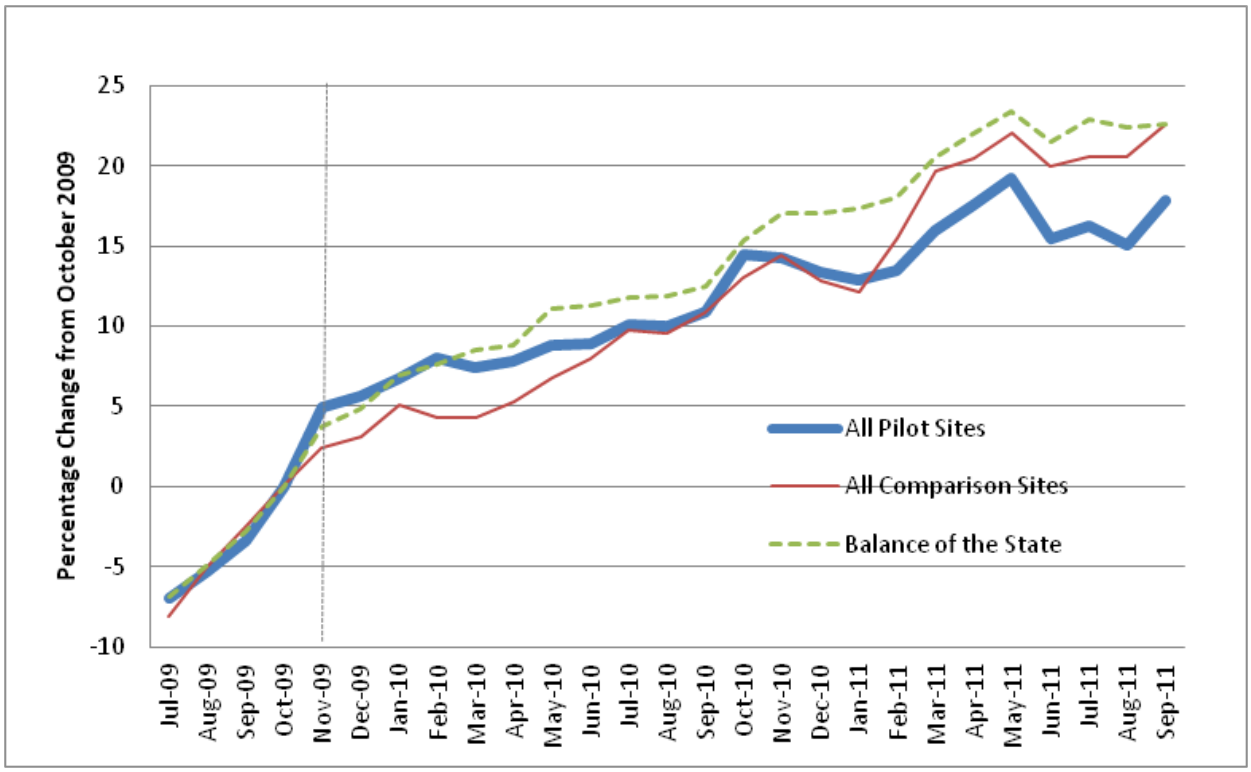
Source: Mathematica analysis of Massachusetts Department of Transitional Assistance data.

Note: Standard errors in parentheses. The regression is at the county-level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the number of working poor (or Latino working poor) SNAP cases. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

[a]The pre-demonstration period is defined as July 2009 through one month before submission of the first application associated with the pilot program.

*Significantly different from zero at the .05 level, two-tailed test.

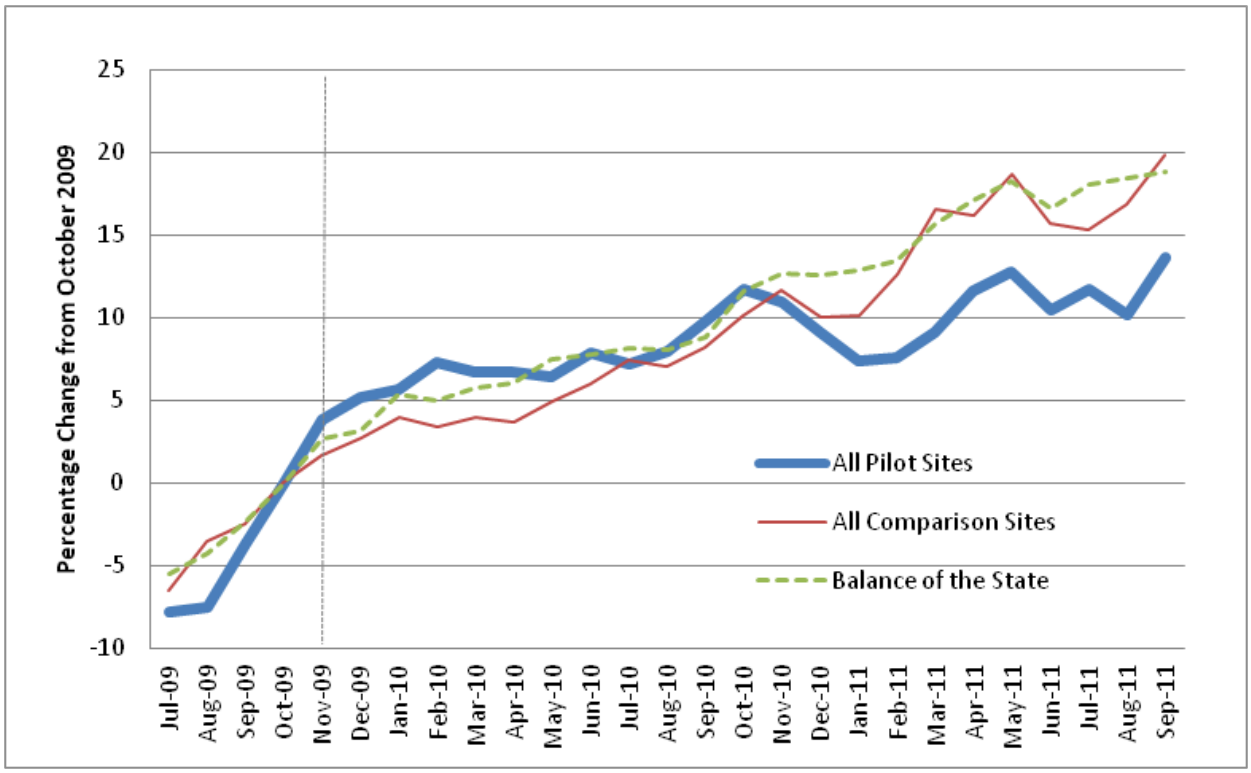
Figure B.17. Working Poor SNAP Participation in Massachusetts Pilot and Comparison Sites Relative to October 2009 (Alternative Definition of Working Poor Population)



Source: Mathematica analysis of Massachusetts Department of Transitional Assistance data.

Notes: The dashed vertical line indicates when the first application associated with the demonstration was submitted. "Balance of the state" represents all locations in Massachusetts other than the pilot cities.

Figure B.18. Latino Working Poor SNAP Participation in Massachusetts Pilot and Comparison Sites Relative to October 2009 (Alternative Definition of Working Poor Population)



Source: Mathematica analysis of Massachusetts Department of Transitional Assistance data.

Notes: The dashed vertical line indicates when the first application associated with the demonstration was submitted. "Balance of the state" represents all locations in Massachusetts other than the pilot cities.

E. WASHINGTON

1. Applications

Table B.23. Regression Results: Change in Average Monthly Number of Applications from Working Poor Households Processed in Washington (Main Definition of Working Poor Population)

Effects and Explanatory Variables	Coefficient	
Unadjusted effect in percentage points	-0.083	
Regression-adjusted effect in percentage points	0.052	
Intercept	0.907 (0.936)	
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	0.052 (0.257)	
Change in average monthly number of applications from **non-working poor** households processed, measured using the same pre-demonstration and operational periods as the outcome variable	1.531 (0.548)	*
Average month-to-month percentage change in the outcome variable during the pre-demonstration period[a]	2.250 (1.631)	
Average month-to-month percentage change in SNAP caseload, from administrative data	-0.008 (0.010)	
Percentage of households receiving SNAP, from 2006–2008 ACS three-year estimates	0.022 (0.033)	
Percentage of households containing a single mother, from 2006–2008 ACS three-year estimates	-0.102 (0.078)	
Percentage of individuals who are noncitizens, from 2006–2008 ACS three-year estimates	0.092 (0.028)	*
Poverty rate among all individuals, from 2006–2008 ACS three-year estimates	-0.034 (0.032)	
Total number of households, from 2006–2008 ACS three-year estimates	-0.000 (0.000)	
N (counties)	29	
R-square	0.7397	

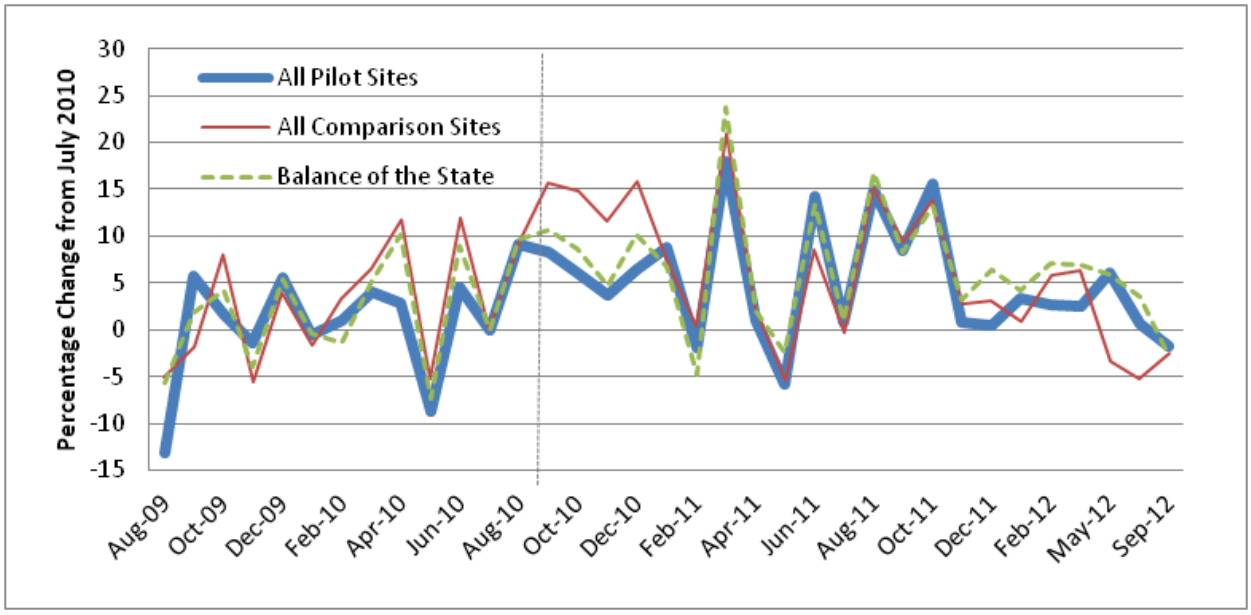
Source: Mathematica analysis of Washington Department of Social and Health Services data.

Note: Standard errors in parentheses. See Chapter II for regression equations and a description of the methods used to select explanatory variables for each regression. The regression is at the county level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the average monthly number of applications from working poor households processed. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

[a]The pre-demonstration period is defined as July 2009 through one month before submission of the first application associated with the pilot program.

*Significantly different from zero at the .05 level, two-tailed test.

Figure B.19. Number of Working Poor SNAP Applications Processed in Washington Pilot and Comparison Sites Relative to July 2010 (Main Definition of Working Poor Population)



Source: Mathematica analysis of Washington Department of Social and Health Services data.

Notes: The dashed vertical line indicates when the first application associated with the demonstration was submitted. "Balance of the State" represents all counties other than the pilot counties.

Table B.24. Unadjusted Effects on Average Monthly Number of Applications from Working Poor Households Processed in Washington (Alternative Definition of Working Poor Population)

	Island vs. Kitsap	Mason vs. Kitsap	Kittitas vs. Stevens	Clark vs. Whatcom	All Pilots vs. All Comparisons
Pilot City					
Pre-demonstration	147	196	121	1,494	1,958
Operational	159	206	172	1,505	2,042
Percentage change (a)	7.9	5.2	42.2	0.8	4.3
Comparison City					
Pre-demonstration	689	689	126	695	1,510
Operational	735	735	103	703	1,541
Percentage change (b)	6.7	6.7	-18.2	1.2	2.1
Unadjusted effect in percentage points (a-b)	1.2	-1.5	60.4	-0.5	2.2
Balance of the State[a]					
Pre-demonstration	20,019	19,970	20,045	18,672	18,208
Operational	21,227	21,179	21,213	19,881	19,343
Percentage change (c)	6.0	6.1	5.8	6.5	6.2
Unadjusted effect in percentage points (a-c)	1.9	-0.9	36.4	-5.7	-1.9
Adjusted effect in percentage points	n.a.	n.a.	n.a.	n.a.	-3.6

Source: Mathematica analysis of Washington Department of Social and Health Services data.

Note: Numbers shown in the percentage change rows (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demonstration period and operational period rows due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot counties.

n.a. = not applicable

*Significantly different from zero at the .05 level, two-tailed test (no significant differences in Washington).

Table B.25. Regression Results: Change in Average Monthly Number of Applications from Working Poor Households Processed in Washington (Alternative Definition of Working Poor Population)

Effects and Explanatory Variables	Coefficient	
Unadjusted effect in percentage points	-0.056	
Regression-adjusted effect in percentage points	-0.036	
Intercept	0.345	
	(0.290)	
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	-0.036	
	(0.086)	
Change in average monthly number of applications from **non-working poor** households processed, measured using the same pre-demonstration and operational periods as the outcome variable	2.089	*
	(0.155)	
Average month-to-month percentage change in the outcome variable during the pre-demonstration period[a]	-0.703	
	(0.489)	
Average month-to-month percentage change in SNAP caseload, from administrative data	0.003	
	(0.003)	
Percentage of households receiving SNAP, from 2006–2008 ACS three-year estimates	-0.006	
	(0.011)	
Percentage of households containing a single mother, from 2006–2008 ACS three-year estimates	-0.027	
	(0.026)	
Percentage of individuals who are noncitizens, from 2006–2008 ACS three-year estimates	-0.003	
	(0.012)	
Poverty rate among all individuals, from 2006–2008 ACS three-year estimates	0.003	
	(0.010)	
Total number of households, from 2006–2008 ACS three-year estimates	0.000	
	(0.000)	
N (counties)	29	
R-square	0.9616	

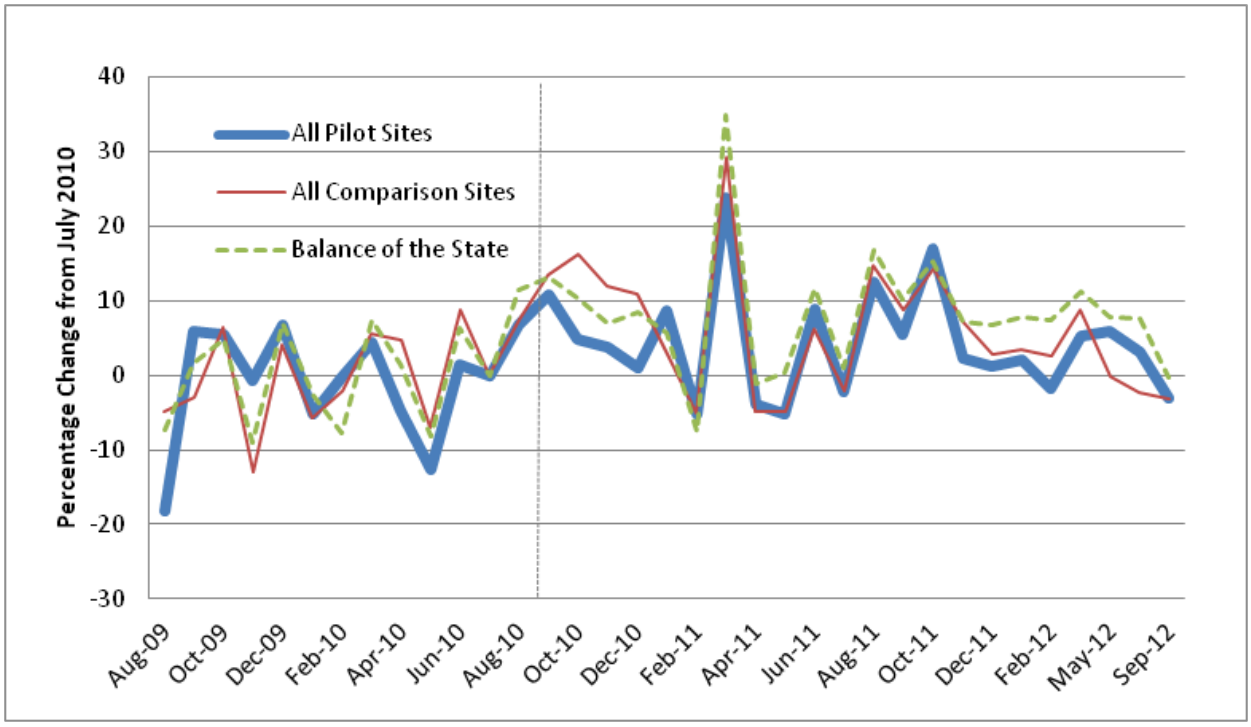
Source: Mathematica analysis of Washington Department of Social and Health Services data.

Note: Standard errors in parentheses. The regression is at the county-level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the average monthly number of applications from working poor households processed. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

*Significantly different from zero at the .05 level, two-tailed test.

[a]The pre-demonstration period is defined as July 2009 through one month before submission of the first application associated with the pilot program.

Figure B.20. Number of Working Poor SNAP Applications Processed in Washington Pilot and Comparison Sites Relative to July 2010 (Alternative Definition of Working Poor Population)



Source: Mathematica analysis of Washington Department of Social and Health Services data.

Note: The dashed vertical line indicates when the first application associated with the demonstration was submitted. "Balance of the State" represents all counties other than the pilot counties.

2. Participation

Table B.26. Regression Results: Change in Working Poor SNAP Participation in Washington (Main Definition of Working Poor Population)

	Number of Months After First Application Submitted		
	7	13	21
Unadjusted effect in percentage points	0.017	0.045	0.037
Regression-adjusted effect in percentage points	0.002	0.011	-0.004
Intercept	-0.055	-0.177	0.007
	(0.081)	(0.216)	(0.193)
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	0.002	0.011	-0.004
	(0.011)	(0.030)	(0.028)
Change in number of **non-working poor** SNAP cases, measured using the same pre-demonstration and operational periods as the outcome variable	0.485 *	0.538 *	0.553 *
	(0.175)	(0.247)	(0.242)
Average month-to-month percentage change in the outcome variable during the pre-demonstration period[a]	1.259 *	2.557	1.859
	(0.511)	(1.312)	(1.213)
Average month-to-month percentage change in SNAP caseload, from administrative data	0.001 *	0.002	0.001
	(0.000)	(0.001)	(0.001)
Employment ratio, from 2006–2008 ACS three-year estimates	-0.000	0.000	-0.002

Table B.26. *(continued)*

	Number of Months After First Application Submitted		
	7	13	21
	(0.001)	(0.003)	(0.002)
Percentage of households receiving SNAP, from 2006–2008 ACS three-year estimates	-0.001	0.002	0.000
	(0.001)	(0.004)	(0.003)
Percentage of households containing a single mother, from 2006–2008 ACS three-year estimates	-0.003	-0.007	-0.006
	(0.003)	(0.008)	(0.007)
Percentage of individuals who are noncitizens, from 2006–2008 ACS three-year estimates	-0.003 *	-0.002	-0.000
	(0.001)	(0.003)	(0.003)
Poverty rate among all individuals, from 2006–2008 ACS three-year estimates	0.004 *	0.007	0.005
	(0.001)	(0.003)	(0.003)
Total number of households, from 2006–2008 ACS three-year estimates	0.000	-0.000	0.000
	(0.000)	(0.000)	(0.000)
N (counties)	30	30	30
R-square	0.732	0.548	0.5246

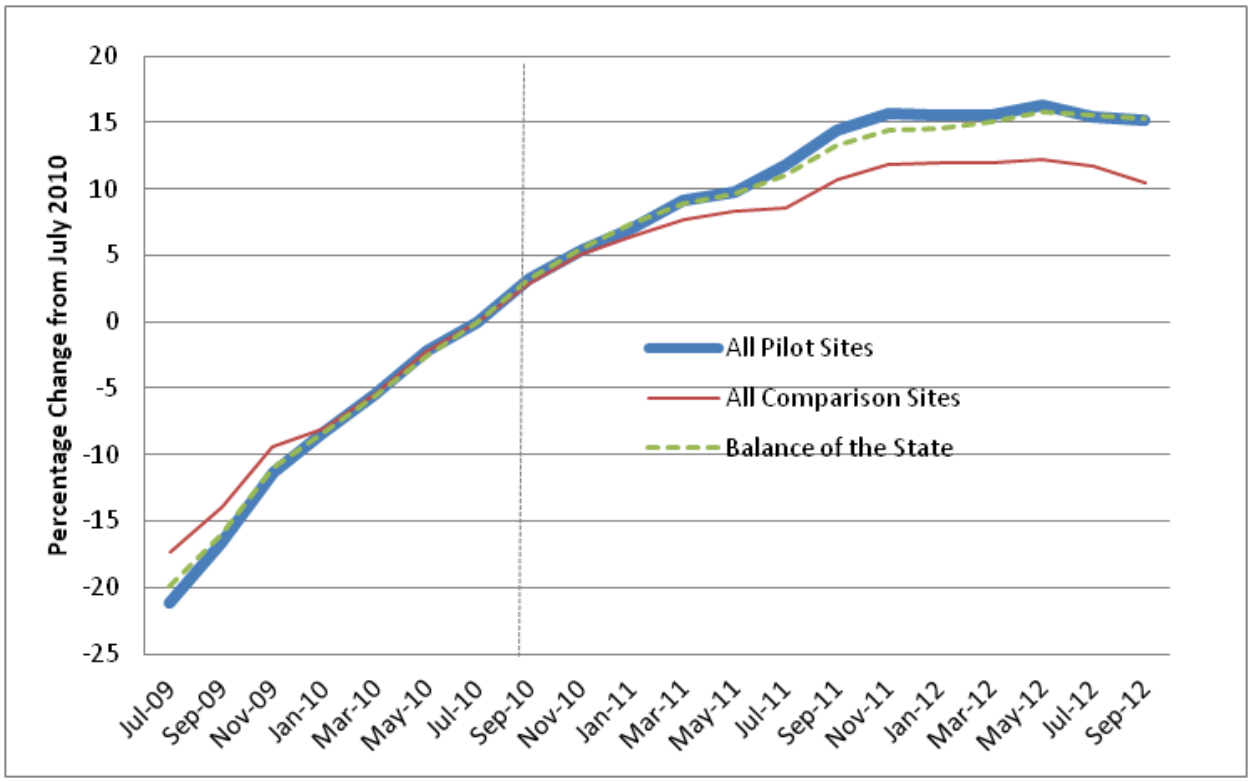
Source: Mathematica analysis of Washington Department of Social and Health Services data.

Note: Standard errors in parentheses. See Chapter II for regression equations and a description of the methods used to select explanatory variables for each regression. The regression is at the county level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the number of working poor SNAP cases. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

[a]The pre-demonstration period is defined as July 2009 through one month before submission of the first application associated with the pilot program.

*Significantly different from zero at the .05 level, two-tailed test.

Figure B.21. Working Poor SNAP Participation in Washington Pilot and Comparison Sites Relative to July 2010 (Main Definition of Working Poor Population)



Source: Mathematica analysis of Washington Department of Social and Health Services data.

Notes: The dashed vertical line indicates when the first application associated with the demonstration was submitted. "Balance of the State" represents all counties other than the pilot counties.

Table B.27. Unadjusted Effects on Working Poor SNAP Participation in Washington (Alternative Definition of Working Poor Population)

	Island vs. Kitsap	Mason vs. Kitsap	Kittitas vs. Stevens	Clark vs. Whatcom	All Pilots vs. All Comparisons
7 Month Effects					
Pilot City					
Pre-demonstration	1,086	1,276	934	10,546	13,842
Operational	1,142	1,359	1,093	11,049	14,643
Percentage change (a)	5.2	6.5	17.0	4.8	5.8
Comparison City					
Pre-demonstration	4,582	4,582	1,267	4,740	10,589
Operational	4,775	4,775	1,304	5,023	11,102
Percentage change (b)	4.2	4.2	2.9	6.0	4.8
Unadjusted effect in percentage points (a-b)	0.9	2.3	14.1	-1.2	0.9
Balance of the State					
Pre-demonstration	135,322	135,132	135,474	125,862	122,566
Operational	142,620	142,403	142,669	132,713	129,119
Percentage change (c)	5.4	5.4	5.3	5.4	5.4
Unadjusted effect in percentage points (a-c)	-0.2	1.1	11.7	-0.7	0.4
Adjusted effect in percentage points	n.a.	n.a.	n.a.	n.a.	1.0
13 Month Effects					
Pilot City					
Pre-demonstration	1,086	1,276	934	10,546	13,842
Operational	1,272	1,565	1,155	12,132	16,124
Percentage change (a)	17.1	22.7	23.7	15.0	16.5
Comparison City					
Pre-demonstration	4,582	4,582	1,267	4,740	10,589
Operational	5,109	5,109	1,331	5,535	11,975
Percentage change (b)	11.5	11.5	5.1	16.8	13.1
Unadjusted effect in percentage points (a-b)	5.6	11.2	18.6	-1.7	3.4
Balance of the State					
Pre-demonstration	135,322	135,132	135,474	125,862	122,566
Operational	156,541	156,248	156,658	145,681	141,689
Percentage change (c)	15.7	15.6	15.6	15.8	15.6
Unadjusted effect in percentage points (a-c)	1.5	7.0	8.0	-0.7	0.9
Adjusted effect in percentage points	n.a.	n.a.	n.a.	n.a.	4.4
21 Month Effects					
Pilot City					
Pre-demonstration	1,086	1,276	934	10,546	13,842
Operational	1,271	1,576	1,166	12,064	16,077
Percentage change (a)	17.0	23.5	24.8	14.4	16.2
Comparison City					
Pre-demonstration	4,582	4,582	1,267	4,740	10,589
Operational	5,167	5,167	1,323	5,525	12,015
Percentage change (b)	12.8	12.8	4.4	16.6	13.5
Unadjusted effect in percentage points (a-b)	4.3	10.7	20.4	-2.2	2.7
Balance of the State					
Pre-demonstration	135,322	135,132	135,474	125,862	122,566
Operational	157,776	157,471	157,881	146,983	142,970
Percentage change (c)	16.6	16.5	16.5	16.8	16.7
Unadjusted effect in percentage points (a-c)	0.4	7.0	8.3	-2.4	-0.5
Adjusted effect in percentage points	n.a.	n.a.	n.a.	n.a.	3.5

Source: Mathematica analysis of Washington Department of Social and Health Services data.

Notes: Numbers shown in the percentage change columns (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period columns due to rounding. In Washington, there are roughly 2,000 households each month (less than 1% of the overall SNAP caseload) that are not receiving SNAP but are receiving state-funded food assistance. These tend to be immigrants who are not eligible for federally funded assistance. For example, a household might contain children that are eligible for SNAP because they were born in the United States, but their parents were not (and are thus not eligible). In these types of cases, the state provides food assistance equal to the typical SNAP allotment for a household of that size in which all members are eligible. These cases are included in the analysis. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot counties.

n.a. = not applicable

*Significantly different from zero at the .05 level, two-tailed test (no significant differences in Washington).

Table B.28. Regression Results: Change in Working Poor SNAP Participation in Washington (Alternative Definition of Working Poor Population)

	Number of Months After First Application Submitted		
	7	13	21
Unadjusted effect in percentage points	0.046	0.079 *	0.073
Regression-adjusted effect in percentage points	0.010	0.044	0.035
Intercept	0.021	-0.008	-0.051
	(0.147)	(0.264)	(0.286)
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	0.010	0.044	0.035
	(0.020)	(0.035)	(0.038)
Change in number of **non-working poor** SNAP cases, measured using the same pre-demonstration and operational periods as the outcome variable	-0.643 *	0.166	0.164
	(0.255)	(0.262)	(0.317)
Average month-to-month percentage change in the outcome variable during the pre-demonstration period[a]	2.517 *	2.534	3.648 *
	(0.737)	(1.352)	(1.416)
Average month-to-month percentage change in SNAP caseload, from administrative data	0.001	0.002	0.002
	(0.001)	(0.001)	(0.001)
Employment ratio, from 2006–2008 ACS three-year estimates	0.000	0.000	0.000
	(0.002)	(0.003)	(0.004)
Percentage of households receiving SNAP, from 2006–2008 ACS three-year estimates	-0.001	-0.005	-0.004
	(0.002)	(0.004)	(0.005)
Percentage of households containing a single mother, from 2006–2008 ACS three-year estimates	-0.013 *	-0.005	-0.005
	(0.005)	(0.010)	(0.010)
Percentage of individuals who are noncitizens, from 2006–2008 ACS three-year estimates	0.000	0.000	0.002
	(0.002)	(0.003)	(0.004)
Poverty rate among all individuals, from 2006–2008 ACS three-year estimates	0.004	0.004	0.004
	(0.002)	(0.004)	(0.004)
Total number of households, from 2006–2008 ACS three-year estimates	0.000	0.000	0.000
	(0.000)	(0.000)	(0.000)
N (counties)	30	30	30
R-square	0.7582	0.6507	0.6488

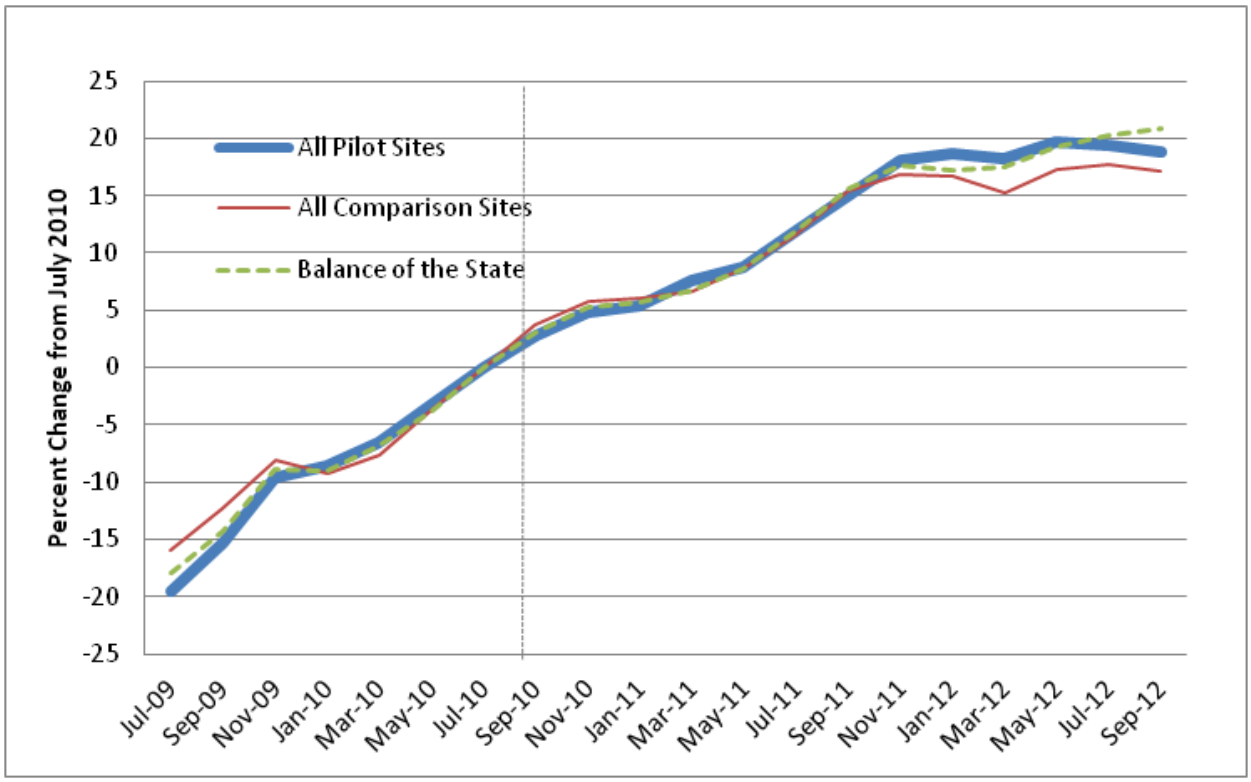
Source: Mathematica analysis of Washington Department of Social and Health Services data.

Note: Standard errors in parentheses. The regression is at the county-level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the number of working poor SNAP cases. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

[a]The pre-demonstration period is defined as July 2009 through one month before submission of the first application associated with the pilot program.

*Significantly different from zero at the .05 level, two-tailed test.

Figure B.22. Working Poor SNAP Participation in Washington Pilot and Comparison Sites Relative to July 2010 (Alternative Definition of Working Poor Population)



Source Mathematica analysis of Washington Department of Social and Health Services data.

Notes: The dashed vertical line indicates when the first application associated with the demonstration was submitted. "Balance of the state" represents all counties other than the pilot counties.

F. WISCONSIN

1. Applications

Table B.29. Regression Results: Change in Average Monthly Number of Applications from Working Poor Households Processed in Wisconsin (Main Definition of Working Poor Population)

Effects and Explanatory Variables	Coefficient	
Unadjusted effect in percentage points	0.226	
Regression-adjusted effect in percentage points	-0.106	
Intercept	0.510	*
	(0.218)	
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	-0.106	
	(0.157)	
Change in average monthly number of applications from **non-working poor** households processed, measured using the same pre-demonstration and operational periods as the outcome variable	0.491	*
	(0.053)	
Average month-to-month percentage change in the outcome variable during the pre-demonstration period[a]	-0.931	
	(0.590)	

Table B.29. *(continued)*

Effects and Explanatory Variables	Coefficient	
Average month-to-month percentage change in SNAP caseload, from administrative data	-0.009 (0.005)	
Percentage of families with workers that receive SNAP, from 2006–2008 ACS three-year estimates	0.042 (0.019)	*
Percentage of households containing a single mother, from 2006–2008 ACS three-year estimates	-0.080 (0.034)	*
Total number of households, from 2006–2008 ACS three-year estimates	0.000 (0.000)	*
N (counties)	52	
R-square	0.7933	

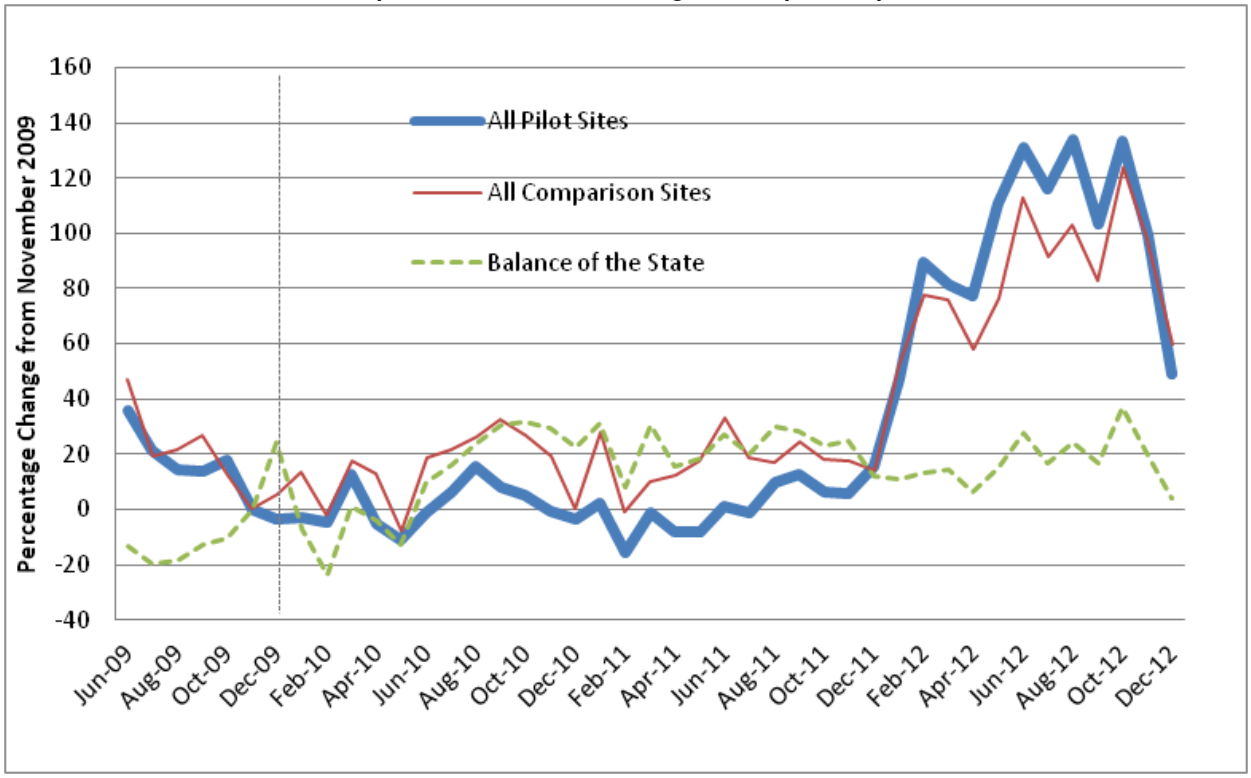
Source: Mathematica analysis of Wisconsin Department of Health Services data.

Note: Standard errors in parentheses. See Chapter II for regression equations and a description of the methods used to select explanatory variables for each regression. The regression is at the county level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the average monthly number of applications from working poor households processed. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

[a]The pre-demonstration period is defined as July 2009 through one month before submission of the first application associated with the pilot program.

*Significantly different from zero at the .05 level, two-tailed test.

Figure B.23. Number of Working Poor SNAP Applications Processed in Wisconsin Pilot and Comparison Sites Relative to November 2009 (Main Definition of Working Poor Population)



Source: Mathematica analysis of Wisconsin Department of Health Services data.

Note: The dashed vertical line indicates when the first application associated with the demonstration was submitted. “Balance of the state” represents all counties other than the pilot counties.

Applications could not be analyzed for households that include at least one individual who is of working age and has evidence of a job because the applicant data files provided by the Wisconsin Department of Health Services did not include variables related to employment, earnings, or SSI/SSDI/other Social Security benefits.

2. Participation

Table B.30. Regression Results: Change in Working Poor SNAP Participation in Wisconsin (Main Definition of Working Poor Population)

	Number of Months After First Application Submitted		
	6	12	35
Unadjusted effect in percentage points	-0.014	-0.013	0.047
Regression-adjusted effect in percentage points	-0.011	-0.013	0.018
Intercept	-0.014 (0.169)	0.067 (0.214)	0.121 (0.428)
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	-0.011 (0.021)	-0.013 (0.027)	0.018 (0.052)
Change in number of **non-working poor** SNAP cases, measured using the same pre-demonstration and operational periods as the outcome variable	0.051 (0.094)	0.044 (0.075)	0.141 (0.070)
Average month-to-month percentage change in the outcome variable during the pre-demonstration period[a]	-0.580 (0.836)	-0.046 (1.053)	-0.372 (2.163)
Average month-to-month percentage change in SNAP caseload, from administrative data	0.002 * (0.001)	0.002 * (0.001)	0.001 (0.002)
Employment ratio, from 2006–2008 ACS three-year estimates	0.002 (0.002)	0.001 (0.002)	0.001 (0.005)
Percentage of families with workers that receive SNAP, from 2006–2008 ACS three-year estimates	0.002 (0.003)	-0.002 (0.004)	0.004 (0.008)
Percentage of households containing a single mother, from 2006–2008 ACS three-year estimates	-0.006 (0.004)	-0.002 (0.005)	-0.008 (0.011)
Poverty rate among all individuals, from 2006–2008 ACS three-year estimates	-0.003 (0.002)	-0.004 (0.003)	-0.003 (0.006)
Total number of households, from 2006–2008 ACS three-year estimates	0.000[b] * (0.000)	0.000[b] * (0.000)	0.000[b] * (0.000)
N (counties)	52	52	52
R-square	0.3428	0.3557	0.2848

Source: Mathematica analysis of Wisconsin Department of Health Services data.

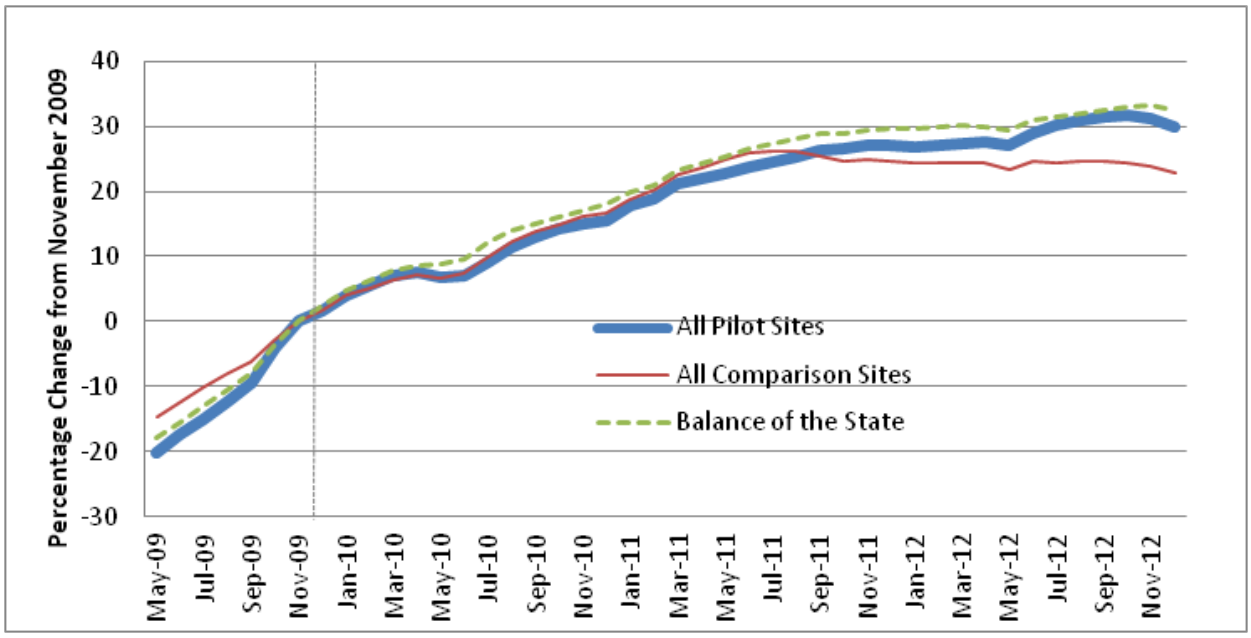
Note: Standard errors in parentheses. See Chapter II for regression equations and a description of the methods used to select explanatory variables for each regression. The regression is at the county level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the number of working poor SNAP cases. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

[a]The pre-demonstration period is defined as May 2009 through one month before submission of the first application associated with the pilot program.

[b]Regression coefficients and standard errors are rounded to three decimal points, which makes the coefficients and standard errors for the total number of households appear to be exactly zero, when in fact they are slightly above zero. These coefficients are statistically different from zero, but are not meaningfully different from zero.

*Significantly different from zero at the .05 level, two-tailed test.

Figure B.24. Working Poor SNAP Participation in Wisconsin Pilot and Comparison Sites Relative to November 2009 (Main Definition of Working Poor Population)



Source: Mathematica analysis of Wisconsin Department of Health Services data.

Notes: The dashed vertical line indicates when the first application associated with the demonstration was submitted. "Balance of the state" represents all counties other than the pilot counties.

Table B.31. Unadjusted Effects on Working Poor SNAP Participation in Wisconsin (Alternative Definition of Working Poor Population)

	Dane vs. Brown	Green vs. Calumet	Rock vs. Marinette	All Pilots vs. All Comparisons
6 Month Effects				
Pilot City				
Pre-demonstration	8,047	742	4,156	12,945
Operational	8,662	777	4,470	13,909
Percentage change (a)	7.64	4.72	7.56	7.45
Comparison City				
Pre-demonstration	4,826	292	1,067	6,185
Operational	5,194	302	1,115	6,611
Percentage change (b)	7.63	3.42	4.50	6.89
Unadjusted effect in percentage points (a-b)	0.02	1.29	3.06	0.56
Balance of the State				
Pre-demonstration	112,595	119,900	116,486	107,697
Operational	122,521	130,406	126,713	117,274
Percentage change (c)	8.82	8.76	8.78	8.89
Unadjusted effect in percentage points (a-c)	-1.17	-4.05	-1.22	-1.45
Adjusted effect in percentage points	n.a.	n.a.	n.a.	-2.5
12 Month Effects				
Pilot City				
Pre-demonstration	8,047	742	4,156	12,945
Operational	10,124	876	5,090	16,090
Percentage change (a)	25.81	18.06	22.47	24.30
Comparison City				
Pre-demonstration	4,826	292	1,067	6,185
Operational	5,991	325	1,273	7,589
Percentage change (b)	24.14	11.30	19.31	22.70
Unadjusted effect in percentage points (a-b)	1.67	6.76	3.17	1.60

Table B.31. *(continued)*

	Dane vs. Brown	Green vs. Calumet	Rock vs. Marinette	All Pilots vs. All Comparisons
Balance of the State				
Pre-demonstration	112,595	119,900	116,486	107,697
Operational	137,597	146,845	142,631	131,631
Percentage change (c)	22.21	22.47	22.44	22.22
Unadjusted effect in percentage points (a-c)	3.61	-4.41	0.03	2.07
Adjusted effect in percentage points	n.a.	n.a.	n.a.	-0.6
35 Month Effects				
Pilot City				
Pre-demonstration	8,047	742	4,156	12,945
Operational	11,698	997	5,873	18,568
Percentage change (a)	45.37	34.37	41.31	43.44
Comparison City				
Pre-demonstration	4,826	292	1,067	6,185
Operational	6,871	336	1,367	8,574
Percentage change (b)	42.37	15.07	28.12	38.63
Unadjusted effect in percentage points (a-b)	3.00	19.30	13.20	4.81
Balance of the State				
Pre-demonstration	112,595	119,900	116,486	107,697
Operational	160,274	170,975	166,099	153,404
Percentage change (c)	42.35	42.60	42.59	42.44
Unadjusted effect in percentage points (a-c)	3.03	-8.23	-1.28	1.00
Adjusted effect in percentage points	n.a.	n.a.	n.a.	3.6

Source: Mathematica analysis of Wisconsin Department of Health Services data.

Note: Numbers shown in the percentage change rows (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demonstration period and operational period rows due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot counties.

n.a. = not applicable.

Table B.32. Regression Results: Change in Working Poor SNAP Participation in Wisconsin (Alternative Definition of Working Poor Population)

	Number of Months After First Application Submitted		
	6	12	35
Unadjusted effect in percentage points	-0.026	0.006	0.091
Regression-adjusted effect in percentage points	-0.025	-0.006	0.036
Intercept	0.098	-0.013	0.748
	(0.204)	(0.266)	(0.475)
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	-0.025	-0.006	0.036
	(0.026)	(0.033)	(0.060)
Change in number of **non-working poor** SNAP cases, measured using the same pre-demonstration and operational periods as the outcome variable	0.294	0.094	0.183
	(0.184)	(0.153)	(0.127)
Average month-to-month percentage change in the outcome variable during the pre-demonstration period[a]	-0.934	-1.984	-2.889
	(0.868)	(1.135)	(2.110)
Average month-to-month percentage change in SNAP caseload, from administrative data	0.001	0.001	0.002
	(0.001)	(0.001)	(0.002)
Employment ratio, from 2006–2008 ACS three-year estimates	0.001	0.005	-0.004
	(0.002)	(0.003)	(0.005)
Percentage of families with workers that receive SNAP, from 2006–2008 ACS three-year estimates	0.002	-0.004	0.007
	(0.004)	(0.005)	(0.010)

Table B.32. *(continued)*

	Number of Months After First Application Submitted		
	6	12	35
Percentage of households containing a single mother, from 2006–2008 ACS three-year estimates	-0.002	0.002	0.004
	(0.005)	(0.007)	(0.012)
Poverty rate among all individuals, from 2006–2008 ACS three-year estimates	-0.007 *	-0.008	-0.018 *
	(0.003)	(0.004)	(0.007)
Total number of households, from 2006–2008 ACS three-year estimates	0.000	0.000 *	0.000 *
	(0.000)	(0.000)	(0.000)
N (counties)	52	52	52
R-square	0.3328	0.434	0.5019

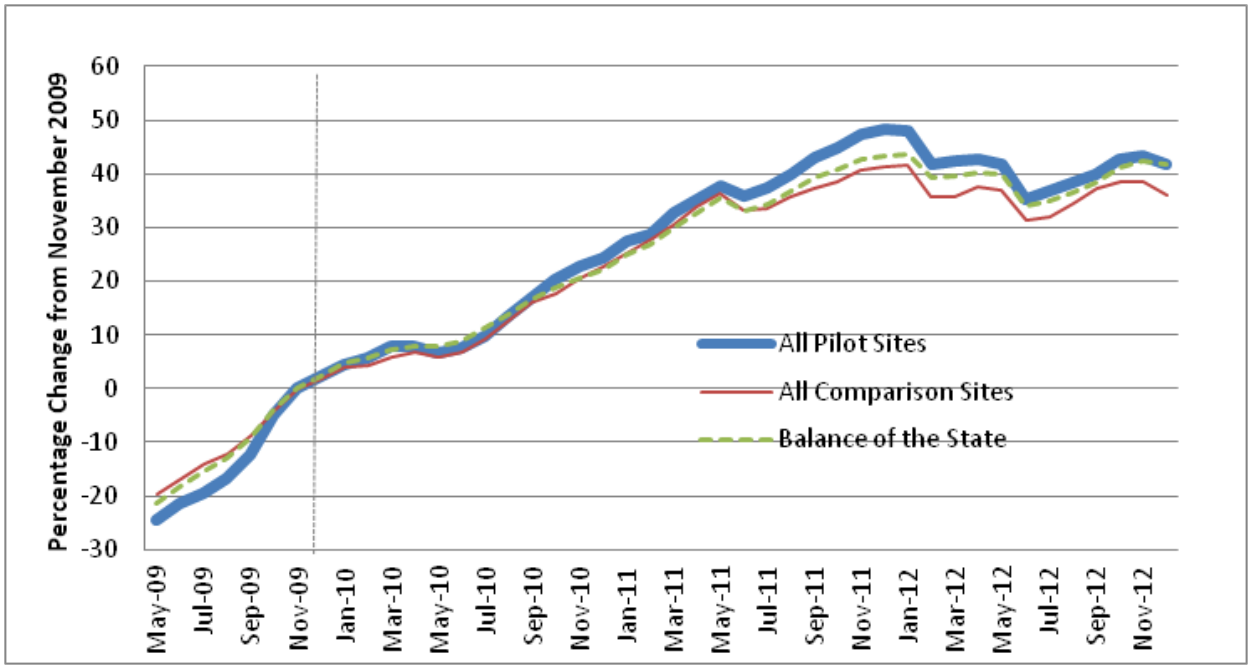
Source: Mathematica analysis of Wisconsin Department of Health Services data.

Note: Standard errors in parentheses. The regression is at the county-level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the number of working poor SNAP cases. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

[a]The pre-demonstration period is defined as May 2009 through one month before submission of the first application associated with the pilot program.

*Significantly different from zero at the .05 level, two-tailed test.

Figure B.25. Working Poor SNAP Participation in Wisconsin Pilot and Comparison Sites Relative to November 2009 (Alternative Definition of Working Poor Population)



Source: Mathematica analysis of Wisconsin Department of Health Services data.

Notes: The dashed vertical line indicates when the first application associated with the demonstration was submitted. "Balance of the state" represents all counties other than the pilot counties.

APPENDIX C:

SUBGROUP ANALYSES

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Here we present effects on SNAP applications and participation for the following subgroups of households in Michigan, Ohio, and Pennsylvania: (1) households with no elderly members age 65 or older (that is, all elderly members of the household are between the ages of 60 and 64); (2) households with at least one member age 75 or older; and (3) all other elderly households (that is, households with at least one member between the ages of 65 and 75). We focus on these subgroups because it is possible that the interventions in states focusing on the elderly might have affected different age subgroups within this target population differently. With the exception of Massachusetts, which focused its efforts on Latinos, there is less reason to believe that the interventions in states targeting the working poor may have affected different subgroups differently. Thus, the only subgroup analyses we conducted in working poor states was for Massachusetts, where we estimated effects for all households and separately for Latino households (see Chapter V for results).

A. Michigan

Subgroup analyses suggest that the Michigan demonstration had a stronger effect on older senior households than younger ones (Tables C.1 through C.6). The regression-adjusted analyses in Chapter II showed that, after controlling for SNAP-related trends and other economic factors, there was a statistically significant positive effect of the demonstration on SNAP participation among all elderly households at 13 and 31 months after the first pilot application was submitted. This finding holds for the subgroup of elderly households with at least one member age 75 or older (Table C.4), and for the subgroup of all other elderly households (Table C.6), but not for the subgroup of elderly households with no elderly members older than 64 (Table C.2). While the 13- and 31-month regression-adjusted effects for the subgroup of elderly households with at least one member age 75 or older (Table C.4) are larger than those for elderly households overall, the regression-adjusted effects for the subgroup of all other elderly households (Table C.6) are much smaller than for elderly households overall.

Table C.1. Unadjusted Effects on Elderly SNAP Participation in Michigan (Subgroup: Elderly Households with No Elderly Members Older than 64)

	Pilot County			Comparison County				Balance of the State[a]			
	Pre-Demo	Operational	(a) Percentage Change	Pre-Demo	Operational	(b) Percentage Change	(a-b) Effect in Percentage Points	Pre-Demo	Operational	(c) Percentage Change	(a-c) Effect in Percentage Points
7-Month Effects											
Hillsdale vs. Tuscola	176	200	13.6	152	186	22.4	-8.7	37,401	43,580	16.5	-2.9
Lenawee vs. Allegan	292	336	15.1	302	346	14.6	0.5	37,285	43,444	16.5	-1.5
Jackson vs. Sanilac	573	659	15.0	192	238	24.0	-9.0	37,004	43,121	16.5	-1.5
All Pilot Sites vs. All Comparison Sites	1,041	1,195	14.8	646	770	19.2	-4.4	36,536	42,585	16.6	-1.8
13-Month Effects											
Hillsdale vs. Tuscola	176	226	28.4	152	212	39.5	-11.1	37,401	47,420	26.8	1.6
Lenawee vs. Allegan	292	381	30.5	302	379	25.5	5.0	37,285	47,265	26.8	3.7
Jackson vs. Sanilac	573	747	30.4	192	265	38.0	-7.7	37,004	46,899	26.7	3.6
All Pilot Sites vs. All Comparison Sites	1,041	1,354	30.1	646	856	32.5	-2.4	36,536	46,292	26.7	3.4
31-Month Effects											
Hillsdale vs. Tuscola	176	213	21.0	152	232	52.6	-31.6	37,401	51,199	36.9	-15.9
Lenawee vs. Allegan	292	441	51.0	302	343	13.6	37. 5	37,285	50,971	36.7	14.3
Jackson vs. Sanilac	573	774	35.1	192	270	40.6	-5.6	37,004	50,638	36.8	-1.8
All Pilot Sites vs. All Comparison Sites	1,041	1,428	37.2	646	845	30.8	6.4	36,536	49,984	36.8	0.4

Source: Mathematica analysis of Michigan Department of Human Services data.

Note: This table shows analyses for elderly households with no elderly members older than 64; that is, all elderly members of the household are between the ages of 60 and 64. Effects are calculated at 7 and 13 months rather than 6 and 12 because Michigan provided bimonthly rather than monthly data. Numbers shown in the percentage change columns (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period columns due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot county/counties.

Table C.2. Regression Results: Change in Elderly SNAP Participation in Michigan (Subgroup: Elderly Households with No Elderly Members Older than 64)

Effects and Explanatory Variables	Coefficient			
	Number of Months After First Application Submitted			
	7	13	31	
Unadjusted effect	-0.015	0.039	0.063	
Regression-adjusted effect	-0.014	0.044	0.049	
Intercept	-0.063	-0.192	-0.382	
	(0.311)	(0.415)	(0.653)	
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	-0.014	0.044	0.049	
	(0.033)	(0.045)	(0.071)	
Change in number of **non-elderly** SNAP cases, measured using the same pre- and post-periods as the outcome variable	0.143	0.099	0.417	*
	(0.200)	(0.125)	(0.159)	
Average month-to-month percentage change in SNAP caseload, from administrative data	0.000	0.000	0.000	
	(0.001)	(0.001)	(0.001)	
Number of SNAP households with elderly members, from 2006–2008 ACS three-year estimates	0.000	0.000	0.000	
	(0.000)	(0.000)	(0.000)	
Percentage of elderly households that receive SNAP, from 2006–2008 ACS three-year estimates	-0.004	-0.004	-0.003	
	(0.005)	(0.007)	(0.011)	
Percentage of individuals age 65+, from 2006–2008 ACS three-year estimates	-0.001	-0.002	-0.002	
	(0.002)	(0.003)	(0.005)	
Poverty rate among individuals age 65+, from 2006–2008 ACS three-year estimates	-0.003	-0.008	-0.008	
	(0.004)	(0.006)	(0.009)	
Percentage of individuals with a high school education or greater, from 2006–2008 ACS three-year estimates	0.003	0.006	0.009	
	(0.003)	(0.004)	(0.007)	
N (counties)	64	64	64	
R-square	0.1734	0.2393	0.253	

Source: Mathematica analysis of Michigan Department of Human Services data.

Notes: This table shows analyses for elderly households with no elderly members older than 64; that is, all elderly members of the household are between the ages of 60 and 64. Standard errors are in parentheses. Effects are calculated at 7 and 13 months, rather than 6 and 12, because Michigan provided bimonthly rather than monthly data. The regression is at the county level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the number of elderly SNAP cases. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

*Significantly different from zero at the .05 level, two-tailed test.

Table C.3. Unadjusted Effects on Elderly SNAP Participation in Michigan (Subgroup: Elderly Households with at Least One Member Age 75 or Older)

	Pilot County			Comparison County				Balance of the State[a]			
	Pre-Demo	Operational	(a) Percentage Change	Pre-Demo	Operational	(b) Percentage Change	(a-b) Effect in Percentage Points	Pre-Demo	Operational	(c) Percentage Change	(a-c) Effect in Percentage Points
7-Month Effects											
Hillsdale vs. Tuscola	112	126	12.5	122	133	9.0	3.5	28,225	31,414	11.3	1.2
Lenawee vs. Allegan	189	217	14.8	224	258	15.9	-0.4	28,148	31,323	11.3	3.5
Jackson vs. Sanilac	282	351	24.5	193	201	4.2	20.3	28,055	31,189	11.2	13.3
All Pilot Sites vs. All Comparison Sites	583	694	19.0	539	592	9.8	9.2	27,754	30,846	11.1	7.9
13-Month Effects											
Hillsdale vs. Tuscola	112	152	35.7	122	142	16.4	19.3	28,225	33,287	17.9	17.8
Lenawee vs. Allegan	189	252	33.3	224	275	22.8	10.6	28,148	33,187	17.9	15.4
Jackson vs. Sanilac	282	402	42.6	193	198	2.6	40.0	28,055	33,037	17.8	24.8
All Pilot Sites vs. All Comparison Sites	583	806	38.3	539	615	14.1	24.2	27,754	32,633	17.6	20.7
31-Month Effects											
Hillsdale vs. Tuscola	112	168	50.0	122	142	16.4	33.6	28,225	33,323	18.1	31.9
Lenawee vs. Allegan	189	273	44.4	224	262	17.0	27.5	28,148	33,218	18.0	26.4
Jackson vs. Sanilac	282	438	55.3	193	195	1.0	54.3	28,055	33,053	17.8	37.5
All Pilot Sites vs. All Comparison Sites	583	879	50.8	539	599	11.1	39.6	27,754	32,612	17.5	33.3

Source: Mathematica analysis of Michigan Department of Human Services data.

Note: Effects are calculated at 7 and 13 months rather than 6 and 12 because Michigan provided bimonthly rather than monthly data. Numbers shown in the percentage change columns (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period columns due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot county/counties.

Table C.4. Regression Results: Change in Elderly SNAP Participation in Michigan (Subgroup: Elderly Households with at Least One Member Age 75 or Older)

Effects and Explanatory Variables	Coefficient					
	Number of Months After First Application Submitted					
	7		13		31	
Unadjusted effect	0.055		0.193	*	0.342	*
Regression-adjusted effect	0.054		0.194	*	0.322	*
Intercept	-0.326		-0.358		-0.135	
	(0.449)		(0.505)		(0.633)	
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	0.054		0.194	*	0.322	*
	(0.048)		(0.055)		(0.068)	
Change in number of **non-elderly** SNAP cases, measured using the same pre- and post-periods as the outcome variable	-0.070		0.238		0.244	
	(0.289)		(0.152)		(0.154)	
Average month-to-month percentage change in SNAP caseload, from administrative data	-0.001		0.000		-0.001	
	(0.001)		(0.001)		(0.001)	
Number of SNAP households with elderly members, from 2006–2008 ACS three-year estimates	0.000		-0.000		0.000	
	(0.000)		(0.000)		(0.000)	
Percentage of elderly households that receive SNAP, from 2006–2008 ACS three-year estimates	0.0034		0.002		0.000	
	(0.008)		(0.009)		(0.011)	
Percentage of individuals age 65+, from 2006–2008 ACS three-year estimates	-0.002		-0.005		-0.004	
	(0.003)		(0.004)		(0.005)	
Poverty rate among individuals age 65+, from 2006–2008 ACS three-year estimates	-0.008		-0.011		-0.010	
	(0.006)		(0.007)		(0.009)	
Percentage of individuals with a high school education or greater, from 2006–2008 ACS three-year estimates	0.006		0.007		0.005	
	(0.005)		(0.005)		(0.006)	
N (counties)	64		64		64	
R-square	0.1603		0.3521		0.4000	

Source: Mathematica analysis of Michigan Department of Human Services data.

Notes: Standard errors are in parentheses. Effects are calculated at 7 and 13 months, rather than 6 and 12, because Michigan provided bimonthly rather than monthly data. The regression is at the county level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the number of elderly SNAP cases. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

*Significantly different from zero at the .05 level, two-tailed test.

Table C.5. Unadjusted Effects on Elderly SNAP Participation in Michigan (Subgroup: All Other Elderly Households)

	Pilot County			Comparison County				Balance of the State[a]			
	Pre-Demo	Operational	(a) Percentage Change	Pre-Demo	Operational	(b) Percentage Change	(a-b) Effect in Percentage Points	Pre-Demo	Operational	(c) Percentage Change	(a-c) Effect in Percentage Points
7-Month Effects											
Hillsdale vs. Tuscola	3,181	3,457	8.7	3,916	4,274	9.1	-0.5	798,279	890,321	11.5	-2.9
Lenawee vs. Allegan	6,603	7,361	11.5	6,155	6,645	8.0	3.5	794,857	886,417	11.5	-0.0
Jackson vs. Sanilac	12,779	14,042	9.9	3,546	3,714	4.7	5.2	788,681	879,736	11.6	-1.7
All Pilot Sites vs. All Comparison Sites	22,563	24,860	10.2	13,617	14,633	7.5	2.7	778,897	868,918	11.6	-1.4
13-Month Effects											
Hillsdale vs. Tuscola	3,181	3,514	10.5	3,916	4,398	12.3	-1.8	798,279	880,506	10.3	0.2
Lenawee vs. Allegan	6,603	7,496	13.5	6,155	6,712	9.1	4.5	794,857	876,524	10.3	3.3
Jackson vs. Sanilac	12,779	14,293	11.9	3,546	3,619	2.1	9.8	788,681	869,727	10.3	1.6
All Pilot Sites vs. All Comparison Sites	22,563	25,303	12.1	13,617	14,729	8.2	4.0	778,897	858,717	10.3	1.9
31-Month Effects											
Hillsdale vs. Tuscola	3,181	3,347	5.2	3,916	4,149	6.0	-0.7	798,279	832,369	4.3	1.0
Lenawee vs. Allegan	6,603	6,982	5.7	6,155	6,257	1.7	4.1	794,857	828,734	4.3	1.5
Jackson vs. Sanilac	12,779	13,437	5.2	3,546	3,146	-11.3	16.4	788,681	822,279	4.3	0.9
All Pilot Sites vs. All Comparison Sites	22,563	23,766	5.3	13,617	13,552	-0.5	5.8	778,897	811,950	4.3	1.1

Source: Mathematica analysis of Michigan Department of Human Services data.

Note: This table shows analyses for households with at least one member between the ages of 65 and 75. Effects are calculated at 7 and 13 months rather than 6 and 12 because Michigan provided bimonthly rather than monthly data. Numbers shown in the percentage change columns (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period columns due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot county/counties.

Table C.6. Regression Results: Change in Elderly SNAP Participation in Michigan (Subgroup: All Other Elderly Households)

Effects and Explanatory Variables	Coefficient		
	Number of Months After First Application Submitted		
	7	13	31
Unadjusted effect	0.003	0.043	0.066
Regression-adjusted effect	0.003	0.006 *	0.008 *
Intercept	-0.033	-0.048	-0.056
	(0.018)	(0.026)	(0.033)
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	0.003	0.006 *	0.008 *
	(0.002)	(0.003)	(0.004)
Change in number of **non-elderly** SNAP cases, measured using the same pre- and post-periods as the outcome variable	0.940 *	0.972 *	0.976 *
	(0.012)	(0.008)	(0.008)
Average month-to-month percentage change in SNAP caseload, from administrative data	0.000	0.000	0.000
	(0.000)	(0.000)	(0.000)
Number of SNAP households with elderly members, from 2006–2008 ACS three-year estimates	0.000	0.000	0.000
	(0.000)	(0.000)	(0.000)
Percentage of elderly households that receive SNAP, from 2006–2008 ACS three-year estimates	0.0000	-0.000	0.000
	(0.000)	(0.000)	(0.001)
Percentage of individuals age 65+, from 2006–2008 ACS three-year estimates	-0.000	0.000	0.000
	(0.000)	(0.000)	(0.000)
Poverty rate among individuals age 65+, from 2006–2008 ACS three-year estimates	0.000	0.001	0.000
	(0.000)	(0.000)	(0.000)
Percentage of individuals with a high school education or greater from 2006–2008 ACS three-year estimates	0.000 *	0.001	0.001
	(0.000)	(0.000)	(0.000)
N (counties)	64	64	64
R-square	0.9952	0.9971	0.9971

Source: Mathematica analysis of Michigan Department of Human Services data.

Notes: This table shows analyses for households with at least one member between the ages of 65 and 75. Standard errors are in parentheses. Effects are calculated at 7 and 13 months, rather than 6 and 12, because Michigan provided bimonthly rather than monthly data. The regression is at the county level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the number of elderly SNAP cases. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

*Significantly different from zero at the .05 level, two-tailed test.

B. Ohio

There is no evidence that the Ohio demonstration affected different subgroups differently. While the size of some of the unadjusted effects varies across subgroups (Tables C.7, C.9, C.11, C.13, C.15, and C.17), the regression-adjusted analyses show that after controlling for SNAP-related trends and other economic factors, there are no statistically significant effects of the demonstration on applications or participation for any subgroup (Tables C.8, C.10, C.12, C.14, C.16, and C.18). We see little evidence that demonstration activities were associated with the number of elderly applications processed within subgroups in the pilot county (Figures C.4, C.5, C.7, C.8, C.10, and C.11).

Table C.7. Unadjusted Effects on Average Monthly Number of Applications from Elderly Households Processed in Ohio (Subgroup: Elderly Households with No Elderly Members Older than 64)

Pilot County (Lucas)			Comparison County (Montgomery)				Balance of the State[a]			
Pre-Demo	Operational	(a) Percentage Change	Pre-Demo	Operational	(b) Percentage Change	(a-b) Effect in Percentage Points	Pre-Demo	Operational	(c) Percentage Change	(a-c) Effect in Percentage Points
71	74	5.3	105	116	10.3	-4.9	1,516	1,572	3.7	1.5

Source: Mathematica analysis of Ohio Department of Job and Family Services data.

Note: This table shows analyses for elderly households with no elderly members older than 64; that is, all elderly members of the household are between the ages of 60 and 64. Numbers shown in the percentage change columns (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period columns due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot county.

Table C.8. Regression Results: Change in Average Monthly Number of Applications from Elderly Households Processed in Ohio (Subgroup: Elderly Households with No Elderly Members Older than 64)

Effects and Explanatory Variables	Coefficient	
Unadjusted effect	-0.022	
Regression-adjusted effect	0.069	
Intercept	0.038	
	(0.221)	
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	0.069	
	(0.246)	
Change in average monthly number of applications from **non-elderly** households processed, measured using the same pre- and post-periods as the outcome variable	0.899	*
	(0.293)	
Average month-to-month percentage change in the outcome variable during the pre-period[a]	0.895	*
	(0.244)	
Average month-to-month percentage change in SNAP caseload, from administrative data	0.006	
	(0.005)	
Number of SNAP households with elderly members, from 2006–2008 ACS three-year estimates	0.000	
	(0.000)	
Percentage of elderly households that receive SNAP, from 2006–2008 ACS three-year estimates	0.013	
	(0.010)	
Percentage of individuals age 65+, from 2006–2008 ACS three-year estimates	-0.013	
	(0.014)	
N (counties)	82	
R-square	0.2705	

Source: Mathematica analysis of Ohio Department of Job and Family Services data.

Note: This table shows analyses for elderly households with no elderly members older than 64; that is, all elderly members of the household are between the ages of 60 and 64. Standard errors are in parentheses. The regression is at the county level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the average monthly number of applications from elderly households processed. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

*Significantly different from zero at the .05 level, two-tailed test.

[a]The pre-period is defined as July 2009 through one month before submission of the first application associated with the pilot program.

Table C.9. Unadjusted Effects on Elderly SNAP Participation in Ohio (Subgroup: Elderly Households with No Elderly Members Older than 64)

Pilot County (Lucas)			Comparison County (Montgomery)				Balance of the State[a]			
Pre-Demo	Operational	(a) Percentage Change	Pre-Demo	Operational	(b) Percentage Change	(a-b) Effect in Percentage Points	Pre-Demo	Operational	(c) Percentage Change	(a-c) Effect in Percentage Points
6-Month Effects										
1,975	2,160	9.4	2,092	2,289	9.4	-0.1	36,840	40,888	11.0	-1.6
12-Month Effects										
1,975	2,392	21.1	2,092	2,512	20.1	1.0	36,840	45,000	22.2	-1.0
29-Month Effects										
1,975	2,516	27.4	2,092	2,764	32.1	-4.7	36,840	48,930	32.8	-5.4

Source: Mathematica analysis of Ohio Department of Job and Family Services data.

Note: This table shows analyses for elderly households with no elderly members older than 64; that is, all elderly members of the household are between the ages of 60 and 64. Numbers shown in the percentage change columns (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period columns due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot county.

Table C.10. Regression Results: Change in Elderly SNAP Participation in Ohio (Subgroup: Elderly Households with No Elderly Members Older than 64)

Effects and Explanatory Variables	Coefficient		
	Number of Months After First Application Submitted		
	6	12	29
Unadjusted effect	-0.022	-0.024	-0.052
Regression-adjusted effect	0.019	0.036	0.012
Intercept	-0.045	0.050	-0.666 *
	(0.196)	(0.260)	(0.330)
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	0.019	0.036	0.012
	(0.069)	(0.090)	(0.118)
Change in number of **non-elderly** SNAP cases, measured using the same pre- and post-periods as the outcome variable	-0.172	0.167	0.492 *
	(0.213)	(0.201)	(0.168)
Average month-to-month percentage change in the outcome variable during the pre-period[a]	-0.671	-2.079	-1.907
	(1.585)	(2.005)	(2.693)
Average month-to-month percentage change in SNAP caseload, from administrative data	0.003 *	0.004 *	0.005 *
	(0.001)	(0.002)	(0.002)
Number of SNAP households with elderly members, from 2006–2008 ACS three-year estimates	0.000	0.000	0.000
	(0.000)	(0.000)	(0.000)
Percentage of elderly households that receive SNAP, from 2006–2008 ACS three-year estimates	-0.007	-0.012 *	-0.010
	(0.004)	(0.005)	(0.007)
Percentage of individuals age 65+, from 2006–2008 ACS three-year estimates	0.002	0.003	0.008
	(0.004)	(0.006)	(0.007)
Poverty rate among individuals age 65+, from 2006–2008 ACS three-year estimates	-0.001	-0.003	0.001
	(0.004)	(0.006)	(0.007)
Percentage of individuals with a high school education or greater, from 2006–2008 ACS three-year estimates	0.002	0.002	0.010 *
	(0.002)	(0.002)	(0.003)
N (counties)	82	82	82
R-square	0.2357	0.3344	0.3786

Source: Mathematica analysis of Ohio Department of Job and Family Services data.

Note: This table shows analyses for elderly households with no elderly members older than 64; that is, all elderly members of the household are between the ages of 60 and 64. Standard errors are in parentheses. The regression is at the county level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the number of elderly SNAP cases. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

*Significantly different from zero at the .05 level, two-tailed test.

[a]The pre-period is defined as July 2009 through one month before submission of the first application associated with the pilot program.

Table C.11. Unadjusted Effects on Average Monthly Number of Applications from Elderly Households Processed in Ohio (Subgroup: Elderly Households with at Least One Member Age 75 or Older)

Pilot County (Lucas)			Comparison County (Montgomery)				Balance of the State[a]			
Pre-Demo	Operational	(a) Percentage Change	Pre-Demo	Operational	(b) Percentage Change	(a-b) Effect in Percentage Points	Pre-Demo	Operational	(c) Percentage Change	(a-c) Effect in Percentage Points
54	56	3.2	46	49	6.6	-3.4	1,003	895	-10.8	14.0

Source: Mathematica analysis of Ohio Department of Job and Family Services data.

Note: Numbers shown in the percentage change columns (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period columns due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot county.

Table C.12. Regression Results: Change in Average Monthly Number of Applications from Elderly Households Processed in Ohio (Subgroup: Elderly Households with at Least One Member Age 75 or Older)

Effects and Explanatory Variables	Coefficient	
Unadjusted effect	0.071	
Regression-adjusted effect	0.053	
Intercept	0.146	
	(0.392)	
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	0.053	
	(0.437)	
Change in average monthly number of applications from **non-elderly** households processed, measured using the same pre- and post-periods as the outcome variable	0.921	
	(0.520)	
Average month-to-month percentage change in the outcome variable during the pre-period[a]	0.950	*
	(0.433)	
Average month-to-month percentage change in SNAP caseload, from administrative data	-0.001	
	(0.008)	
Number of SNAP households with elderly members, from 2006–2008 ACS three-year estimates	0.000	
	(0.000)	
Percentage of elderly households that receive SNAP, from 2006–2008 ACS three-year estimates	0.028	
	(0.017)	
Percentage of individuals age 65+, from 2006–2008 ACS three-year estimates	-0.028	
	(0.025)	
N (counties)	82	
R-square	0.1266	

Source: Mathematica analysis of Ohio Department of Job and Family Services data.

Note: Standard errors are in parentheses. No effects are significantly different from zero at the .05 level, using a two-tailed test. The regression is at the county level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the average monthly number of applications from elderly households processed. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

*Significantly different from zero at the .05 level, two-tailed test.

[a]The pre-period is defined as July 2009 through one month before submission of the first application associated with the pilot program.

Table C.13. Unadjusted Effects on Elderly SNAP Participation in Ohio (Subgroup: Elderly Households with at Least One Member Age 75 or Older)

Pilot County (Lucas)			Comparison County (Montgomery)				Balance of the State[a]			
Pre-Demo	Operational	(a) Percentage Change	Pre-Demo	Operational	(b) Percentage Change	(a-b) Effect in Percentage Points	Pre-Demo	Operational	(c) Percentage Change	(a-c) Effect in Percentage Points
6-Month Effects										
1,393	1,488	6.8	1,225	1,320	7.8	-0.9	27,307	29,611	8.4	-1.6
12-Month Effects										
1,393	1,560	12.0	1,225	1,346	9.9	2.1	27,307	31,176	14.2	-2.2
29-Month Effects										
1,393	1,613	15.8	1,225	1,481	20.9	-5.1	27,307	33,752	23.6	-7.8

Source: Mathematica analysis of Ohio Department of Job and Family Services data.

Note: Numbers shown in the percentage change columns (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period columns due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot county.

Table C.14. Regression Results: Change in Elderly SNAP Participation in Ohio (Subgroup: Elderly Households with at Least One Member Age 75 or Older)

Effects and Explanatory Variables	Coefficient		
	Number of Months After First Application Submitted		
	6	12	29
Unadjusted effect	-0.032	-0.047	-0.109
Regression-adjusted effect	-0.025	-0.036	-0.094
Intercept	0.238	-0.080	-0.559
	(0.232)	(0.312)	(0.430)
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	-0.025	-0.036	-0.094
	(0.081)	(0.108)	(0.154)
Change in number of **non-elderly** SNAP cases, measured using the same pre- and post-periods as the outcome variable	0.264	0.555 *	0.638 *
	(0.252)	(0.241)	(0.219)
Average month-to-month percentage change in the outcome variable during the pre-period[a]	1.949	2.244	3.864
	(1.881)	(2.408)	(3.508)
Average month-to-month percentage change in SNAP caseload, from administrative data	-0.001	-0.001	-0.001
	(0.002)	(0.002)	(0.003)
Number of SNAP households with elderly members, from 2006–2008 ACS three-year estimates	-0.000	-0.000	-0.000
	(0.000)	(0.000)	(0.000)
Percentage of elderly households that receive SNAP, from 2006–2008 ACS three-year estimates	-0.002	-0.001	-0.004
	(0.005)	(0.006)	(0.009)
Percentage of individuals age 65+, from 2006–2008 ACS three-year estimates	0.003	-0.000	0.005
	(0.005)	(0.007)	(0.009)
Poverty rate among individuals age 65+, from 2006–2008 ACS three-year estimates	-0.004	-0.001	0.002
	(0.005)	(0.007)	(0.010)
Percentage of individuals with a high school education or greater, from 2006–2008 ACS three-year estimates	-0.002	0.002	0.008
	(0.002)	(0.003)	(0.004)
N (counties)	82	82	82
R-square	0.0821	0.1418	0.2053

Source: Mathematica analysis of Ohio Department of Job and Family Services data.

Note: Standard errors are in parentheses. The regression is at the county level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the number of elderly SNAP cases. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

*Significantly different from zero at the .05 level, two-tailed test.

[a]The pre-period is defined as July 2009 through one month before submission of the first application associated with the pilot program.

Table C.15. Unadjusted Effects on Average Monthly Number of Applications from Elderly Households Processed in Ohio (Subgroup: All Other Elderly Households)

Pilot County (Lucas)			Comparison County (Montgomery)				Balance of the State[a]			
Pre-Demo	Operational	(a) Percentage Change	Pre-Demo	Operational	(b) Percentage Change	(a-b) Effect in Percentage Points	Pre-Demo	Operational	(c) Percentage Change	(a-c) Effect in Percentage Points
2,249	2,156	-4.2	2,767	2,691	-2.7	-1.4	42,797	41,267	-3.6	-0.6

Source: Mathematica analysis of Ohio Department of Job and Family Services data.

Note: This table shows analyses for households with at least one member between the ages of 65 and 75. Numbers shown in the percentage change columns (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period columns due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot county.

Table C.16. Regression Results: Change in Average Monthly Number of Applications from Elderly Households Processed in Ohio (Subgroup: All Other Elderly Households)

Effects and Explanatory Variables	Coefficient	
Unadjusted effect	-0.020	
Regression-adjusted effect	-0.000	
Intercept	0.008	
	(0.008)	
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	-0.000	
	(0.009)	
Change in average monthly number of applications from **non-elderly** households processed, measured using the same pre- and post-periods as the outcome variable	0.989	*
	(0.010)	
Average month-to-month percentage change in the outcome variable during the pre-period[a]	0.022	*
	(0.009)	
Average month-to-month percentage change in SNAP caseload, from administrative data	-0.000	
	(0.000)	
Number of SNAP households with elderly members, from 2006–2008 ACS three-year estimates	0.000	
	(0.000)	
Percentage of elderly households that receive SNAP, from 2006–2008 ACS three-year estimates	0.000	
	(0.000)	
Percentage of individuals age 65+, from 2006–2008 ACS three-year estimates	-0.001	
	(0.000)	
N (counties)	82	
R-square	0.9930	

Source: Mathematica analysis of Ohio Department of Job and Family Services data.

Note: This table shows analyses for households with at least one member between the ages of 65 and 75. Standard errors are in parentheses. No effects are significantly different from zero at the .05 level, using a two-tailed test. The regression is at the county level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the average monthly number of applications from elderly households processed. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

*Significantly different from zero at the .05 level, two-tailed test.

[a]The pre-period is defined as July 2009 through one month before submission of the first application associated with the pilot program.

Table C.17. Unadjusted Effects on Elderly SNAP Participation in Ohio (Subgroup: All Other Elderly Households)

Pilot County (Lucas)			Comparison County (Montgomery)				Balance of the State[a]			
Pre-Demo	Operational	(a) Percentage Change	Pre-Demo	Operational	(b) Percentage Change	(a-b) Effect in Percentage Points	Pre-Demo	Operational	(c) Percentage Change	(a-c) Effect in Percentage Points
6-Month Effects										
36,214	38,823	7.2	35,135	36,879	5.0	2.2	629,511	676,880	7.5	-0.3
12-Month Effects										
36,214	42,231	16.6	35,135	39,824	13.4	3.3	629,511	741,545	17.8	-1.2
29-Month Effects										
36,214	42,082	16.2	35,135	42,705	21.6	-5.3	629,511	735,672	16.9	-0.7

Source: Mathematica analysis of Ohio Department of Job and Family Services data.

Note: This table shows analyses for households with at least one member between the ages of 65 and 75. Numbers shown in the percentage change columns (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period columns due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot county.

Table C.18. Regression Results: Change in Elderly SNAP Participation in Ohio (Subgroup: All Other Elderly Households)

Effects and Explanatory Variables	Coefficient		
	Number of Months After First Application Submitted		
	6	12	29
Unadjusted effect	0.006	-0.000	0.022
Regression-adjusted effect	0.001	0.001	-0.002
Intercept	-0.014	0.007	0.059 *
	(0.012)	(0.017)	(0.021)
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	0.001	0.001	-0.002
	(0.004)	(0.006)	(0.008)
Change in number of **non-elderly** SNAP cases, measured using the same pre- and post-periods as the outcome variable	0.936 *	0.933 *	0.938 *
	(0.013)	(0.013)	(0.011)
Average month-to-month percentage change in the outcome variable during the pre-period[a]	-0.157	-0.196	-0.142
	(0.097)	(0.127)	(0.175)
Average month-to-month percentage change in SNAP caseload, from administrative data	0.000 *	0.000	0.000
	(0.000)	(0.000)	(0.000)
Number of SNAP households with elderly members, from 2006–2008 ACS three-year estimates	0.000	0.000	0.000
	(0.000)	(0.000)	(0.000)
Percentage of elderly households that receive SNAP, from 2006–2008 ACS three-year estimates	-0.000	-0.001 *	-0.002 *
	(0.000)	(0.000)	(0.000)
Percentage of individuals age 65+, from 2006–2008 ACS three-year estimates	0.000	0.000	0.000
	(0.000)	(0.000)	(0.000)
Poverty rate among individuals age 65+, from 2006–2008 ACS three-year estimates	-0.000	0.000	0.000
	(0.000)	(0.000)	(0.000)
Percentage of individuals with a high school education or greater, from 2006–2008 ACS three-year estimates	0.000	0.000	-0.000
	(0.000)	(0.000)	(0.000)
N (counties)	82	82	82
R-square	0.9895	0.9899	0.9915

Source: Mathematica analysis of Ohio Department of Job and Family Services data.

Note: This table shows analyses for households with at least one member between the ages of 65 and 75. Standard errors are in parentheses. The regression is at the county level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the number of elderly SNAP cases. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

*Significantly different from zero at the .05 level, two-tailed test.

[a]The pre-period is defined as July 2009 through one month before submission of the first application associated with the pilot program.

C. Pennsylvania

Subgroup analyses suggest that the Pennsylvania demonstration had a stronger effect on older senior households than younger ones (Tables C.19 through C.30; Figures C.13 through C.21). The regression-adjusted analyses in Chapter III showed that, after controlling for SNAP-related trends and other economic factors, there was a statistically significant positive effect of the demonstration on SNAP participation among all elderly households 17 months after the first pilot application was submitted. This finding holds for the subgroup of elderly households with at least one member age 75 or older (Table C.26). In addition, regression-adjusted analyses shows that there is a statistically significant positive effect on participation at 12 months for this subgroup, after controlling for other factors (Table C.26), but no significant effects on participation for the other two subgroups at 12 or 17 months (Tables C.22 and C.30). While the 12- and 17-month regression-adjusted effects on participation for the subgroup of elderly households with at least one member age 75 or older (Table C.26) are larger than those for elderly households overall, the sizes of the regression-adjusted effects on participation at 12 and 17 months for the other subgroups of households (Tables C.22 and C.30) are smaller than for all elderly households. Similarly, the size of the unadjusted effects on applications are larger for households with at least one member age 75 or older (Table C.23) than for elderly households overall. However, after controlling for SNAP-related trends and other economic factors, we find no statistically significant effect of the demonstration on applications for households with at least one member age 75 or older (Table C.24).

Table C.19. Unadjusted Effects on Average Monthly Number of Applications from Elderly Households Processed in Pennsylvania (Subgroup: Elderly Households with No Elderly Members Older than 64)

Pilot County (Philadelphia)			Comparison County (Allegheny)				Balance of the State[a]			
Pre-Demo	Operational	(a) Percentage Change	Pre-Demo	Operational	(b) Percentage Change	(a-b) Effect in Percentage Points	Pre-Demo	Operational	(c) Percentage Change	(a-c) Effect in Percentage Points
253	282	11.7	100	100	0.0	11.7	935	969	3.7	8.0

Source: Mathematica analysis of Pennsylvania Department of Public Welfare data.

Note: This table shows analyses for elderly households with no elderly members older than 64; that is, all elderly members of the household are between the ages of 60 and 64. Numbers shown in the percentage change columns (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period columns due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a] All counties other than the pilot county.

Table C.20. Regression Results: Change in Average Monthly Number of Applications from Elderly Households Processed in Pennsylvania (Subgroup: Elderly Households with No Elderly Members Older than 64)

Effects and Explanatory Variables	Coefficient	
Unadjusted effect	0.113	
Regression-adjusted effect	-0.539	
Intercept	0.593	
	(0.608)	
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	-0.539	
	(0.305)	
Change in average monthly number of applications from **non-elderly** households processed, measured using the same pre- and post-periods as the outcome variable	1.287	*
	(0.256)	
Average month-to-month percentage change in the outcome variable during the pre-period[a]	-0.203	
	(0.218)	
Average month-to-month percentage change in SNAP caseload, from administrative data	0.002	
	(0.002)	
Number of SNAP households with elderly members, from 2006–2008 ACS three-year estimates	0.000	
	(0.000)	
Percentage of elderly households that receive SNAP, from 2006–2008 ACS three-year estimates	-0.004	
	(0.011)	
Percentage of individuals age 65+, from 2006–2008 ACS three-year estimates	-0.011	
	(0.009)	
Poverty rate among individuals age 65+, from 2006–2008 ACS three-year estimates	0.025	*
	(0.011)	
Percentage of individuals with a high school education or greater, from 2006–2008 ACS three-year estimates	-0.007	
	(0.006)	
N (counties)	61	
R-square	0.5249	

Source: Mathematica analysis of Pennsylvania Department of Public Welfare data.

Note: This table shows analyses for elderly households with no elderly members older than 64; that is, all elderly members of the household are between the ages of 60 and 64. Standard errors are in parentheses. The regression is at the county level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the average monthly number of applications from elderly households processed. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

*Significantly different from zero at the .05 level, two-tailed test.

[a]The pre-period is defined as June 2009 through one month before submission of the first application associated with the pilot program.

Table C.21. Unadjusted Effects on Elderly SNAP Participation in Pennsylvania (Subgroup: Elderly Households with No Elderly Members Older than 64)

Pilot County (Philadelphia)			Comparison County (Allegheny)				Balance of the State[a]			
Pre-Demo	Operational	(a) Percentage Change	Pre-Demo	Operational	(b) Percentage Change	(a-b) Effect in Percentage Points	Pre-Demo	Operational	(c) Percentage Change	(a-c) Effect in Percentage Points
6-Month Effects										
12,657	13,655	7.9	4,573	4,867	6.4	1.5	31,877	34,201	7.3	0.6
12-Month Effects										
12,657	14,403	13.8	4,573	5,099	11.5	2.3	31,877	36,189	13.5	0.3
17-Month Effects										
12,657	14,923	17.9	4,573	5,261	15.0	2.9	31,877	37,568	17.9	0.1

Source: Mathematica analysis of Pennsylvania Department of Public Welfare data.

Note: This table shows analyses for elderly households with no elderly members older than 64; that is, all elderly members of the household are between the ages of 60 and 64. Numbers shown in the percentage change columns (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period columns due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot county.

Table C.22. Regression Results: Change in Elderly SNAP Participation in Pennsylvania (Subgroup: Elderly Households with No Elderly Members Older than 64)

Effects and Explanatory Variables	Coefficient		
	Number of Months After First Application Submitted		
	6	12	17
Unadjusted effect	0.008	0.006	0.009
Regression-adjusted effect	-0.091	0.001	0.065
Intercept	-0.009	0.148 *	0.178 *
	(0.040)	(0.068)	(0.079)
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	-0.091	0.001	0.065
	(0.086)	(0.142)	(0.165)
Change in number of **non-elderly** SNAP cases, measured using the same pre- and post-periods as the outcome variable	0.741 *	0.689 *	0.814 *
	(0.154)	(0.145)	(0.126)
Average month-to-month percentage change in SNAP caseload, from administrative data	0.001	-0.001	-0.001
	(0.001)	(0.001)	(0.001)
Number of SNAP households with elderly members, from 2006–2008 ACS three-year estimates	0.000	-0.000	-0.000
	(0.000)	(0.000)	(0.000)
Percentage of elderly households that receive SNAP, from 2006–2008 ACS three-year estimates	-0.000	-0.014 *	-0.006
	(0.003)	(0.005)	(0.006)
Percentage of individuals age 65+, from 2006–2008 ACS three-year estimates	-0.001	-0.006	-0.006
	(0.002)	(0.004)	(0.005)
Poverty rate among individuals age 65+, from 2006–2008 ACS three-year estimates	0.003	0.012 *	0.005
	(0.003)	(0.005)	(0.006)
N (counties)	61	61	61
R-square	0.4901	0.5381	0.5918

Source: Mathematica analysis of Pennsylvania Department of Public Welfare data.

Note: This table shows analyses for elderly households with no elderly members older than 64; that is, all elderly members of the household are between the ages of 60 and 64. Standard errors are in parentheses. The regression is at the county level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the number of elderly SNAP cases. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

*Significantly different from zero at the .05 level, two-tailed test.

Table C.23. Unadjusted Effects on Average Monthly Number of Applications from Elderly Households Processed in Pennsylvania (Subgroup: Elderly Households with at Least One Member Age 75 or Older)

Pilot County (Philadelphia)			Comparison County (Allegheny)			(a-b) Effect in Percentage Points	Balance of the State[a]			(a-c) Effect in Percentage Points
Pre-Demo	Operational	(a) Percentage Change	Pre-Demo	Operational	(b) Percentage Change		Pre-Demo	Operational	(c) Percentage Change	
172	213	24.0	89	64	-28.1	52.1	615	601	-2.3	26.3

Source: Mathematica analysis of Pennsylvania Department of Public Welfare data.

Note: Numbers shown in the percentage change columns (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period columns due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a] All counties other than the pilot county.

Table C.24. Regression Results: Change in Average Monthly Number of Applications from Elderly Households Processed in Pennsylvania (Subgroup: Elderly Households with at Least One Member Age 75 or Older)

Effects and Explanatory Variables	Coefficient	
Unadjusted effect	0.131	
Regression-adjusted effect	0.525	
Intercept	0.562	
	(1.619)	
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	0.525	
	(0.814)	
Change in average monthly number of applications from **non-elderly** households processed, measured using the same pre- and post-periods as the outcome variable	1.844	*
	(0.682)	
Average month-to-month percentage change in the outcome variable during the pre-period[a]	0.734	
	(0.581)	
Average month-to-month percentage change in SNAP caseload, from administrative data	-0.008	
	(0.006)	
Number of SNAP households with elderly members, from 2006–2008 ACS three-year estimates	-0.000	*
	(0.000)	
Percentage of elderly households that receive SNAP, from 2006–2008 ACS three-year estimates	0.040	
	(0.029)	
Percentage of individuals age 65+, from 2006–2008 ACS three-year estimates	-0.043	
	(0.024)	
Poverty rate among individuals age 65+, from 2006–2008 ACS three-year estimates	0.066	*
	(0.028)	
Percentage of individuals with a high school education or greater, from 2006–2008 ACS three-year estimates	-0.003	
	(0.016)	
N (counties)	61	
R-square	0.3469	

Source: Mathematica analysis of Pennsylvania Department of Public Welfare data.

Note: Standard errors are in parentheses. The regression is at the county level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the average monthly number of applications from elderly households processed. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

*Significantly different from zero at the .05 level, two-tailed test.

[a]The pre-period is defined as June 2009 through one month before submission of the first application associated with the pilot program.

Table C.25. Unadjusted Effects on Elderly SNAP Participation in Pennsylvania (Subgroup: Elderly Households with at Least One Member Age 75 or Older)

Pilot County (Philadelphia)			Comparison County (Allegheny)				Balance of the State[a]			
Pre-Demo	Operational	(a) Percentage Change	Pre-Demo	Operational	(b) Percentage Change	(a-b) Effect in Percentage Points	Pre-Demo	Operational	(c) Percentage Change	(a-c) Effect in Percentage Points
6-Month Effects										
11,716	12,407	5.9	4,450	4,593	3.2	2.7	29,437	30,918	5.0	0.9
12-Month Effects										
11,716	13,562	15.8	4,450	4,737	6.5	9.3	29,437	32,466	10.3	5.5
17-Month Effects										
11,716	14,646	25.0	4,450	4,796	7.8	17.2	29,437	33,481	13.7	11.3

Source: Mathematica analysis of Pennsylvania Department of Public Welfare data.

Note: Numbers shown in the percentage change columns (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period columns due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot county.

Table C.26. Regression Results: Change in Elderly SNAP Participation in Pennsylvania (Subgroup: Elderly Households with at Least One Member Age 75 or Older)

Effects and Explanatory Variables	Coefficient		
	Number of Months After First Application Submitted		
	6	12	17
Unadjusted effect	0.008	0.052	0.103
Regression-adjusted effect	0.195	0.311 *	0.442 *
Intercept	-0.012	0.025	-0.027
	(0.054)	(0.074)	(0.102)
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	0.195	0.311 *	0.442 *
	(0.116)	(0.154)	(0.211)
Change in number of **non-elderly** SNAP cases, measured using the same pre- and post-periods as the outcome variable	0.542 *	0.502 *	0.601 *
	(0.208)	(0.158)	(0.162)
Average month-to-month percentage change in SNAP caseload, from administrative data	-0.001	-0.002	-0.000
	(0.001)	(0.001)	(0.001)
Number of SNAP households with elderly members, from 2006–2008 ACS three-year estimates	-0.000	-0.000	-0.000
	(0.000)	(0.000)	(0.000)
Percentage of elderly households that receive SNAP, from 2006–2008 ACS three-year estimates	-0.007	-0.012 *	-0.016 *
	(0.004)	(0.005)	(0.007)
Percentage of individuals age 65+, from 2006–2008 ACS three-year estimates	0.007 *	0.007	0.010
	(0.003)	(0.004)	(0.006)
Poverty rate among individuals age 65+, from 2006–2008 ACS three-year estimates	-0.003	0.001	0.003
	(0.004)	(0.005)	(0.007)
N (counties)	61	61	61
R-square	0.2979	0.3485	0.4240

Source: Mathematica analysis of Pennsylvania Department of Public Welfare data.

Note: Standard errors are in parentheses. The regression is at the county level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the number of elderly SNAP cases. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

*Significantly different from zero at the .05 level, two-tailed test.

Table C.27. Unadjusted Effects on Average Monthly Number of Applications from Elderly Households Processed in Pennsylvania (Subgroup: All Other Elderly Households)

Pilot County (Philadelphia)			Comparison County (Allegheny)			(a-b) Effect in Percentage Points	Balance of the State[a]			(a-c) Effect in Percentage Points
Pre-Demo	Operational	(a) Percentage Change	Pre-Demo	Operational	(b) Percentage Change		Pre-Demo	Operational	(c) Percentage Change	
7,560	7,776	2.9	2,814	2,818	0.2	2.7	25,797	26,054	1.0	1.9

Source: Mathematica analysis of Pennsylvania Department of Public Welfare data.

Note: This table shows analyses for households with at least one member between the ages of 65 and 75. Numbers shown in the percentage change columns (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period columns due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a] All counties other than the pilot county.

Table C.28. Regression Results: Change in Average Monthly Number of Applications from Elderly Households Processed in Pennsylvania (Subgroup: All Other Elderly Households)

Effects and Explanatory Variables	Coefficient	
Unadjusted effect	0.035	
Regression-adjusted effect	0.008	
Intercept	0.003	
	(0.034)	
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	0.008	
	(0.017)	
Change in average monthly number of applications from **non-elderly** households processed, measured using the same pre- and post-periods as the outcome variable	1.020	*
	(0.014)	
Average month-to-month percentage change in the outcome variable during the pre-period[a]	0.025	*
	(0.012)	
Average month-to-month percentage change in SNAP caseload, from administrative data	0.000	
	(0.000)	
Number of SNAP households with elderly members, from 2006–2008 ACS three-year estimates	-0.000	
	(0.000)	
Percentage of elderly households that receive SNAP, from 2006–2008 ACS three-year estimates	-0.001	
	(0.001)	
Percentage of individuals age 65+, from 2006–2008 ACS three-year estimates	-0.000	
	(0.000)	
Poverty rate among individuals age 65+, from 2006–2008 ACS three-year estimates	0.002	*
	(0.001)	
Percentage of individuals with a high school education or greater, from 2006–2008 ACS three-year estimates	-0.000	
	(0.000)	
N (counties)	61	
R-square	0.9941	

Source: Mathematica analysis of Pennsylvania Department of Public Welfare data.

Note: This table shows analyses for households with at least one member between the ages of 65 and 75. Standard errors are in parentheses. The regression is at the county level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the average monthly number of applications from elderly households processed. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

*Significantly different from zero at the .05 level, two-tailed test.

[a]The pre-period is defined as June 2009 through one month before submission of the first application associated with the pilot program.

Table C.29. Unadjusted Effects on Elderly SNAP Participation in Pennsylvania (Subgroup: All Other Elderly Households)

Pilot County (Philadelphia)			Comparison County (Allegheny)			(a-b) Effect in Percentage Points	Balance of the State[a]			(a-c) Effect in Percentage Points
Pre-Demo	Operational	(a) Percentage Change	Pre-Demo	Operational	(b) Percentage Change		Pre-Demo	Operational	(c) Percentage Change	
6-Month Effects										
183,740	198,321	7.9	66,618	70,562	5.2	2.0	490,802	525,090	7.0	1.0
12-Month Effects										
183,740	205,851	12.3	66,618	73,165	9.3	2.2	490,802	546,941	11.4	0.6
17-Month Effects										
183,740	213,380	16.3	66,618	75,652	13.6	2.6	490,802	564,946	15.1	1.0

Source: Mathematica analysis of Pennsylvania Department of Public Welfare data.

Note: This table shows analyses for households with at least one member between the ages of 65 and 75. Numbers shown in the percentage change columns (a, b, and c) may not equal the percentage change between the numbers shown in the pre-demo period and operational period columns due to rounding. Unadjusted effects are based on a census of the population (as opposed to a sample), so any observed effect is a true difference.

[a]All counties other than the pilot county.

Table C.30. Regression Results: Change in Elderly SNAP Participation in Pennsylvania (Subgroup: All Other Elderly Households)

Effects and Explanatory Variables	Coefficient		
	Number of Months After First Application Submitted		
	6	12	17
Unadjusted effect	0.010	0.014	0.024
Regression-adjusted effect	0.011	0.011	0.014
Intercept	0.002	0.004	0.005
	(0.004)	(0.005)	(0.006)
Pilot site indicator (=1 for pilot site(s); = 0 for all other sites in the state)	0.011	0.011	0.014
	(0.009)	(0.011)	(0.012)
Change in number of **non-elderly** SNAP cases, measured using the same pre- and post-periods as the outcome variable	0.983 *	0.977 *	0.974 *
	(0.015)	(0.011)	(0.009)
Average month-to-month percentage change in SNAP caseload, from administrative data	-0.000	0.000	-0.000
	(0.000)	(0.000)	(0.000)
Number of SNAP households with elderly members, from 2006–2008 ACS three-year estimates	-0.000	-0.000	-0.000
	(0.000)	(0.000)	(0.000)
Percentage of elderly households that receive SNAP, from 2006–2008 ACS three-year estimates	0.000	-0.001	-0.001 *
	(0.000)	(0.000)	(0.000)
Percentage of individuals age 65+, from 2006–2008 ACS three-year estimates	0.000	-0.000	-0.000
	(0.000)	(0.000)	(0.000)
Poverty rate among individuals age 65+, from 2006–2008 ACS three-year estimates	0.000	0.001 *	0.001 *
	(0.000)	(0.000)	(0.000)
N (counties)	61	61	61
R-square	0.9922	0.9955	0.9971

Source: Mathematica analysis of Pennsylvania Department of Public Welfare data.

Note: This table shows analyses for households with at least one member between the ages of 65 and 75. Standard errors are in parentheses. The regression is at the county level (that is, one observation for each county) and includes all counties for which baseline variables were available. The outcome is the percentage change (from the pre-demonstration to operational period) in the number of elderly SNAP cases. The coefficient of interest is the coefficient on the indicator variable, which equals 1 for the pilot site(s) and 0 for all other sites in the state.

*Significantly different from zero at the .05 level, two-tailed test.

APPENDIX D:

DETAILED COST MATRICES BY STATE

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Table D.1. Detailed Administrative Costs in Michigan

	One-Time vs. On-going	DHS				Elder Law of Michigan				Other Community Organizations				Total
		Labor	ODCs	Other Resources	Total	Labor	ODCs	Other Resources	Total	Labor	ODCs	Other Resources	Total	
1. Design and Test Messages														
Focus groups	One-time	$0	$0	$0	$0	$8,491	$133	$0	$8,624	$0	$0	$0	$0	$8,624
Marketing plan/design	One-time	$0	$0	$0	$0	$13,549	$2,871	$0	$16,419	$0	$0	$0	$0	$16,419
Subtotal		$0	$0	$0	$0	$22,040	$3,003	$0	$25,043	$0	$0	$0	$0	$25,043
2. Mail and Site-Based Engagement														
Planning	One-time/ Ongoing	$0	$0	$0	$0	$48,203	$1,349	$0	$49,552	$0	$0	$0	$0	$49,552
Generating/obtaining target lists	Ongoing	$0	$0	$0	$0			$600	$600	$0	$0	$0	$0	$600
Mailing and calls	Ongoing	$0	$0	$0	$0	$27,315	$1,283	$0	$28,597	$0	$0	$0	$0	$28,597
Community presentations	Ongoing	$0	$0	$0	$0	$40,068	$16,466	$0	$56,535	$9,735	$0	$0	$9,735	$66,269
Subtotal		$0	$0	$0	$0	$115,586	$19,098	$600	$135,284	$9,735	$0	$0	$9,735	$145,018
3. Application Assistance														
Community partner relationships/recruitment	One-time	$0	$0	$0	$0	$10,839	$376	$0	$11,214	$0	$0	$0	$0	$11,214
Application assistance by phone	Ongoing	$0	$0	$0	$0	$51,069	$4,665	$0	$55,734	$0	$0	$0	$0	$55,734
Application assistance in person	Ongoing	$0	$0	$0	$0	$3,260	$868	$0	$4,128	$0	$9,126	$33,436	$42,563	$46,691
Subtotal		$0	$0	$0	$0	$65,168	$5,908	$0	$71,076	$0	$9,126	$33,436	$42,563	$113,639
4. Grant Oversight and Management														
Grant oversight and management	Ongoing	$20,990	$0	$0	$20,990	$102,990	$3,565	$0	$106,556	$0	$0	$0	$0	$127,546
Subtotal		$20,990	$0	$0	$20,990	$102,990	$3,565	$0	$106,556	$0	$0	$0	$0	$127,546
Total		$20,990	$0	$0	$20,990	$305,784	$31,575	$600	$337,959	$9,735	$9,126	$33,436	$52,297	$411,247

Source: Elder Law of Michigan and Michigan Department of Human Services.

Table D.2. Detailed Administrative Costs in Pennsylvania

	One-Time vs. Ongoing	DPW				BDT				Other Community Organizations				Total
		Labor	ODCs	Other Resources	Total	Labor	ODCs	Other Resources	Total	Labor	ODCs	Other Resources	Total	
1. Demonstration Design														
Develop application assistance process	One-time	$0	$0	$1,614	$1,614	$12,743	$0	$1,763	$14,506	$21,669	$0	$0	$21,669	$37,789
Obtain FNS waivers	One-time	$0	$0	$108	$108	$156	$0	$21	$177	$0	$0	$0	$0	$285
Engage unions	One-time	$0	$0	$310	$310	$0	$0	$0	$0	$0	$0	$0	$0	$310
Develop data sharing agreements	One-time	$0	$0	$0	$0	$1,464	$0	$202	$1,667	$0	$0	$0	$0	$1,667
Set up databases and computers	One-time	$0	$0	$736	$736	$17,786	$0	$2,460	$20,246	$0	$0	$0	$0	$20,982
Maintain database	Ongoing	$0	$0	$0	$0	$17,683	$0	$2,446	$20,129	$0	$0	$0	$0	$20,129
Subtotal		$0	$0	$2,768	$2,768	$49,833	$0	$6,892	$56,725	$21,669	$0	$0	$21,669	$81,162
2. Target List and Message Development														
Develop/prepare target lists	Ongoing	$0	$0	$461	$461	$9,653	$0	$1,335	$10,988	$0	$0	$0	$0	$11,449
Develop mail messages	One-time	$0	$0	$95	$95	$0	$0	$0	$0	$0	$0	$0	$0	$95
Develop mail packages	One-time	$0	$0	$0	$0	$1,459	$0	$202	$1,660	$0	$0	$0	$0	$1,660
Subtotal		$0	$0	$556	$556	$11,112	$0	$1,537	$12,648	$0	$0	$0	$0	$13,204
3. Engagement and Application Assistance														
Planning/production	One-time/Ongoing	$0	$0	$0	$0	$17,662	$21,399	$2,443	$41,504	$0	$0	$0	$0	$41,504
Call center	Ongoing	$0	$0	$0	$0	$286,158	$8,984	$39,845	$334,986	$0	$0	$0	$0	$334,986
Paper processing/submissions	Ongoing	$0	$0	$0	$0	$36,843	$0	$5,096	$41,939	$7,223	$0	$0	$7,223	$49,162
Operating costs	Ongoing	$0	$0	$0	$0	$0	$0	$66,980	$66,980	$0	$0	$0	$0	$66,980
Ongoing support to SNAP offices	Ongoing	$0	$0	$473	$473	$0	$0	$0	$0	$0	$0	$0	$0	$473
Subtotal		$0	$0	$473	$473	$340,663	$30,383	$114,363	$485,410	$7,223	$0	$0	$7,223	$493,106
4. Grant Oversight and Management														
Grant oversight and management	Ongoing	$0	$0	$10,807	$10,807	$38,867	$0	$5,375	$44,243	$0	$0	$0	$0	$55,050
Subtotal		$0	$0	$10,807	$10,807	$38,867	$0	$5,375	$44,243	$0	$0	$0	$0	$55,050
Total		$0	$0	$14,604	$14,604	$440,475	$30,383	$128,167	$599,026	$28,892	$0	$0	$28,892	$642,522

Source: Benefits Data Trust and Pennsylvania Department of Public Welfare.

Table D.3. Detailed Administrative Costs in Ohio

	One-Time vs Ongoing	ODJFS/LCDJFS				Toledo Area Ministries				Total
		Labor	ODCs	Other Resources	Total	Labor	ODCs	Other Resources	Total	
1. Site-Based Engagement										
Develop program materials	One-time/ ongoing	$0	$0	$0	$0	$52,417	$7,014	$576	$60,008	$60,008
Identify and establish procedures at community sites	One-time	$0	$0	$0	$0	$4,529	$935	$0	$5,464	$5,464
Subtotal		$0	$0	$0	$0	$56,946	$7,949	$576	$65,472	$65,472
2. Screening and Application Assistance										
Organize and conduct training[a]	One-time	$0	$0	$1,407	$1,407	$6,296	$0	$0	$6,296	$7,702
Application assistance	Ongoing	$0	$0	$0	$0	$225,788	$53,024	$0	$278,812	$278,812
TAM hotline	Ongoing	$0	$0	$0		$0	$0	$19,796	$19,796	$19,796
Subtotal		$0	$0	$1,407	$1,407	$232,083	$53,024	$19,796	$304,903	$306,310
3. Media Campaign										
PSAs	Ongoing	$0	$0	$0	$0	$0	$0	$26,625	$26,625	$26,625
TAM website domain renewal and hosting fees	Ongoing	$0	$0	$0	$0	$0	$0	$168	$168	$168
Establish and monitor media campaign	Ongoing	$0	$0	$0	$0	$0	$0	$13,616	$13,616	$13,616
Subtotal		$0	$0	$0	$0	$0	$0	$40,409	$40,409	$40,409
4. Grant Oversight and Management										
Grant oversight and management	Ongoing	$29,203	$0	$0	$29,203	$103,922	$16,872	$16,304	$137,098	$166,301
Subtotal		$29,203	$0	$0	$29,203	$103,922	$16,872	$16,304	$137,098	$166,301
Total		$29,203	$0	$1,407	$30,610	$392,951	$77,846	$77,085	$547,882	$578,492

Source: Toledo Area Ministries and Lucas County Department of Jobs and Family Services.

[a] Assumes an average fringe cost of approximately 29 percent for LCDJFS

Table D.4. Detailed Administrative Costs in Massachusetts

	One-Time vs. Ongoing	DTA				Project Bread				Other Community Organizations				Total
		Labor	ODCs	Other Resources	Total	Labor	ODCs	Other Resources	Total	Labor	ODCs	Other Resources	Total	
1. Media/Engagement Campaign														
Produce hard copy material	One-time	$0	$0	$0	$0	$5,798	$1,153	$3,760	$10,711	$0	$0	$0	$0	$10,711
Distribute hard copy materials	Ongoing	$0	$0	$0	$0	$9,562	$2,133	$0	$11,694	$0	$0	$0	$0	$11,694
Develop and air radio ads	Ongoing	$0	$0	$0	$0	$3,783	$5,205	$0	$8,987	$0	$0	$0	$0	$8,987
Develop and air TV ads	Ongoing	$0	$0	$0	$0	$2,740	$5,258	$0	$7,998	$0	$0	$0	$0	$7,998
Develop and place newspaper story	Ongoing	$0	$0	$0	$0	$1,698	$5,722	$600	$8,020	$0	$0	$0	$0	$8,020
Develop and launch SNAP trainer and website	Ongoing (in year 2)	$0	$0	$0	$0	$25,442	$22,982	$15,280	$63,704	$0	$0	$0	$0	$63,704
Subtotal		$0	$0	$0	$0	$49,022	$42,453	$19,640	$111,115	$0	$0	$0	$0	$111,115
2. Direct Application Assistance (from Project Bread Staff)														
Purchase equipment	One-time	$0	$0	$0	$0	$1,008	$2,897	$200	$4,105	$0	$0	$0	$0	$4,105
Conduct staff training	One-time	$0	$0	$0	$0	$4,499	$908	$300	$5,707	$0	$0	$0	$0	$5,707
Produce hard copy materials and SNAP application toolkits	One-time	$0	$0	$0	$0	$2,507	$917	$300	$3,723	$0	$0	$0	$0	$3,723
Recruit partner sites for PB staff placement	Ongoing	$0	$0	$0	$0	$1,312	$284	$300	$1,896	$0	$0	$0	$0	$1,896
Provide on-site application assistance	Ongoing	$0	$0	$0	$0	$162,598	$27,328	$1,256	$191,182	$0	$0	$0	$0	$191,182
Provide application assistance via hotline	Ongoing	$0	$0	$0	$0	$0	$0	$4,403	$4,403	$0	$0	$0	$0	$4,403
Subtotal		$0	$0	$0	$0	$171,922	$32,334	$6,759	$211,015	$0	$0	$0	$0	$211,015
3. Steering Committee														
Form committee	One-time	$0	$0	$0	$0	$3,864	$569	$0	$4,433	$0	$0	$0	$0	$4,433
Hold meetings	Ongoing	$0	$0	$1,841	$1,841	$5,903	$2,455	$2,000	$10,358	$0	$0	$0	$0	$12,199
Subtotal		$0	$0	$1,841	$1,841	$9,767	$3,024	$2,000	$14,791	$0	$0	$0	$0	$16,632
4. Formal Collaboration with Community Partners														
Establish partnerships	One-time	$0	$0	$0	$0	$6,957	$756	$600	$8,313	$0	$0	$0	$0	$8,313
Conduct training	One-time	$0	$0	$0	$0	$4,042	$591	$0	$4,633	$0	$0	$0	$0	$4,633
Provide application assistance/ oversight	Ongoing	$0	$0	$0	$0	$26,042	$2,978	$0	$29,020	$104,000	$17,000	$0	$121,000	$150,020
Subtotal		$0	$0	$0	$0	$37,042	$4,325	$600	$41,967	$104,000	$17,000	$0	$121,000	$162,967
5. Collaboration with Employers														
Establish partnerships	One-time	$0	$0	$0	$0	$9,659	$1,167	$312	$11,138	$0	$0	$0	$0	$11,138

Table D.4 *(continued)*

	One-Time vs. Ongoing	DTA				Project Bread				Other Community Organizations				Total
		Labor	ODCs	Other Resources	Total	Labor	ODCs	Other Resources	Total	Labor	ODCs	Other Resources	Total	
Provide materials	Ongoing	$0	$0	$0	$0	$539	$405		$944	$0	$0		$0	$944
Subtotal		$0	$0	$0	$0	$10,198	$1,572	$312	$12,082	$0	$0	$0	$0	$12,082
6. Grant Oversight and Management														
Grant oversight and management	Ongoing	$0	$2,317	$9,050	$11,367	$13,208	$3,132	$1,048	$17,388	$0	$0	$0	$0	$28,755
Subtotal		$0	$2,317	$9,050	$11,367	$13,208	$3,132	$1,048	$17,388	$0	$0	$0	$0	$28,755
Total		$0	$2,317	$10,891	$13,208	$291,159	$86,840	$30,359	$408,358	$104,000	$17,000	$0	$121,000	$542,566

Source: Project Bread and Massachusetts Department of Transitional Assistance.

Table D.5. Detailed Administrative Costs in Washington

	DSHS			Other Community Organizations			
	Labor	ODCs	Total	Labor	ODCs	Total	Total
Kiosk partnerships	$32,601	$40,165	$72,767	$0	$0	$0	$145,534
Mobile kiosk	$15,715	$11,138	$26,853	$0	$0	$0	$53,705
Contract partnerships	$44,658	$7,661	$52,319	$98,400	$21,111	$119,511	$224,149
Closing workshop	$9,402	$43,830	$53,232	$0	$0	$0	$106,463
Grant oversight and management	$11,042	$6,679	$17,720	$0	$0	$0	$35,441
Total	**$113,418**	**$109,472**	**$222,891**	**$98,400**	**$21,111**	**$119,511**	**$565,292**

Source: Washington Department of Social and Health Services.

Note: In Washington, no other resources (such as in-kind donations) were used to support the demonstration. This analysis uses generic labor and salary rates for several labor categories, resulting in an overall cost of approximately $2,000 lower than the total grant funds DSHS spent when using actual staff rates. Excluded from Mathematica's administrative cost estimate is any planning and preparation time that senior staff at DSHS spent to launch the grant activities in the last quarter of 2009; those staff did not charge their time to the grant during that period, and the total labor expenditures could not be precisely reconstructed. DSHS did not (and was not required to) track cost data in a way that enables us to specifically break out one-time and ongoing costs.

Table D.6. Detailed Administrative Costs in Wisconsin

	One-Time vs. Ongoing	DHS				SHFB				Other Community Organizations				Total
		Labor	ODCs	Other Resources	Total	Labor	ODCs	Other Resources	Total	Labor	ODCs	Other Resources	Total	
1. Education/Media Campaign														
Produce hard copy material	One-time/ongoing	$0	$0	$0	$0	$2,213	$3,730	$10,185	$16,128	$0	$0	$0	$0	$16,128
Distribute hard copy materials	Ongoing	$0	$0	$0	$0	$28,102			$28,102	$0	$0	$0	$0	$28,102
Develop and air TV ads	One-time	$0	$0	$0	$0	$0	$0	$7,870	$7,870	$0	$0	$0	$0	$7,870
Multi-component media campaign	One-time	$0	$0	$0	$0	$4,221	$88,200	$10,459	$102,880	$0	$0	$12,750	$12,750	$115,630
Subtotal		$0	$0	$0	$0	$34,535	$91,930	$28,513	$154,979	$0	$0	$12,750	$12,750	$167,729
2. Conduct Engagement/ Application Assistance														
Recruit specialists	One-time	$0	$0	$0	$0	$0	$1,200	$5,284	$6,484	$0	$0	$0	$0	$6,484
Train specialists	One-time	$0	$0	$0	$0	$3,879	$1,560	$8,524	$13,963	$0	$0	$0	$0	$13,963
Purchase and maintain equipment	One-time/ongoing	$0	$0	$0	$0	$0	$16,840	$2,318	$19,158	$0	$0	$0	$0	$19,158
Recruit community partner sites	Ongoing	$0	$0	$0	$0	$20,860	$0	$2,240	$23,100	$0	$0	$0	$0	$23,100
Train community partners	Ongoing	$0	$0	$0	$0	$5,728	$0	$840	$6,568	$0	$0	$506	$506	$7,073
Conduct engagement/ application assistance: on site	Ongoing	$0	$0	$0	$0	$265,562	$26,150	$9,910	$301,622	$0	$0	$1,004	$1,004	$302,626
Conduct engagement/ application assistance: call center	Ongoing	$0	$0	$0	$0	$0	$64	$65,162	$65,226	$0	$0	$0	$0	$65,226
Subtotal		$0	$0	$0	$0	$296,029	$45,814	$94,278	$436,120	$0	$0	$1,510	$1,510	$437,630
3. Collaboration with Employers														
Establish partnerships and provide materials	Ongoing	$0	$0	$0	$0	$4,221	$140	$1,695	$6,056	$0	$0	$0	$0	$6,056
Subtotal		$0	$0	$0	$0	$4,221	$140	$1,695	$6,056	$0	$0	$0	$0	$6,056
4. Grant Oversight and Management														
Grant oversight and management	Ongoing	$0	$0	$29,337	$29,337	$7,066	$18,570	$35,422	$61,058	$0	$0	$0	$0	$90,396
Subtotal		$0	$0	$29,337	$29,337	$7,066	$18,570	$35,422	$61,058	$0	$0	$0	$0	$90,396
Total		$0	$0	$29,337	$29,337	$341,851	$156,454	$159,908	$658,213	$0	$0	$14,260	$14,260	$701,810

Source: Second Harvest Food Bank of Southern Wisconsin and Wisconsin Department of Health Services

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