

Jack A. Smalligan
03/20/97 07:12:40 PM

Record Type: Record

To: Diana Fortuna/OPD/EOP
cc: Stacy L. Dean/OMB/EOP
Subject: Talkers we gave Jack Lew (less the WP formatting)

Talking Points

Benefits to Immigrants

Restoring benefits for vulnerable legal immigrants is a major Administration priority. The Budget includes \$14.6 billion to correct the problems in the Welfare Reform bill, over 80% of the funds in this area.

We will press this issue in the budget negotiations with Congress. We have received mixed messages from Congress to date. Indications of Congressional interest in a block grant to states shows that the issue is alive. However, a block grant is not the solution and is not something we support. What is needed is to restore access to SSI and Medicaid for disabled immigrants and immigrant children and extend the length of time refugees have access to these programs.

We have already shown that in negotiations with Congress we can make progress in this area. As you know, in the Immigration bill the Administration achieved a six month grace period for current Food Stamp recipients from immigrant bans enacted in Welfare Reform.

Your support for our proposal is crucial. We will continue to press on this issue but it is important that you help educate the public about the issue and our proposal.

Background -- Welfare Reform:

banned from **SSI** most legal immigrants currently receiving benefits as well as future applicants, affecting approximately 430,000 immigrants. The Administration's budget would continue SSI for legal immigrants who become disabled after they enter the country. This would maintain eligibility for 320,000 immigrants.

banned from **Medicaid** immigrants entering after the date of enactment for their first five years in the country and after the ban would deem sponsor's income to the immigrant. In addition, many immigrants currently in the country will lose access to Medicaid when they lose SSI. The Administration's budget would continue Medicaid for legal immigrants who become disabled after they enter the country and legal immigrant children if their family is impoverished.

denied **Food Stamps** to most legal immigrants currently receiving benefits as well as future applicants, affecting approximately a million immigrants. Last year's Omnibus Consolidated Receptions and Appropriations Act delayed the ban from January 1 to April 1 to give immigrants in the process of naturalizing time to complete that process prior to having their benefits eliminated. Recognizing the effort that many are making to become citizens, the budget would extend the delay to the end of FY 1997.

exempted **refugees and asylees** from the benefit restrictions for their first five year in the country. The budget would lengthen the exemption for refugees and asylees from 5 to 7 years. The 5 year exemption in the bill does not provide enough time for refugees and asylees to become citizens.

SCRIPT -- LEGAL IMMIGRATION BRIEFING

1. Maria Echaveste: Welcome
 - Purpose of meeting: make sure you know about President's proposals on restoring benefits to legal immigrants, and talk about our strategy on the Hill.
 - Wide variety of groups here today shows broad range of interest in this topic; affects everybody, evident by folks in room
2. Bruce Reed: Overview
 - Some will push for block grant approach, but we oppose that strongly: add back
 - Restoring legal immigrant benefits an absolutely critical part of the Administration's agenda for this year
 - These cuts have nothing to do with welfare reform
 - Our budget follows through on President's commitment
 - President is talking about this as he travels the country, even though press isn't always picking it up
 - Must build momentum: NGA resolution was helpful, but we must keep pushing
 - Unfortunate fact is that, as cuts get closer and are implemented, it will help us make our case that this is unfair
 - Administration is reaching out to members, groups
3. Jack Lew: Budget Perspective
 - We funded this proposal at a cost of \$14.6 billion over 5 years in the context of a balanced budget, which was not easy to do
 - Summary of overall budget environment, status of negotiations with Hill
 - How this proposal fits into overall budget strategy/vehicles
 - Uphill fight, but it is a major priority for us
4. Callahan: SSA Perspective
 - Just did tour of field offices, talked to beneficiaries
 - SSI payments a lifeline for so many people, not a large amount of money
 - Need to get out the facts about our beneficiaries in the face of misinformation
 - Basic description of proposals:
 - restore SSI and Medicaid to legal immigrants who are disabled after entry, and to immigrant children
 - extend the eligibility period for refugees and asylees for SSI and Medicaid from 5 to 7 years
 - Delay the ban on food stamps for legal immigrants from April to September 1997
5. Shalala: HHS Perspective (11:20)
 - Recognizing groups for what they've done
 - President making good on promise
 - Put in bill to save money
 - Legal immigrants should have access to Federal safety net programs; they work and pay taxes; should help most vulnerable

- Building momentum
 - Been testifying; many members didn't know what they passed, but they are coming to realize; beginning to consider ways
 - President's proposal best; a lot of proposals more narrow than ours
 - Effect on state and local: big time California counties
 - Providers
 - Talking to members, testifying
7. Murguia: Hill perspective
 8. Distribute SSA numbers
 9. Maria/Diana: Ask for their ideas, things you may be working on; what are you hearing; Q&A

Q: What are we doing?

A: President's going to keep talking about it;
We are working with like-minded members of Congress to reach out to educate
Again, time unfortunately on our side, more allies in coming months;
Education efforts of groups is critical; get stories out

-- on hand to answer questions:

DPC: Fortuna
SSA: Chesser
HHS: Bueno
INS: Alice White
OMB: Stacy, Jack, Nicky

USDA material on table

death rate quote

SSA chart: tell Judy to say 2/3 or 3/4

Q+A's

Buffered legal immigrants
Portus mt w/ Govt + mayors
Disabled > entry

Key Q+A's
Repeal Title IV
aged

Judy #1's

Portus

mtg w/ Hill

Q+A's/with you

Education/stories

→ TANF surplus



Cynthia A. Rice

03/20/97 05:50:34 PM

Record Type: Record

To: Diana Fortuna/OPD/EOP, Stephen C. Warnath/OPD/EOP, Janet Murguia/WHO/EOP

cc:

Subject: Plan for tomorrow morning

I plan to go right from home to the Capitol in the morning (my husband's in town, so I'm trying to spend a little less time in the office). So I will meet you there-- Room EF-100 in the Capitol at 9:30. Janet or I should be able to get us a car to bring us back here by 10:45. Diana, I will have my cell phone with me if you need to return any pages re: the 11:00 meeting.

Cynthia
Steve

Irene
Judy

SC: Get to Leadership

Key tough Q's - circulate answers next time *
Mtg again in 3 wks

Next LIS

Able-bodied

* Jennifer re send pe
sheet to
SCA/Asky
* Call Mary

- Maria - thank for their efforts

- CK vm

- Jack re dis entry

- Introduce. who

(- Giuliani, Lalkhan stories)

- AARP - took a stand, what

- Share GRA's

~~DELETED~~

FACT SHEET

3/19/97

Final INS Rule:

Exceptions from English and Civics Testing Requirements For Naturalization Applicants With Disabilities

On March 19, 1997, the Immigration and Naturalization Service (INS) will publish a final rule in the *Federal Register* that implements congressionally-mandated exceptions from the English and civics (U.S. history and government) requirements for naturalization for persons with disabilities that prevent them from meeting such requirements. This final rule makes changes to the proposed rule published in August, 1996. INS invites public comments for 60 days on certain new proposals contained in this final rule concerning quality control, the appeals process and training for adjudicators.

BACKGROUND

- On October 25, 1994, Congress passed the Immigration and Nationality Technical Corrections Act of 1994. Section 108(a)(4) of this Act amended Section 312 of the Immigration and Nationality Act (INA) to provide exceptions to the English proficiency and history and government knowledge requirements for naturalization for persons with "physical or developmental disabilities" or "mental impairments."
- While the proposed rule was under development, INS provided policy guidance to its field offices with preliminary instructions for adjudication of naturalization applications based on the exceptions provided under the 1994 Technical Corrections Act. The Service also provided preliminary definitions of the terms concerning disability and mental impairment in the Act.
- INS has consulted extensively with the Department of Health and Human Services (HHS), the Social Security Administration (SSA), and other government health agencies for guidance in developing the regulatory language contained in this final rule.
- INS published a proposed rule to implement this legislative change on August 28, 1996. INS has carefully considered 228 comments on the proposed rule which were submitted by a wide range of immigrant assistance groups, health professionals, organizations that assist persons with disabilities, and individuals. The final rule addresses these comments and makes substantial modifications.

THE FINAL RULE

Definitions

- The Service has modified the definitions of qualifying disabilities contained in the proposed rule in response to many public comments that the definitions were too narrow and inconsistent with existing definitions in other federal statutes.
 - The rule now provides that an exception shall be granted to any person "who is unable because of a medically determinable physical or mental impairment or combination of impairments which has lasted or is expected to last at least 12
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- The Service reserves the right to request an applicant to submit additional supporting evidence or a second certification from another qualified professional in cases where the Service has credible doubts about the veracity of a medical certification that has been initially presented.
- Persons with disabilities who are not seeking exceptions to the English and civics requirements do not need to submit Form N-648.
- In conformance with Section 504 of the Rehabilitation Act of 1973, INS will continue to provide reasonable modifications in its testing procedures to enable naturalization applicants who have disabilities to participate in the process. Examples of such modifications may include providing sign language interpreters, wheelchair-accessible test sites, or modifications in test format or administration procedures, among others.

Other Naturalization Requirements

- The disability exceptions are not blanket exemptions from all naturalization requirements. Congress did not authorize the Service to waive any of the other naturalization requirements outlined in the INA for applicants with disabilities.
- Applicants must, for example, be able to demonstrate their good moral character, have the necessary residency as a permanent resident (five years, or three years if married to a U.S. citizen), and have the ability to take the statutorily prescribed oath of allegiance. INS will continue to make reasonable accommodations to enable persons with disabilities to demonstrate that they can meet these requirements.
- When necessary, INS will accommodate applicants with disabilities by modifying procedures used to determine whether an applicant meets the requirements for naturalization, including those related to administration of the oath of allegiance. The Service believes that many applicants with disabilities, while excepted from the English and civics requirements, will be able to have a limited but sufficient understanding of the concepts of the oath.
- Each applicant's capabilities regarding the oath requirement will be assessed on a case-by-case basis. Although a disabled applicant need not understand every word of the oath at the interview, the INS officer must conclude that an applicant has an understanding of the nature of the oath. The Service will explain the oath in simplified terms to individuals who, because of their disability, have difficulty understanding it. If the officer concludes that an applicant does understand the nature of the oath, the oath can be administered. For example, an inquiry by an officer at the interview might include an attempt to determine whether the applicant understands that he or she is becoming a U.S. citizen, is forswearing allegiance to his or her other country of nationality, and personally and voluntarily agrees to this change of status. No requirements will be imposed on applicants with disabilities that are not required of other naturalization applicants.
- INS officers will also accept a wide variety of signals from an applicant with a disability that indicate that the applicant understands the nature of the oath, including, but not limited to, a simple head nod, eye blinking, or other signals specific to the individual that mean "yes" or "no".

INSTRUCTIONS FOR FORM N-648 MEDICAL CERTIFICATION FOR DISABILITY EXCEPTIONS

Purpose of This Form.

The Immigration and Naturalization Service's (INS) regulations require that applicants seeking an exception from the English and U.S. history and government (civics) requirements for naturalization based on physical or developmental disability or mental impairment submit this certification form, completed by a licensed medical doctor or a licensed clinical psychologist, along with a completed application for naturalization (Form N-400). This certification form will be used by the INS to determine whether applicants for naturalization are entitled to an exception to the requirements.

In accordance with the Rehabilitation Act of 1973, INS makes reasonable modifications and/or accommodations to allow individuals with disabilities to participate in testing required for naturalization. Reasonable modifications and/or accommodations may include but are not limited to: Braille test forms, sign language interpreters, or off-site testing. Applicants should be advised that if reasonable modifications and/or accommodations will allow them to demonstrate knowledge of basic English and U.S. history and civics, this medical certification form is not required.

Part I of the form must be completed and signed by the applicant. The form also contains an acknowledged release by the applicant of his or her medical records to include both physical and mental health. Part II of the form must be completed and signed by the licensed medical doctor or licensed clinical psychologist performing the assessment of the applicant. The licensed medical doctor or licensed clinical psychologist is required to attest to the truthfulness of his or her certification under penalty of perjury and agree to release his or her medical records relating to the applicant upon request by the INS.

General Instructions.

Please answer all questions by typing or printing clearly in black ink. Indicate that an item is not applicable with "N/A". If an answer is "none," write "none". If you need extra space to answer any item, attach a sheet of paper with the name of the applicant, and the alien registration number (A #), and your complete name including first name, middle name and last name, with appropriate title. Also, indicate the number of the item to which the answer refers.

Additional medical reports may be submitted but they must be limited to not more than two pages, and have the name of the applicant, alien registration number (A #), and your signature on each page of the attachments. Additional medical records may be submitted but will not be accepted as a substitute for complete responses to questions asked on the certification form.

1. You are requested to provide an accurate assessment of the applicant's disability or impairment so the INS can determine whether to grant an exception to the English language and history and civics requirements for naturalization.
2. The INS requires that the licensed medical doctor or licensed clinical psychologist completing the form for the applicant be experienced in the area of the applicant's disability, and able to diagnose the applicant's disability and/or impairments. A certification must be made as to whether the applicant has the ability to learn English and civics sufficient to pass the INS' citizenship test. The tests require an ability to speak and write basic English and the ability to answer basic questions about the history and civics of the United States.

Part I. THIS SECTION TO BE COMPLETED BY THE APPLICANT *(Please print or type information)*

Last Name	First Name	Middle Name	Social Security Number
Address			Alien Number
City		State	Zip Code
Telephone Number	Date of Birth	Sex	

I, _____ authorize _____
(Applicant's Name) *(Licensed medical doctor or licensed clinical psychologist)*
to release all relevant physical and mental health information related to my medical status to the INS for the purpose of applying for an exception from the English language and U.S. civics testing requirements for naturalization. I certify under penalty of perjury pursuant to Title 28 U.S.C. Section 1746, that the information on the form and any evidence submitted with it is all true and correct. I am aware that the knowing placement of false information on the Form N-646 and related documents may also subject me to civil penalties under 8 U.S.C. Section 1324c.

Signature _____ Date _____

Part II. THIS SECTION TO BE COMPLETED BY A LICENSED MEDICAL DOCTOR OR LICENSED CLINICAL PSYCHOLOGIST *(see instructions)*

The individual named above is applying for an exception from the English language and U. S. history and civics tests required of applicants for naturalization. The Immigration and Naturalization Service's regulations require that applicants for an exception based on disability submit this certification form, completed by a licensed medical doctor or licensed clinical psychologist, along with a completed application for naturalization (Form N-400).

Please answer the following questions as clearly and completely as possible, using common terminology and complete words and phrases.

1. Date of your most recent examination of the applicant. _____ 19 _____

2. Is this your first examination of the individual? Yes _____ No _____

If yes, who is the regular attending physician? _____

3. Based on your examination, describe any findings of a physical or mental disability or impairment which, in your professional medical opinion, would prevent this applicant from demonstrating knowledge of basic English language and/or U.S. history and civics. Describe in detail. If applicant has a mental disability or impairment, please provide DSM diagnosis.

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show. And that is true. High light trucks still just a third of all vehicle accidents and are involved in more crashes than cars.

more, of the 5,426 people in collisions between light trucks in 1995, the year for which statistics are available, only 20 percent were in the cars. (The number in collisions between cars was 4,271.)

In weight between light trucks and cars has widened in recent years. For the first time since the Government began keeping reliable records in 1986, the average light truck outweighs the average car by at least a ton, or 1,000 pounds, in 1996 model years, the year for which figures are available.

Yet most cars are designed to meet Federal crash test requirements that test the ability to absorb a collision with a simulated vehicle within 500 lbs of its own weight.

But criticism of light trucks has long been their poor economy, with the largest trucks getting less than 15 miles a gallon. But now, and now, the government is also concerned about safety. The National Highway Traffic Safety Administration has issued several reports in the last few days looking at the

on Page D20, Column 3

Israel Begins Jerusalem Project

Israeli soldiers escorted a bulldozer that was clearing ground for the Har Homa construction project in Jerusalem yesterday. Work on the housing develop-

ment for Jews, which has aroused intense opposition from Palestinians, began under heavy guard but without a major confrontation. Page A15.

U.S. Says Mental Impairment Might Be a Bar to Citizenship

By CELIA W. DUGGER

Under new Federal rules announced yesterday, legal immigrants who cannot knowingly take an oath of allegiance to the United States because they are disabled by Alzheimer's disease, severe retardation or other mental impairments will be unable to become citizens.

A 1994 law exempted seriously disabled immigrants from English proficiency and civics requirements, but the rules announced yesterday made clear that these same immigrants will not be exempted from taking the citizenship oath.

The rules come after Congress passed a separate welfare law last year that denies welfare benefits to elderly and disabled legal immigrants who are not citizens. The two

laws together mean that the most severely mentally handicapped immigrants will lose Federal welfare benefits in five or six months because they cannot become citizens.

In seven states — Texas, Alabama, Louisiana, Nevada, New Mexico, Wyoming and Delaware — elderly and disabled legal immigrants who have not become citizens by the deadline will also have their Medicaid benefits cut off unless those states change their laws, Federal officials said.

Federal officials say they do not know how many of the disabled legal immigrants now receiving benefits are mentally incompetent.

The Social Security Administration is in the process of notifying 544,000 elderly and disabled immigrants — 86,000 of them in New York City — that they will lose their Supplemental Security Income if they have not become naturalized citizens by a deadline that takes effect in August for some, September for others.

News of the new rules yesterday sent a shudder of fear through the relatives of the severely mentally impaired.

"So they have to be able to take the oath?" said Helene Calderon, whose 81-year-old grandmother, Fredesvinda Marmol, a Dominican immigrant living in Washington Heights, has Alzheimer's and cannot remember her own name. "Oh, my God."

President Clinton has proposed restoring S.S.I. benefits to legal immigrants who became disabled after

President Tries To Jump-Start Budget Talks

By RICHARD W. STEVENSON

WASHINGTON, March 18 — President Clinton sought today to re-energize the stalled effort to balance the Federal budget, laying out steps to get the two sides talking again.

Mr. Clinton said that in particular he was heartened by comments from Republicans suggesting they might delay their demands for sweeping tax cuts and had softened their opposition to the economic assumptions used in his budget plan.

Saying the nation is "closer than ever to the point where we can reach an agreement on a balanced budget," Mr. Clinton appealed for a restoration of the bipartisan spirit that marked the early weeks of the budget process this year, and said both sides would need to make politically painful sacrifices to reach a deal.

"No one will achieve everything he or she wants," the President said at a news conference. "Everyone must be prepared to compromise if we're going to break the gridlock and finally balance the budget."

Mr. Clinton said he would meet at the White House on Wednesday with the leaders of the Congressional budget committees to discuss the prospects of forging an agreement that would eliminate the Federal deficit by 2002.

The President said he would follow up on the meeting by instructing his aides to continue discussions with the Republicans during the two-week Congressional recess that begins Friday. And he said he wanted both his own team and the Congressional budget chairmen to report back to him and to the Republican leadership early next month "on the progress they have made and the

Continued on Page A22, Column 1

Anthony Lake's qualifications to be the nation's spymaster, and that Mr. Lake might not win Senate confirmation.

The Senator, Bob Kerrey of Nebraska, whose views hold considerable weight with the eight other Democrats on the Intelligence Committee, said he had told both John Podesta, the deputy chief of staff, and Charles Ruff, the White House counsel, that he needed more information about Mr. Lake's handling of National Security Council barriers against White House political and fund-raising operations.

Specifically, Mr. Kerrey said in a telephone interview, he was deeply concerned about Wall Street Journal articles about a major Democratic contributor with a checkered background, Roger Tamraz, who got unusual access to National Security Council staff members. Mr. Tamraz ended up meeting with President Clinton several times, despite objections from an security council staff official. Mr. Lake apparently did not know about the incident.

Mr. Kerrey said that his concerns were not allayed in conversations with both White House officials again on Monday. He then called Mr. Lake. Shortly afterward, Mr. Lake met with Mr. Clinton and withdrew his nomination, blaming the confirmation process, which he described in a letter to the President as "nasty and brutish without being short."

Today Mr. Clinton repeated Mr. Lake's assertion, blaming the Republicans and a process of "political destruction" for sabotaging the nomination.

But the fact that Mr. Kerrey was concerned that Mr. Lake's nomination was in trouble as early as last Saturday raised questions about whether the White House could have responded in a way that might have preserved the nomination.

Although there were ugly moments in the three days of Senate questioning of Mr. Lake, it was by no means as difficult and mean-spirited as the process endured by Robert Gates to become Director of Central Intelligence in 1991. But as the confirmation process dragged on with no fixed date for a Senate vote, a much more basic question was raised by senators: whether a man who seemed to have difficulty running a 151-person National Security Council staff could run the more than 16,000-

Continued on Page A20, Column 1

A Chinese Puzzle

China has a deal with Boeing that it thought Vice President Al Gore would like to preside over when he visits. Aides don't think so. Page A21.

Lets North Korea Defector Go

AN BEHIND THE SLOGANS

ang Yop, architect of an ideology, apparently saw slogans. Page A8.

the governments involved arrangements for Mr. Hwang, a senior South Korean agent of "kidnaping" Mr. Hwang and threatened unspecified retaliation.

Fears that North Korean intelligence would be used to spy on South Korea. This condition was

presumably intended as a gesture to spare China the image of having its territory used as an escape route from North Korea.

Mr. Hwang, who is believed to be 74, sought political asylum at the South Korean Consulate in Beijing on Feb. 12. He was passing through the Chinese capital on the way home from a conference in Japan.

North Korea initially accused South Korean agents of "kidnaping" Mr. Hwang and threatened unspecified retaliation.

Fears that North Korean intelligence would be used to spy on South Korea. This condition was

Continued on Page A8, Column 1

Continued on Page A29, Column 4



Jack Manning/The New York Times

s of people lined up at the Roosevelt Hotel in Manhattan early yesterday in response to a want ad.

Hearts Full of Hope Line Up for 700 Jobs

ACHEL L. SWARNS

from the Dominican Republic, took an unpaid day's leave from his \$5-an-hour job at a Boston market

a whole new world where she could pay her electric bills on time and

Serb Who Went to Defend Zaire Spread Death and Horror Instead

By JAMES C. MCKINLEY Jr.

KISANGANI, Zaire, March 18 — He called himself Col. Dominic Yugo. No one in this steamy town cut from the jungle along the Congo River knows his real name, but they will not soon forget the crimes he committed.

Colonel Yugo was the commander of a band of about 300 mercenaries from the former Yugoslavia and France hired by President Mobutu Sese Seko to protect this city from a rebel attack.

But instead of shielding Kisangani, residents say, Colonel Yugo ruled over them like a petty tyrant, a modern-day echo of King Leopold

up headquarters, he said.

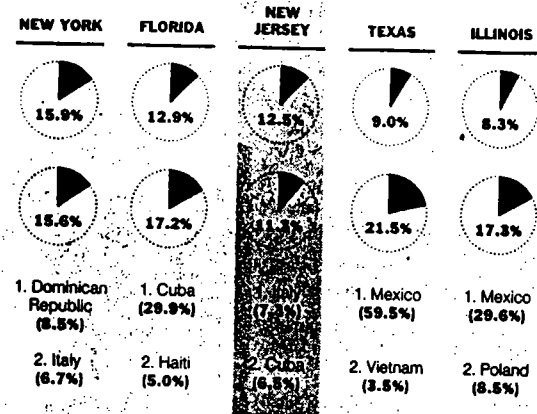
Just before Kisangani fell to the rebels on Saturday, at least 19 of the prisoners were led away in bondage by Colonel Yugo's mercenaries and have not been seen again, the witness said.

"The mercenaries did not come here to help secure Zaire," said Alfa Kangudi, a 23-year-old student. "These people were terrorists. They were carnivores."

Mr. Kangudi said he witnessed one of Colonel Yugo's atrocities. On March 8 he was driving toward the airport 12 miles out of town when he

Mentally Impaired to Take Oath of Citizenship Face Loss of Benefits

Came From Abroad



was J. Espenshade, published by The Urban Institute Press

University Tied to Acceptance

a, Texas and the nation as a whole became less diverse. In 1990, 19 percent of immigrants in the United States were Mexican.

Although the proportion of immigrants from Latin America and has grown sharply since 1980, the largest share of New Jersey's immigrants is still European (38 per-

cent). The television notions of Mexican immigrants coming across the border as a picture that resonates with many of New Jersey," Professor Espenshade said.

High education levels of New Jersey's immigrants helped them successfully to the job market in rapidly rising wages in the state. Seven out of 10 Asian immigrants in the state have attended college, compared with slightly more than 10 nationally. And 55 percent of immigrants from Latin America have completed high school and college, compared with 40 percent of Latin American immigrants nationally.

Average income for immigrant households in New Jersey was \$18,300 in 1989, just \$3,000 a year less than that of American-born households.

Citing Federal Immigration statistics, researchers said New Jersey has a much smaller share of the immigrant population (3 percent) than California (43 percent), New York (13 percent), Texas (11 percent) and Florida (10 percent). The largest group of illegal immigrants in New Jersey is from Portugal, typical of the nation's relatively small size of the

illegal population has meant that the financial burden on state and local government has been more modest. Using a variety of statistical sources from the 1990's, researchers estimated that the cost of educating 16,000 illegal immigrant children and jailing 285 illegal immigrant inmates was \$153 million, while 116,000 illegal immigrants paid \$130 million in state sales and income taxes, and state and local property taxes.

The overall impact of immigration on New Jersey has been benign, researchers found. Kristin F. Butcher, an assistant professor of economics at Boston College, and Anne M. Piehl, an assistant professor of public policy at Harvard University, reviewed the economic data and found that immigrants had not damaged the wages or employment of American-born workers.

Professors Butcher and Piehl also discovered that high school dropouts working in industries with large concentrations of immigrant workers experienced relatively high wage growth, remarkable considering that the wages of low-skilled workers declined in the 1980's.

They say it is possible that highly skilled immigrants helped these industries expand, creating more jobs for low-skilled Americans.

Though immigrants have generally moved smoothly into the mainstream of New Jersey's economy, the researchers concluded that they receive somewhat more in benefits than they pay in taxes. That is largely because immigrant households earn slightly less than others and have more children.

Continued From Page A1

entering the United States, but his proposal is part of budget negotiations with Congress that will go on for months.

Republican leaders have opposed benefits to legal noncitizen immigrants, who they believe have abused the system, using it as a pension system and a way for immigrants to avoid supporting elderly relatives they brought into the country.

Representative Clay Shaw, a Republican from South Florida who was the chief sponsor of the welfare law and is chairman of the human resources subcommittee of the House Ways and Means Committee, said yesterday that proposals to restore benefits are simply too costly. He said he favors a two- or three-year block grant to states to help elderly and disabled immigrants who lose their Federal benefits.

His spokeswoman, Donna Boyer, acknowledged: "It would be a Band-Aid approach. It would not permanently help the people who didn't become citizens."

But Representative Shaw said he is confident that the number of very severely mentally incompetent people will shrink over the years of the block grant "simply because of natural attrition."

"The death rate will see that that population shrinks in those two to three years," he said. "There will be some left but it will be much smaller, and if necessary, we'll revisit the issue then. We're not going to see people pushed out of nursing homes onto the sidewalk with no one to care for them."

The United States Immigration and Naturalization Service announced the new rules, which go into effect today, almost two and a half years after Congress passed a law to exempt mentally and physically disabled legal immigrants seeking citizenship from requirements that they prove their English proficiency and knowledge of American civics.

The rules released yesterday spell out who qualifies for the exemptions (those whose disabilities make them unable to demonstrate an understanding of English or civics), which doctors can certify a person's disability (doctors licensed in the United States who have experience diagnosing such impairments), and the immigration service's right to ask for a second opinion from another doctor if it doubts the claim.

The immigration service has estimated that 300,000 people may apply for the exemption from the English and civics tests.

Despite the waivers for the English and civics tests, immigration officials said they decided they could not waive the oath of citizenship for those too mentally impaired to understand they are taking it.

"The oath is a thorny legal issue," said Terrance O'Reilly, acting assistant commissioner for naturalization. "The way the naturalization section is written, each person has to take the oath. There was no wiggle room."

The immigration service will try to be flexible about ways that immigrants can show they understand they are becoming citizens and for swearing allegiance to their homelands. If they can communicate only by nodding their heads or blinking their eyes, that would be acceptable, officials said.

Naturalization examiners will decide whether an applicant can knowingly take the oath. The examiners are not required to have college degrees, though immigration officials say most have them. They receive 14 weeks of training at an academy in

a half year to come out with regulations. We've had thousands of constituents twisting in the wind in that time."

Mr. O'Reilly, of the immigration service, said that he wishes the rules could have been prepared more quickly but that immigration officials had to engage in time-consuming consultations with several federal agencies, as well as advocates for the immigrants.

"It would have been nice if they had come out sooner, but this is the Government," he said. "We have so many bases we have to touch."

As to whether the immigration service will be able to process the applications of the disabled before the benefits cutoff deadline, Mr. O'Reilly said, "The I.N.S. will adjudicate the cases as fairly as possible and will try to complete as many as we can by August, but there are no guarantees, of course."

For the families of mentally incompetent immigrants who are likely to lose their benefits, the new rules are a frightening jolt.

Luz Gross, an 88-year-old widow from the Dominican Republic, is one of those with severe Alzheimer's. She lives alone in an apartment in Washington Heights, a tiny, stooped woman whose lips are sunken and whose home attendant had neatly brushed her hair into a ponytail and painted her nails on a recent day. Mrs. Gross receives \$570 a month from Supplemental Security Income.

With help from her social worker, Patricia Hernandez-Kenis, who works at a geriatric clinic that is part of Columbia-Presbyterian Hospital, Mrs. Gross applied for citizenship last month, but it seems unlikely she will qualify.

Asked when she was born, Mrs. Gross said, "When I came to the United States, I wasn't born." Asked if she wanted to become a citizen, she began talking about her childhood when she lived close to the sea in Santo Domingo.

Mrs. Gross's only child, Felix, is 72 himself, retired and living on \$10,320 a year from Social Security and a small union pension he earned after working for 18 years as a building handyman in Manhattan. He visits his mother every day, repairing whatever breaks in her apartment and watching television with her.

But he said he cannot afford to support her. And there is no room for her to live in his small one-bedroom apartment.

"I feel in denial," he said. "I can't believe this is happening."

In the wake of tightened welfare rules, a new hurdle for legal immigrants.

Georgia to qualify for the task.

Immigrants whose applications are denied can reapply or file an appeal to the immigration service.

Advocates for disabled immigrants say the immigration service has taken such a long time to issue the regulations that many immigrants who are ultimately able to become citizens because of the new waivers of the English and civics tests will not be able to do so before the deadline for losing their benefits.

They will be joining a general stampede to citizenship at a time when the immigration service's processing of citizenship applications has slowed because of the huge volume, an obsolete computer system and more stringent procedures for criminal background checks. There are now about a million people in line to become citizens, and the wait has grown to nine months or more, immigration officials say.

"These regulations are too little, too late," said Representative Ileana Ros-Lehtinen, a Republican from Miami who is herself a naturalized citizen. "This bill was passed in October 1994 and it's taken the I.N.S. two and

KENNEDY, CABOT & CO.

Here is a simple comparison that shows why Kennedy Cabot makes the difference...

COMMISSIONS	
KENNEDY CABOT	\$ 30
Merrill Lynch	\$ 330
Schwab	\$ 137
Fidelity	\$ 136
Quick & Reilly	\$ 104

Notice of Cable Television Public Hearings in the Five Boroughs
The New York City Department of Information Technology and Telecommunications (DoITT) will be holding five public hearings to consider the renewal of the cable television franchise held by Time Warner Cable New York City Cablevision of New York City. The Time Warner and Cablevision franchise expires in October 1998. Time Warner Cable has franchises in Brooklyn, Manhattan, Queens, and Staten Island. Cablevision holds one franchise in the Bronx.

One of these public hearings is to assist DoITT in (A) identifying future cable-related community needs and (B) reviewing the cable operator's performance under the current franchise agreements. The hearings are scheduled at the following convenient locations in the five boroughs. All persons are invited to attend and submit written comments to make their views known. Those persons who wish to submit written comments should do so by March 28, 1997.

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HIGHLIGHTS OF THE PRESIDENT'S WELFARE TO WORK INITIATIVE AND PROPOSALS TO CHANGE FOOD STAMPS AND BENEFITS FOR LEGAL IMMIGRANTS

Cost of the Proposals	<i>Welfare to Work Initiatives:</i> \$3.6 billion over 5 years <i>Changes to Food Stamps and Benefits for Legal Immigrants:</i> \$17.9 billion over 5 years <i>Health Care for SSI Children:</i> \$0.3 billion over 5 years
Welfare to Work Initiatives	The Welfare to Work proposal is a comprehensive approach to helping States and cities create new jobs and prepare individuals for them including a new, enhanced tax credit that provides employers with incentives to create new job opportunities for long term welfare recipients.
Incentives for States and Cities.	<i>Creates the Welfare to Work Jobs Challenge.</i> The Jobs Challenge, which will be administered by the Department of Labor, is designed to help States and cities move the harder to employ welfare recipients into lasting jobs by the year 2000. The proposal provides \$3 billion in mandatory funding for job placement and job creation over three years. States and cities can use these funds to provide subsidies and other incentives to encourage private business to hire welfare recipients. States and cities will also have the option to encourage the growth of intermediaries as job readiness and job placement agents and may use voucher like arrangements, to empower individuals with the tools and choices to help them get jobs and keep them. <i>Offers Better Access to Jobs and Training.</i> An important element of moving people from welfare to work is assisting them to get to work. The FY98 budget provides \$100 million for a new Access to Jobs and Training Initiative within the Department of Transportation. This new activity will offer Federal Transit Administration grants to states and local entities for new or modified transportation services that target low income individuals, including current welfare recipients. <i>Expands Bridges to Work.</i> This comprehensive initiative also expands the Department of Housing and Urban Development's (HUD) Bridges to Work demonstration Project, which links low-income people in central cities to job opportunities in surrounding

suburban communities by providing services such as job placement, counseling and transportation. In addition, HUD will award new portable rental assistance to localities that link their housing assistance with their efforts to move welfare recipients to work.

Access to Credit

Increases the Community Development Financial Institutions Fund. The Administration proposes to increase the Community Development Financial Institutions Fund to \$1 billion over the next five years thereby expanding the availability of credit, investment capital, financial services, and other development services in distressed urban and rural communities.

Incentives for Employers

Enhances the Work Opportunity Tax Credit. The Administration would provide further incentives to create new job opportunities for long-term welfare recipients by enriching the current Work Opportunity Tax Credit (WOTC) for this group. This enhanced credit focuses on those who need the most help -- long term welfare recipients. The new credit would let employers claim a 50% credit on the first \$10,000 a year of wages, for up to two years, for workers they hire who were once long term welfare recipients. In addition, the existing WOTC would be expanded to include able bodied childless adults aged 18-50 who are subject to a rigorous work requirement under the Administration's food stamp legislative proposal.

Restoring Fairness to the Federal Safety Net Programs

Several provisions in last year's Personal Responsibility and Work Opportunities Act have nothing to do with the goals of welfare reform -- moving people from welfare to work. Rather, they were misguided cuts in Federal support to vulnerable populations, including the elderly and people with disabilities.

Food Stamps

Creates and Funds a Real Food Stamp Work Requirement. The President proposes a real and tough work requirement without arbitrary cuts-offs for able-bodied childless adults between the ages of 18 and 50. The welfare bill's harsh and unreasonable time limit of 3 months in 36 cuts off people who want to work but can't find jobs. Under this proposal, those who refused to work or refused to take advantage of a work opportunity would face tough new penalties. This policy would encourage work while giving those out of work the transitory help they need to get back on their feet. New funding and a wage supplementation option are expected to expand the number of work slots available to this group by 380,000 over five years.

Helps Families with High Housing Costs. Cuts to families with high housing costs would be ameliorated by increasing and eventually lifting the cap on the excess shelter deduction. This would restore the link between food costs of such families and the total cost of their housing.

Provides Benefits Which Recognize the Cost of Living. Low income families and individuals face increasing living costs each year. The Administration's proposal would reestablish the relationship between benefits and a rising cost of living, including the value of a household's car.

Equity for Immigrants

Protects Immigrants Who Become Disabled. Over 350,000 legal immigrants who experienced an accident or illness which resulted in disability after entering the U.S. would continue to receive SSI and Medicaid benefits. The welfare bill's bar and restrictions on cash and medical assistance was short-sighted and particularly harsh towards those immigrants who can no longer support themselves because of disabilities.

Provides Targeted Assistance to Immigrant Children. The Administration's budget would continue to provide essential cash and medical assistance for low income legal immigrant children -- especially the disabled.

Creates an Exemption for Refugees More Sensitive to their Needs. The welfare bill exempted refugees and asylees from the benefit restrictions for their first five years in the country. The budget would lengthen the exemption for refugees and asylees from 5 to 7 years to provide a more appropriate amount of time for refugees and asylees to become citizens.

Delays the Ban for Immigrants Receiving Food Stamps. The Administration proposes to delay the ban on Food Stamps for legal immigrants until the end of FY1997 in order to give legal immigrant families, elderly and disabled more time to naturalize.

Health Coverage for SSI Children

Continues Medical Care for Low-Income Disabled Children. The President would allow disabled children who lose their SSI eligibility due to changes in the definition of childhood disability to retain their Medicaid health coverage.

President's Welfare to Work Initiative and Proposals to Change Food Stamps and Benefits for Legal Immigrants	FY1998-2002 Outlays in billions of \$
Welfare to Work	
Welfare to Work Jobs Challenge	\$3.0
Enhances and Expands the Work Opportunity Tax Credit	<u>0.6</u>
<i>Welfare to Work</i>	<i>3.6</i>

Changes to Food Stamps and Benefits to Legal Immigrants	
<i>Food Stamps</i>	
Creates and Funds a Real Food Stamp Work Requirement	\$2.2
Helps Families with High Housing Costs	0.6
Provides Benefits Which Recognize the Cost of Living	
Reindexes the Standard Deduction	0.1
Increases and then reindexes the Vehicle Asset Limit	<u>0.2</u>
<i>Food Stamps</i>	<i>3.1</i>
<i>Equity for Immigrants</i>	
Protects Immigrants Who Become Disabled	\$13.7
Provides Targeted Assistance to Immigrant Children	0.2
Creates an Exemption for Refugees More Sensitive to their Needs	0.7
Delays the Ban for Immigrants Receiving Food Stamps ¹	<u>0.0</u>
<i>Equity for Immigrants</i>	<i>14.6</i>
<i>Changes to Food Stamps and Benefits to Legal Immigrants</i>²	<i>\$17.9</i>

Health Coverage for SSI Children	
<i>Medicaid</i>	
Continues medical care for low-income disabled children.	
<i>Medicaid</i>	<i>\$0.3</i>

¹ This proposal has a one time cost of \$165 million in FY97.

² The proposal includes \$200 million in mandatory funding over the FY98-02 period for other technical changes.

**Legal Immigration Briefing
Friday March 21, 1997 Room 450**

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Mike Casserly

Daphne Kwok
Bob Sakaniwa
Jayne Parks
Matthew Finucane

Jennifer Vasilof
Cecilia Munoz
Pat Reuss
Ann Hoffman
Ileann Jimenez

Organization

Provider Organizations

American Hospital Association
Catholic Health Alliance
NACH
National Assn Public Hospitals & Health Systems
Protestant Health Alliance
Catholic Health Association
American Assn. for Homes & Services for Aging
American Assn. for Homes & Services for Aging
American Academy of Pediatrics
Association of American Medical Colleges
Nat. Assn of Community Health Centers
American Medical Womens' Association
American Health Care Association
American Nurses Association
American College of OBGYNs
National Assn of Social Workers
National Assn of Social Workers

Children's Organizations

Association of Child Advocates
Child Welfare League of America
The Children's Partnership
Children's Defense Fund
Committee for Educational Funding
National School Boards Association
Council of Great City Schools

Asian American Organizations

Organization for Chinese Americans
Japanese American Citizen's League
Asian Pacific American Legal Consortium
Asian Pacific American Labor Alliance

Women's Organizations

Coalition on Human Needs
La Raza
NOW/LDEF
UNITE
MANA

Deborah Weinstein
Evangelina Frescas Dobbs
Lesley Orloff

Marty Ford
Justin Dart
Pat Wright
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Speeve David

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Russell Zavistovich
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Rita Mullan
Robert W. Tobin
John Kromkowski
Nancy Huber
Christine Bageac
Armand A. Scala
Lindita Imami
Reverend Imre A. Bertalan
Laszlo Pasztor
Frank Koszorus
Dale Denda

Children's Defense Fund
Wider Opportunities for Women
AYUDA

Disability Organizations

Consortium of Citizens with Disabilities/The Arc
Justice For All
Disability Rights Education and Defense Fund
National Council on Disability
National Council on Disability

Gay/Lesbian Organizations

Human Rights Campaign
National Latino Lesbian & Gay Organization
NGLTF
LLEGO
BGLLF
PFLAG
Lesbian & Gay Immigration Rights Task Force
Immigration lawyer
Immigration lawyer
Lesbian & Gay Immigration Rights Task Force
Gay Mens Health Crisis

Ethnic Organizations

American Arab Anti-Discrimination Committee
American Federation of Ramallah, Palestine
Arab American Institute
Armenian National Committee of America
Armenian National Committee of America
American Latvian Association
Belarusian Congress Committee of America
American Muslim Council
Americans for a New Irish Agenda
Ancient Order of Hibernians
Catholic University of America
Central Coordinating Committee
Congress of Romanian Americans, Inc.
Congress of Romanian Americans, Inc.
National Albanian American Council
Hungarian American Coalition
National Federation of American Hungarians
Hungarian American Federation of Metropolitan DC
National Federation of Polish Americans

Ms. Nuala F. Moore
Ms. Dayle Spinelli Lewis
Father Sean McManus
Monica Amarelo
Robert Blancato
Sophia Miskiewicz
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Nancy Donahue
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Richard Foltin
Brittanie Zelkind
Deena Margolis
Lisa Zachary
Mark Levin
Stephen Silberfarb
Abba Cohen
Murray Tenenbaum
Tami Schultz
Elaine Senter
Reva Price
Mark Hetfield
Shara Abraham
Susan Silverman

Ana Maria Rivas-Beck
Marisa Demeo
Jaime Zapata

Irish American Unity Conference
Order Sons of Italy
Irish National Caucus
PALCUS
Italian American Democratic Leadership Council
Polish American Congress
Joint Baltic American National Committee
Rosapepe and Spanos
Ukrainian American Coordinating Council
Ukrainian National Association

Religious Organizations

United Methodist Church
Lutheran Immigration & Refugee Service
The Episcopal Church
The United Methodist Church
NCC/CWS--Immigration & Refugee Program
Episcopal Parkins
Immigration Coalition Committee
Jesuit Social Ministries
United States Catholic Conference
The Jesuit Conference

Jewish Organizations

American Jewish Congress
American Jewish Congress
American Jewish Committee
American Jewish Committee
National Council of Jewish Women
Council of Jewish Federations
National Conference on Soviet Jewry
National Jewish Democratic Council
Agudath Israel of America
Jewish Comm. Council of Greater Washington
Jewish Community Council of Greater Washington
Hadassah
Jewish Council for Public Affairs
Hebrew Immigrant Aid
Religious Action Center of Reform Judaism
Anti-Defamation League

Hispanic Organizations

Coalition of Hispanic Health & Human Services Org.
MALDEF
National Assn. For Bilingual Education

Tomasa Gonzalez
Ralph Del Agua

Karabelle Pizzigati
Thomas R. Brooks
Gabriela Uro
Tanya Oubrey
Ashley Giglio
Sally Shake
Brian Koman

Elizabeth Quinn
Dale Frederick Swartz, III
Andrew B. Greenfield
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Judith E. Golub
Gayle R. Nathanson
Chai Feldblum
Eula Tate
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Seth Kilbourne
Jeremy Meadows
Joshua Bernstein
Deborah Sanders
David Super
Karen Lightfoot

Gregory Thomas Nojeim
Jeanne Butterfield
Berta Romero
Francis Peter Sharry Jr.

National Hispanic Council on Aging
Natl. Assn. of Latino Elected & Appointed Officials

Education Organizations

Child Welfare League of America
Child Welfare League of America
Council of City Schools
DOE
American Association of Community Colleges
Education Legislative Services
Leadership Conference Education Fund

Immigration Organizations

Maggio & Kattar
Rick Swartz & Associates
Freilicher & Hoffman, P.C.
Urban Institute
American Immigration Lawyers Assn.
American Immigration Lawyers Assn.
Georgetown Univ. Law Center
United Auto Workers
Wilmer, Cutler & Pickering
Human Rights Campaign
Human Rights Campaign
National Conference of State Legislators
NILC
Washington Lawyers Committee
Center on Budget & Policy Priorities
Center on Budget & Policy Priorities

American Civil Liberties Union
American Lawyers Assn.
Interaction
National Immigration Forum

LEGAL IMMIGRATION STRATEGY

March 19, 1997

1. Planning for Room 450 briefing Friday at 11

- Groups that are coming — Why bringing us in? — but diff levels
- Speakers: Bruce Reed drop-by
Gene Sperling??
HHS: who? Should do special provider pitch
SSA: Callahan/Chesser/Coyne
More....
Janet + Bob
- Message: Stress high priority
Summarize proposals
Ask for their ideas?

- Paper: 1 pagers
Q&A's?
SSA numbers?
Any way to do health provider numbers?

- How to handle questions: especially bucket, disability groups,

2. Disability Naturalization Reg; response to Shaw

3. Next Steps

- Mayors, other local officials
- Levin meeting Friday
- Develop small strategy group w/Hill, selected advocates
- Media plan?
- Upcoming April food stamp cut-off

Maria

Bruce

Gene??

Jack ??

Diana

HHS - Irene

Janet

(Bob won't talk)

SSA - legal's SS1
HHS - MA + kids + refugees

① Good list of immigration advocates

② Get excerpts — Cynthia

③ 3 DC events — SSA

④ Get Janet + Bob — Barbara

⑤ Script w/ Barbara — final — DF do

⑥ Scribbled Q&A's will be good

⑦ Plant — Barbara

⑧ 1 pagers to BW by 1:00 PM

what happens next → what's our strategy

- POTUS talking & quote

- still a lot of resistance

- talking to members

- time is on our side

- competing proposals

- Feinstein

Do education opened

MTTS

300,000

**RECENT STATEMENTS BY
PRESIDENT CLINTON AND VICE PRESIDENT GORE
Regarding Benefits for Legal Immigrants**

"We must join together to do something else, too -- something both Republican and Democratic governors have asked us to do -- to restore basic health and disability benefits when misfortune strikes immigrants who came to this country legally, who work hard, pay taxes and obey the law. To do otherwise is simply unworthy of a great nation of immigrants."

President Clinton, State of the Union Address, February 4, 1997

"I signed the welfare reform bill, but I said when I signed it I thought we made a mistake to eliminate all aid to legal immigrants. Now, when an immigrant comes to America, they say -- they have to promise that they won't try to get on welfare and they won't take any public money. That is true. But it's also true it takes five years to become a citizen, meanwhile you work and you pay taxes. And in a country like ours that lets in a significant number of immigrants -- in your largest county now, you have people from over 140 different racial and ethnic groups -- bad things are going to happen to good people just when they show up every day. There will be car wrecks, there will be serious illnesses, there will be crime victims, and I personally think it's wrong to either dump that problem on the door of the state legislature or, in the alternative, just tell them to do without.

"This is a great nation of immigrants. I think this is unworthy of us and I'm going to try to change it, and I hope that you will support that."

President Clinton, Remarks to the Joint Session of the Michigan Legislature, March 6, 1997

"Incidentally, last year when Congress passed legislation to reform America's welfare system, they included one provision that did not respect diversity and had absolutely nothing to do with moving Americans from welfare to work. The bill I refer to singled out legal immigrants -- legal immigrants -- for the harsh and unfair treatment spelled out in that provision.

"Let me state it plainly: It is wrong to tell four million people in California who work here, pay taxes here, maybe even serve in the military here in many cases, that if somebody mugs you in a dark alley or if your child suddenly falls seriously ill, or you or your spouse are injured at work, that you're not going to receive the helping hand that everyone else who is legally living here is entitled to. That is wrong, it must change. If I can use a sometimes explosive term, in my opinion it is un-American. These provisions are unworthy of a nation of immigrants. We must change them, and I ask for your help in changing them.

"These provisions will cause pain and rip away at California's budget. So we're going to do our very best to change these provisions and I appreciate the support you've indicated for this effort."

Vice President Gore, Remarks to the California Legislature, March 13, 1997

TREATING LEGAL IMMIGRANTS FAIRLY

"We must join together to do something else, too, something both Republican and Democratic Governors have asked us to do: to restore basic health and disability benefits when misfortune strikes immigrants who came to this country legally, who work hard, pay taxes and obey the law. To do otherwise is simply unworthy of a great nation of immigrants."

-President Clinton, 1997 State of the Union.

Restoring fair treatment for legal immigrants is a key part of the President's agenda this year.

The President's budget proposal makes good on his promise to correct the welfare law's harsh provisions on legal immigrants -- provisions that burden State and local governments, and that punish children and legal immigrants with severe disabilities. The welfare law denies most legal immigrants access to fundamental safety net programs unless they become citizens -- even though they are in the U.S. legally, are responsible members of our communities, and in many cases have worked and paid taxes. These provisions have nothing to do with the real goal of welfare reform, which is to move people from welfare to work.

- The President's budget proposes to restore Medicaid and Supplemental Security Income (SSI) to legal immigrant children and to legal immigrants who become disabled after they entered the country. This country should protect legal immigrants and their families -- people admitted as permanent members of the American community -- when they suffer accidents or illnesses that prevent them from earning a living. Similarly, the country should provide Medicaid to legal immigrant children if their families are impoverished.
- The President proposes to extend the SSI and Medicaid eligibility period for refugees and asylees from 5 to 7 years, to give that vulnerable group additional time to naturalize.
- Finally, the budget proposes to delay the ban on Food Stamps for legal immigrants from April to September 1997 to provide time for immigrants who are in the process of naturalizing to complete the process.

The President's proposal would reinstate SSI eligibility for approximately 320,000 severely disabled legal immigrants. Of these 320,000 immigrants, the budget restores Medicaid coverage to 195,000 disabled legal immigrants. In addition, the proposal restores Medicaid coverage to about 30,000 non-disabled legal immigrant children. The cost of these immigrant proposals is \$14.6 billion over 5 years -- \$9.7 billion in SSI costs, and \$4.9 billion in Medicaid costs.

In January, the National Governors' Association agreed that the legal immigrant provisions of the welfare law will cause a considerable cost shift to some states and expressed concerns about the effect of the new law on aged and disabled legal immigrants. Providing state-funded benefits to this needy population will divert resources from job training and child care -- activities critical to moving people from welfare to work. The NGA passed a resolution asking Congress and the President to work together to find a fair solution for both states and vulnerable legal immigrants without reopening the welfare reform debate. The President's proposal would do just that.

TREATING LEGAL IMMIGRANTS FAIRLY: PROTECTION FOR LEGAL IMMIGRANT CHILDREN

The President proposes to restore SSI and Medicaid for legal immigrant children.

- The welfare reform law denies SSI and Medicaid to many legal immigrant children who become seriously ill, or have an accident and become disabled, and whose families fall on hard times. It also denies preventive services under Medicaid to legal immigrant children, likely leading to more costly health problems in the future. This policy threatens the health and well-being of a very vulnerable population -- legal immigrant children of low-income parents who need medical services or cash assistance (if disabled), and cannot work their way out of need. We all lose if we deny future citizens the care and support that all children need.
- Under the President's proposal, legal immigrant children would continue to be eligible for SSI and Medicaid. In FY 1998, this proposal would protect SSI and Medicaid eligibility for about 8,000 disabled legal immigrant children, and ensure medical care for about another 30,000 non-disabled children. Existing program income eligibility rules are not affected; only legal immigrant children who are members of low-income families would be eligible for the restored SSI and Medicaid.
- The President's proposal does not undermine or "reopen" welfare reform. The welfare reform provisions denying assistance to legal immigrant children have nothing to do with the central goal of welfare reform: moving people from welfare to work. Instead, the President's proposal protects access to health care for vulnerable low-income children who are permanent members of this nation's communities, cannot work, and do not have any other means of health care. It also protects cash assistance for low-income immigrant children with severe disabilities.
- It is important to note that legal immigrant children cannot become naturalized citizens unless both parents are citizens, or the surviving or custodial parent is a citizen. Therefore, unlike adult legal immigrants, children immigrants do not have an independent avenue to naturalization. For example, orphaned immigrant children must be adopted by a U.S. citizen in order to be classified as a citizen.
- The SSI and Medicaid costs associated with these immigrant children are about \$400 million over 5 years. This policy will ensure that low-income immigrant families with severely disabled immigrant children continue to have a safety net of SSI and Medicaid. It also guarantees that non-disabled legal immigrant children are protected by the Medicaid benefit package, which provides on-going assistance for children suffering from chronic asthma, screening for developmental disabilities, and well-child and preventive care to prevent the need for intensive and costly care in the future.

TREATING LEGAL IMMIGRANTS FAIRLY: EXTENDING ELIGIBILITY FOR REFUGEES

- As a nation of immigrants, this country has a long-standing policy of welcoming to this country refugees and asylees who are fleeing persecution in their home country, and helping them resettle in their new home.
- Under the welfare law, refugees and asylees are exempt from SSI and Medicaid eligibility restrictions for the first 5 years that they are in the U.S. However, after 5 years, needy refugees and asylees would be denied SSI benefits, and Medicaid coverage is a state option rather than guaranteed.
- The President's proposal would extend from 5 to 7 years the period of SSI and Medicaid eligibility for refugees and asylees. This extension would alleviate current hardships while providing elderly refugees an extra 2 years to learn English well enough to naturalize. This policy would cost about \$700 million over 5 years, and protect eligibility for about 17,000 refugees and asylees in FY 1998.
- Few refugees arrive with any financial assets that can be used for self-support. In addition, refugees do not have sponsors.
- Refugees and asylees need a longer eligibility period for assistance than other legal immigrants because of the circumstances that bring them to this country in the first place. Refugees and asylees come to the U.S. with a history of persecution in their country of origin. These individuals frequently experience greater difficulties putting their lives together and becoming self-supporting than other legal immigrants. About one-half of refugees speak little or no English when they arrive here; only about one-tenth speak English fluently.
- Elderly refugees are a particularly vulnerable group. SSA data indicate that of the estimated 58,000 elderly refugees who will lose their SSI eligibility in August/September 1997, 24,000 are aged 75 or older. An estimated two-thirds (38,000) of the 58,000 are severely disabled.
- Generally, refugees and asylees may apply for citizenship after residing in the United States for 5 years. However, the naturalization process can take up to a year, or more. Therefore, individuals who entered the U.S. as refugees or asylees will lose their SSI -- and potentially their Medicaid -- before completing the application process for citizenship, even if they apply for citizenship as soon as they meet the 5 year residency requirement. Also, many elderly refugees are not able to acquire sufficient English language skills in this period of time to pass the citizenship test.
- In refugee communities, the pending loss of SSI and Medicaid and the inability to become naturalized citizens is a major concern. Elderly refugees are understandably terrified that they will be left destitute and homeless.

312?

**TREATING LEGAL IMMIGRANTS FAIRLY:
RESTORING BENEFITS FOR LEGAL IMMIGRANTS WITH SEVERE DISABILITIES**

The President's budget would restore SSI benefits for 320,000 legal immigrant adults who become disabled after their entry into the U.S., in recognition of the fact that they cannot provide for their own support through work. Of those 320,000 legal immigrant adults, approximately 195,000 adults will have Medicaid coverage restored.

Denying SSI eligibility to aged and disabled legal immigrants has nothing to do with welfare reform. Barring legal immigrants who played by the rules and entered the country according to our laws from programs available to all other taxpayers is unfair and shortsighted.

- Approximately 900,000 SSI recipients are now receiving notices that they are at risk of losing their benefits, unless they can show that they are citizens or are in one of a narrow group of exceptions. Under current law, over 400,000 legal immigrants will lose their SSI benefits in August and September of this year.
- Disabled legal immigrants who have sponsors can turn to them for assistance, but many sponsors can't afford the extra costs associated with a disability. In addition, an estimated 44% of legal immigrants, such as refugees, never had sponsors in the first place. Others had sponsors who have died or ceased to support them.
- Many disabled legal immigrants are elderly and reside in nursing homes or assisted living facilities. Without SSI cash assistance, they may face eviction from assisted living arrangements. About 39,000 legal immigrants are in nursing homes and a large number have difficulties with the activities of daily living.
- An estimated 69% of legal immigrants on SSI are over age 65; 28% are over 75 years of age.
- Without SSI payments, state and local governments and private charities will become the prime source of assistance to legal immigrants with severe disabilities.
- In addition, under current state Medicaid plans, it appears that some states may have no provision to continue Medicaid coverage for legal immigrants who lose their SSI. In some states, disabled recipients who lose their SSI may also be without any help for medical expenses.



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PAGES: _____ (including cover sheet)

Message: The Washington, D.C. Office of the Commissioner has
relocated effective 10/28/96. Please note our new address, telephone
and fax numbers listed above.

REVISED

Draft, Remarks for Commissioner Callahan at Briefing

A. Merryman (202-358-6012)

358-6000 receipt

Too Speedy 3/20/97; 5:45p
max

Yesterday, I went to three different centers across the District, an Asian Center, a Spanish Senior Center, and a center serving the African community.

I met a Cuban refugee who came here with nothing more than an offer of sanctuary from the U.S; a disabled couple, both in their seventies; widows and widowers -- their stories were all different, but their fears and concerns were the same. Poverty. Homelessness. Hunger. Lack of medical treatment.

I heard the stories that you know all too well.

But not everyone knows those stories. They don't know the facts.

But the facts are these.

500,000 elderly and disabled noncitizens may lose their SSI benefits.

First, and don't let anyone say that anyone's getting rich off of SSI.

The overall average SSI payment is just over \$430 a month.

And 45 percent of SSI recipients have no other source of income.

Of the 1.4 million who receive SSI benefits for the aged, 55 percent of them are 75 and older. 480,000 of them are age 80 or older.

But they aren't just numbers. These are people. And these people we must help. These are not men and women who we can expect to go out there and find a job tomorrow; they are elderly, disabled men and women who ^{could} will be forced out of nursing homes. They are disabled noncitizen children going without health care.

Jack + Stacy

Under current welfare reform, all noncitizens are banned from eligibility except active duty military, veterans, their spouses and dependent children; those who are legally admitted for permanent residence who have worked for forty quarters. Refugees and asylees are now limited in eligibility for five years.

That's why the President's proposal must get through.

The President has proposed reinstating eligibility for those who are disabled after entry into the United States. Neither they nor their sponsors could have foreseen the difficulties of those who become disabled after entry and the costs are simply too much to bear.

All disabled noncitizen children would be eligible; currently there are almost 8,000 who will be cut from the rolls.

We will extend the five year limit on refugees, asylees, and those similarly situated to seven years. It takes five years to become a citizen; the current statute won't allow those who are trying to becoming citizens even a filing delay to continue their benefits.

turn corner, Doyle fight
I am optimistic about congressional support. When the President first made his proposal we were being told that no one would revisit what was enacted last year. Now we have more and more bills being introduced. Senator Feinstein, Reps. Meek, Mink, Campbell, Ros-Lehtinen and Diaz-Balart have all introduced bills which support changes in the SSI provisions for noncitizens. Congresswoman Pelosi has sent us a letter co-signed by ⁸⁶89 members of Congress expressing a desire to extend SSI eligibility if people are in the process of naturalization. Although SSA does not have the authority to do that, I am enheartened that 89 members have said they support changes in current law. We need to build on this support and we can only do it with your help.

312 vs 320

We need to help men and women like Idolia Aybar, who I met yesterday.

Idolia receives a SSI check for \$484 and no other income. Idolia is 108. Frail, walking with a walker, she lives with her daughter, Maria, who has a very limited income -- and Maria herself is 64 years old.

We can't turn our back on Idolia, or the others like her.

~~With your help, we won't.~~



Office of Legislation and Congressional Affairs
Social Security Administration
Fax Sheet

Date:

3/20/97

Pages:

Cover + 5

Fax to:

from
Diana Fortune

Fax number:

Phone number:

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Please contact Paulette Anderson or Regina Williams (202) 358-6030 if
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Message:

(39) 5-0851
to Stacy Deant
Jack
Smaliga

Friday, March 21, 1997
For Immediate Release

Phil Giambrino/Tom Margenau
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NewsRelease

SOCIAL SECURITY

Statement by John J. Callahan
Acting Commissioner of Social Security

Welfare Reform: A Need for Change

When President Clinton signed the 1996 Welfare Reform legislation into law, he noted that "the congressional leadership insisted on cuts in programs for legal immigrants that are far too deep." He has since proposed revisions in that legislation to ensure that deserving immigrants are not denied benefits.

At Social Security, we are now seeing daily evidence of hardship imposed by the welfare reform legislation on legal noncitizens who receive benefits under the Supplemental Security Income (SSI) program administered by our agency. SSI pays monthly benefits from general revenues to individuals who are disabled, blind or aged, and who have little or no income or resources. ✓

Under the 1996 welfare reform law, SSI eligibility is severely restricted for legal immigrants, permitting only narrow exceptions for qualification. SSA is sending notices to nearly 900,000 noncitizens nationwide informing them of new SSI eligibility provisions--and an estimated 500,000 may lose benefit eligibility. (Attached is an estimated State-by-State breakdown)

then became blind as a result of
I want to share just two examples of many in which deserving immigrants may lose SSI benefits under current law. In one instance, a 32-year-old man legally immigrated to the United States in 1984, found employment, and ~~was then blinded by~~ a work accident in 1992. Because he does not have 40 quarters (10 years) of work credits, he will lose his SSI benefits.

disabled?
In another instance, a 94-year-old woman who was born in Italy immigrated to the United States as a young child. She never worked, and her husband died in 1947 with fewer than 40 quarters of work credits. Because she does not meet any exceptions under current law, she will lose her SSI benefits this summer.

Both of these individuals--and many thousands like them--would be reinstated for SSI benefits under President Clinton's legislative proposal. This proposal would restore SSI eligibility to

legal noncitizens who become blind or disabled after entering the country, and also extend from five years to seven years the period that refugees, asylees, and noncitizens in similar situations may be eligible for SSI after admission to the country.

This is a moderate proposal which would allow deserving, legal noncitizens to maintain invaluable benefits. I urge Congress to take expeditious action on this humane legislative proposal.

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 415 \overline{) 320.00} \\
 \underline{2905}
 \end{array}$$

$$\begin{array}{r}
 \underline{2950} \\
 \underline{2905}
 \end{array}$$

2/3

**Estimate¹ of the Number of Noncitizen Currently Receiving SSI Benefits
Who Are Likely To Be Ineligible Under Welfare Reform, By State**

any of the
NOTE: The numbers shown below do not include the approximately 300,000 SSI recipients who received (Type 2) notices and for whom SSA has no information as to their citizenship status. Prior to 1978, citizenship status information was not required.

TOTAL	<u>415,000</u>		
Alabama	360	Nebraska	370
Alaska	380	Nevada	1,390
Arizona	4,390	New Hampshire	210
Arkansas	250	New Jersey	12,780
California	165,380	New Mexico	1,960
Colorado	2,760	New York	66,080
Connecticut	2,560	North Carolina	1,320
Delaware	190	North Dakota	80
D.C.	500	Ohio	3,060
Florida	39,440	Oklahoma	670
Georgia	2,650	Oregon	2,890
Hawaii	2,310	Pennsylvania	6,470
Idaho	290	Rhode Island	1,940
Illinois	13,260	South Carolina	360
Indiana	700	South Dakota	100
Iowa	630	Tennessee	800
Kansas	800	Texas	32,410
Kentucky	460	Utah	860
Louisiana	1,460	Vermont	100
Maine	290	Virginia	3,890
Maryland	4,330	Washington	7,970
Massachusetts	13,590	West Virginia	80
Michigan	4,290	Wisconsin	2,930
Minnesota	3,850	Wyoming	30
Mississippi	250		
Missouri	1,080		
Montana	100		

¹ Estimates of national total by SSA. State specific totals produced by applying national reduction ratio to totals of current recipients in each State. Due to the nature of this estimate, State numbers have been rounded to the nearest interval of 10.

Numbers of SSI Recipients Receiving Preliminary Noncitizen Status Notices by State
Numbers of SSI Recipients Coded as Noncitizens by Category by State, and
Number of SSI Recipients Receiving Type II Notices by State

STATE	Notices		Noncitizens Recipients on SSR	
	All ¹	Type II ²	LAPR	Refugees ³
TOTALS	895,204	299,817	526,695	193,142
Alabama	9,800	9,215	502	123
Alaska	757	117	569	95
Arizona	8,511	2,979	6,318	1,295
Arkansas	4,958	4,569	385	96
California	310,409	76,356	206,038	80,803
Colorado	6,149	1,898	3,353	1,426
Connecticut	5,071	1,111	3,440	1,009
Delaware	665	334	275	55
D.C.	1,473	769	741	127
Florida	77,560	21,999	52,489	15,921
Georgia	13,794	9,474	3,235	1,366
Hawaii	4,616	1,026	3,461	554
Idaho	811	405	364	144
Illinois	27,446	6,783	16,233	6,769
Indiana	2,874	1,749	904	304
Iowa	2,055	1,053	631	454
Kansas	1,928	608	979	412
Kentucky	4,781	4,028	439	357
Louisiana	8,694	6,550	2,002	536
Maine	1,500	1,039	318	191
Maryland	9,645	2,456	5,424	2,087
Massachusetts	27,171	7,782	16,184	7,383
Michigan	12,136	5,232	5,364	2,069
Minnesota	8,025	1,529	3,319	3,362
Mississippi	8,232	7,852	363	72

526
193

719

¹ Number of notices differs from number of noncitizens recipients because some SSI recipients' records do not contain information about their citizenship status (Type II notices) plus some of those designated as noncitizens did not receive notices because SSA records indicated that they met certain exemption from the ban on eligibility. Number reflects status as of 1/31/97.

² Type II notices are those mailed to recipients whose records do not contain information on citizenship status as of 1/31/97. These recipients were on the SSI roles prior to 1978 when this information began to be verified in SSA records.

³ Category includes refugees, asylees, and other noncitizen recipients currently shown in SSA's records as permanently residing in the U.S., status as of 2/20/97.

STATE	Notices		Noncitizens Recipients on SSR	
	All	Type II	LAPR	Refugees
Missouri	4,971	3,141	996	872
Montana	462	302	103	75
Nebraska	1,023	427	402	238
New Hampshire	510	187	264	100
New Jersey	25,918	6,403	18,918	3,244
New Mexico	4,412	2,195	3,049	360
New York	125,919	28,583	81,701	32,917
North Carolina	9,645	7,468	1,659	627
North Dakota	429	314	66	70
Ohio	9,298	4,281	3,074	2,228
Oklahoma	4,785	3,743	923	243
Oregon	5,511	1,323	2,547	1,952
Pennsylvania	17,176	6,579	6,485	4,737
Rhode Island	3,755	1,194	2,640	724
South Carolina	6,119	5,535	505	124
South Dakota	504	337	56	115
Tennessee	8,952	7,622	968	426
Texas	66,750	31,421	50,434	5,772
Utah	1,753	389	995	503
Vermont	543	385	110	73
Virginia	10,336	3,830	5,247	1,500
Washington	15,583	2,622	7,579	6,242
West Virginia	1,316	1,181	118	23
Wisconsin	7,472	2,562	2,591	2,490
Wyoming	144	97	41	17

**Numbers of SSI Recipients Receiving Preliminary Noncitizen Status Notices by State
 Numbers of SSI Recipient Coded as Noncitizens by Category by State,
 Number of SSI Recipients Receiving Type II Notices by State, and
 Estimated Number of Noncitizen SSI Recipients Who Will Lose Eligibility by State**

STATE	Notices		Noncitizens Recipients on SSR		Estimated To Lose SSI ⁴
	All ¹	Type II ²	LAPR	Refugees ³	
TOTALS	895,204	299,817	526,695	193,142	415,022
Alabama	9,800	9,215	502	123	360
Alaska	757	117	569	95	383
Arizona	8,511	2,979	6,318	1,295	4,389
Arkansas	4,958	4,569	335	96	248
California	310,409	76,356	206,038	80,803	165,378
Colorado	6,149	1,898	3,353	1,426	2,755
Connecticut	5,071	1,111	3,440	1,009	2,565
Delaware	665	334	275	55	190
D.C.	1,473	769	741	127	500
Florida	77,560	21,999	52,489	15,921	39,442
Georgia	13,794	9,474	3,235	1,366	2,653
Hawaii	4,616	1,026	3,461	554	2,315
Idaho	811	405	364	144	293
Illinois	27,446	6,783	16,233	6,769	13,262
Indiana	2,874	1,749	904	304	696
Iowa	2,055	1,053	631	454	626
Kansas	1,928	608	979	412	802
Kentucky	4,781	4,028	439	357	459
Louisiana	8,694	6,550	2,002	536	1,463
Maine	1,500	1,039	318	191	293

¹ Number of notices differs from number of noncitizens recipients because some SSI recipients' records do not contain information about their citizenship status (Type II notices) plus some of those designated as noncitizens did not receive notices because SSA records indicated that they met certain exemption from the ban on eligibility. Number reflects status as of 1/31/97.

² Type II notices are those mailed to recipients whose records do not contain information on citizenship status as of 1/31/97. These recipients were on the SSI roles prior to 1978 when this information began to be verified in SSA records.

³ Category includes refugees, asylees, and other noncitizen recipients currently shown in SSA's records as permanently residing in the U.S., status as of 2/20/97.

⁴ Estimates of national total by SSA. State specific totals produced by applying national reduction ratio to totals of current recipients in each State. NOTE: Type II notice recipient losses, if any, are not included because the number is not quantifiable due to lack of citizenship information for this group as of 1/31/97 and no calculation was included in any budget analyses of potential loss of SSI for this group.

*say #
we saved
at top*

*round
up*

STATE	Notices	
	All	Type II
Maryland	9,645	2,456
Massachusetts	27,171	7,782
Michigan	12,136	5,232
Minnesota	8,025	1,529
Mississippi	8,232	7,852
Missouri	4,971	3,141
Montana	462	302
Nebraska	1,023	427
Nevada	2,857	783
New Hampshire	510	187
New Jersey	25,918	6,403
New Mexico	4,412	2,195
New York	125,919	28,583
North Carolina	9,645	7,468
North Dakota	429	314
Ohio	9,298	4,281
Oklahoma	4,785	3,743
Oregon	5,511	1,323
Pennsylvania	17,176	6,579
Rhode Island	3,755	1,194
South Carolina	6,119	5,535
South Dakota	504	337
Tennessee	8,952	7,622
Texas	66,750	31,421
Utah	1,753	389
Vermont	543	385
Virginia	10,336	3,830
Washington	15,583	2,622
West Virginia	1,316	1,181
Wisconsin	7,472	2,562
Wyoming	144	97

Noncitizens Recipients on SSR				
		Estimated To		
LAPR	Refugees	Lose SSI		
5,424	2,087	4,330		
16,184	7,383	13,588		
5,364	2,069	4,285		
3,319	3,362	3,852		
363	72	251		
996	872	1,077		
103	75	103		
402	238	369		
1,944	460	1,386		
264	100	210		
18,918	3,244	12,778		
3,049	360	1,965		
81,701	32,917	66,083		
1,659	627	1,318		
66	70	78		
3,074	2,228	3,057		
923	243	672		
2,547	1,952	2,594		
6,485	4,737	6,470		
2,640	724	1,940		
505	124	363		
56	115	99		
968	426	804		
50,434	5,772	32,406		
995	503	864		
110	73	106		
5,247	1,500	3,890		
7,579	6,242	7,968		
118	23	81		
2,591	2,490	2,929		
41	17	33		

TABLE 13. Number of aliens receiving SSI payments, by legal status, age and sex; December 1996

Age and Sex	All	Lawful	Refugee and Asylee	Other
All	724,990	530,880	145,150	48,960
Under 18	7,740	4,990	2,350	400
18 to 29	21,420	15,830	4,150	1,440
30 to 39	30,220	21,280	6,100	2,840
40 to 49	43,710	29,330	10,150	4,230
50 to 64	131,520	87,870	34,010	9,640
65 to 74	286,790	218,160	51,910	16,720
75 to 84	161,560	124,410	27,790	9,360
85 and over	42,030	29,010	8,690	4,330
Female	452,830	339,620	85,330	27,880
Under 18	3,370	2,110	1,050	210
18 to 29	9,500	7,080	1,820	600
30 to 39	14,040	9,620	3,390	1,030
40 to 49	24,110	16,490	5,770	1,850
50 to 64	81,540	56,260	20,080	5,200
65 to 74	181,250	142,820	29,030	9,400
75 to 84	109,110	85,020	17,820	6,270
85 and over	29,910	20,220	6,370	3,320
Male	272,160	191,260	59,820	21,080
Under 18	4,370	2,880	1,300	190
18 to 29	11,920	8,750	2,330	840
30 to 39	16,180	11,660	2,710	1,810
40 to 49	19,600	12,840	4,380	2,380
50 to 64	49,980	31,610	13,930	4,440
65 to 74	105,540	75,340	22,880	7,320
75 to 84	52,450	39,390	9,970	3,090
85 and over	12,120	8,790	2,320	1,010

Source: SSI 10-Percent File, December 1996

Dr. Public

Author: George Schmittle at ~S2GB-3

Date: 3/14/97 8:31 AM

Priority: Normal

TO: David R. Mattson at ~S5B

TO: Kelly Bloyer at ~S2GB-2

TO: Barbara Miller

TO: John Bidinger

TO: George Schmittle

Subject: Aged Type 2 Aliens

----- Message Contents -----

Dave,

You wanted us to run a quick breakdown by age of the Type 2 aliens. The below counts are from the same file as the last breakdown by State we sent you (i.e., from the 1/30 run). We are having a run next week and will provide you with the same counts updated from that run.

Because I believe it would be meaningful to you (and give you what you really want), I had the programmer break the Type 2's down into the ones with an alien code equal to U or blank (these are the "unknown" citizenship status cases) and the others (who would have an alien code indicating they were aliens).

George

Age Group	Type U or Blank	Not U or Blank	Total
<65	20,566	32,498	53,064 ¹⁸
65-69	7,486	20,578	28,064 ⁹
70-74	10,261	24,077	34,338 ¹¹
75-79	12,982	17,706	30,688 ¹⁰
80-84	25,333	21,097	46,430 ^{-15%}
>84	90,054	17,186	107,240 ^{36%}
Total	166,682	133,142	299,824

This will be presented in prettier manner but these are the #'s.
J.C

MATHEMATICA
Policy Research, Inc.

Contract No.: 53-3198-6-017
MPR Reference No.: 8370-003

**CHARACTERISTICS OF CHILDLESS UNEMPLOYED
ADULT AND LEGAL IMMIGRANT
FOOD STAMP PARTICIPANTS:
FISCAL YEAR 1995**

FEBRUARY 13, 1997

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I. INTRODUCTION

The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) made many changes to the Food Stamp Program (FSP). Of these changes, only two are expected to have a significant effect on eligibility--the time limits on able-bodied, unemployed adults without children and the restriction on participation by legal immigrants. This report provides a baseline snapshot of FSP participants who may be affected by the work requirements and restrictions on benefits to legal immigrants. It provides counts of individuals potentially affected by the reforms as well as detailed descriptions of their demographic and economic characteristics. This report is a useful first step for those interested in better understanding the circumstances of the populations affected by these changes. It also provides a baseline for future comparisons.

The source of the data is the Fiscal Year 1995 Integrated Quality Control System sample, based on a sample of FSP households. It is the most recent data that identifies able-bodied, childless adults and legal immigrants and provides detailed information about their demographic and economic characteristics.

It should be cautioned that the data do not contain all of the information needed to determine whether an individual loses eligibility under the new law. The data are from fiscal year 1995 and do not capture the substantial decline in overall food stamp participation since then. Furthermore, they do not identify some of those exempted from the time limit or immigrant provisions. Thus, the figures in the attached report somewhat overstate the number of people who lose eligibility under the new law.

II. PROFILE OF ABLE-BODIED FOOD STAMP RECIPIENTS

With the passage of PRWORA, adults between the ages of 18 and 50 (inclusive) who are childless, fit for employment, and neither working nor participating in a workfare program, can receive food stamps for no more than three months in any 36 month period. This chapter is an extract from a forthcoming report, commissioned by the U.S. Department of Agriculture's Food and Consumer Service, that will provide a profile of the population subject to this time limit. This chapter describes the able-bodied provisions of the new law, then draws on FSP Quality Control data to describe the size and characteristics of the population affected.

A. TIME LIMIT PROVISIONS

PRWORA states that no individual shall be eligible to participate in the FSP if, during the preceding 36-month period, the individual received food stamps for three or more months (consecutive or otherwise) during which the individual did not do one of the following: (1) work 20 or more hours per week (averaged monthly), (2) participate in a workfare program, or (3) participate in a work program for 20 or more hours per week.¹

The act exempts from this provision any individual who is under age 18 or over age 50, medically certified as physically or mentally unfit for employment, a pregnant woman, or a parent or other member of a household with responsibility for a dependent child. The act further exempts any person who is exempt from FSP work registration under subsection (d)(2) of 7 U.S.C. 2015. This includes any person who is:

¹Participation in a job search program or job search training program does not count towards PRWORA's 20 hour work requirement.

- responsible for the care of a dependent child under age 6 or an incapacitated person
- a student who meets FSP eligibility requirements
- a regular participant in a drug addiction or alcoholic treatment and rehabilitation program
- working at least 30 hours per week or earning at least 30 times the minimum wage, or
- subject to and complying with a work registration requirement under another program²

Finally, on a state's request, the USDA may waive application of the new work requirement to any group of individuals if the Secretary determines that the area where they reside has an unemployment rate higher than 10 percent or does not have a sufficient number of jobs to provide them employment.

An individual who loses eligibility under the work requirement of PRWORA can regain eligibility by working or participating in a work program for 80 or more hours in a 30-day period or by complying with a workfare program for 30 days. An individual who regains eligibility in this way remains eligible as long as he or she continues to meet the 20-hour-per-week work requirement. If, after regaining eligibility, an individual fails to meet the 20-hour work requirement, he or she remains eligible for a consecutive three month period starting on the date the individual notifies the state agency that he or she no longer meets the work requirement. An individual may only receive these three additional months for a single three-month period in any 36-month period.

B. IDENTIFYING PERSONS SUBJECT TO THE TIME LIMIT

The estimates presented in this chapter are derived from a nationally representative sample of food stamp households selected for review in fiscal year 1995 as part of the Integrated Quality Control

²Either under Title IV of the Social Security Act or under the federal-state unemployment compensation system.

System (IQCS).³ The Quality Control (QC) database, constructed from extracts of the IQCS, provides detailed information on the characteristics of food stamp participants. This information can be used to identify which participants are subject to PRWORA's time limit. A person on the QC database is assumed to be subject to the time limit if he or she is able-bodied, not working, and has no children (as defined below).

Able-Bodied. A person is considered able-bodied if he or she is between the ages of 18 and 50, not disabled,⁴ and not exempt from work registration for any of the following reasons:

- pregnant
- needed in the home to care for an ill or incapacitated person
- relative or other caretaker of a dependent child
- student meeting FSP eligibility requirements
- receiving or have applied for unemployment compensation
- subject to/complying with work requirements under other programs
- participating in a drug or alcohol rehabilitation program
- participating in Community Work Experience Program or other work experience program

³The IQCS is an ongoing review of food stamp household circumstances designed to determine, (1) if households are eligible to participate or are receiving the correct benefit amount, and (2) if household participation is correctly denied or terminated.

⁴It is not clear who states will exempt as, "medically certified as physically or mentally unfit for employment." In this analysis, a person is exempt only if he or she is disabled, defined as: (1) under age 65 and receiving SSI, or (2) between the ages of 18 and 61 and receiving Social Security, veterans benefits, or other government benefits as a result of a disability.

Not Working. People who work fewer than 20 hours per week and earn less than \$368.33 monthly.⁵

No Children. No one under age 18 in the FSP unit.⁶

The QC database does not contain all of the information needed to determine whether an individual loses eligibility under the able-bodied provisions of PRWORA. For example, eligibility under PRWORA depends on employment and program participation over a 36-month period. The QC database, however, only contains information observed in a single month (the sample month). People who fail to meet the work requirement in the QC sample month may have been working (or otherwise exempt) in the months leading up to the sample month. Thus, the estimates presented in this chapter pertain to the population that is subject to PRWORA's three-month time limit, not the population that would actually lose eligibility.

The QC-based definition described above may overstate the number of people subject to the time limit for two reasons. First, the QC definition does not exempt people living in an area with high unemployment or an insufficient number of jobs. Second, the QC definition assumes that there is no behavioral response to the time limit.⁷ Consequently, the QC-based estimates presented in this chapter may overstate the number of people subject to the three-month time limit.

⁵ \$368.33 is the federal minimum wage in fiscal year 1995 (\$4.25) times 20 hours per week times 4.33 weeks per month.

⁶It is not clear who states will exempt as a "parent or other member of a household with responsibility for a dependent child." In this analysis, a person is exempt if he or she lives in a food stamp unit that contains a child.

⁷For example, faced with a three-month time limit, some adults may begin to comply with the act's work requirements (i.e., work or participate in a work program for 20 or more hours a week) and thus remain eligible for the FSP. The QC-based analysis presented in this chapter assumes that this does not occur.

C. CHARACTERISTICS OF ABLE-BODIED, NON-WORKING, CHILDLESS ADULTS

Of the 27 million food stamp participants in an average month of fiscal year 1995, 2.5 million (9 percent) are childless adults between the ages of 18 and 50 (Table II.1). About half of these are either meeting or exempt from PRWORA's work requirement. The remaining 1.3 million (5 percent of all participants) are able-bodied, non-working, childless adults (henceforth, able-bodied), and thus subject to the three-month time limit. Table II.1 shows how many food stamp recipients have various characteristics related to able-bodied status.

Other tables in this chapter present selected characteristics of four groups: (1) all participants; (2) all adult participants (age 18 and over); (3) participants age 18 to 50 with no children; and (4) able-bodied participants. Because this analysis considers units with children to be exempt from the time limit, there are no children in the able-bodied category. Therefore, it is preferable to compare able-bodied persons to *adult* FSP participants, rather than to all FSP participants.

1. Demographic Characteristics

Able-bodied adults differ demographically from other FSP participants in two key respects: able-bodied adults are more likely to be male and more likely to live in a small food stamp unit (Table II.2).⁸ Males comprise 58 percent of able-bodied adults but only 30 percent of FSP adults. Still, over 40 percent of able-bodied adults are women. The difference in terms of unit size is more striking--74 percent of able-bodied adults live in a one-person FSP unit, compared with only 29 percent of FSP adults. On average, able-bodied units (those with at least one able-bodied person) are about half as large as the typical FSP unit (1.3 people compared with 2.5 people).

⁸The term "food stamp unit" refers to the persons in a household who together are certified for and receive food stamps.

TABLE II.1

PEOPLE WITH CHARACTERISTICS RELATED TO ABLE-BODIED STATUS

	FSP Participants		
	(000s)	Percent of Total	Percent of Subgroup
All FSP Participants	26,955	100.0	100.0
Under Age 18	13,883	51.5	51.5
Over Age 50	2,989	11.1	11.1
Age 18 to 50	10,052	37.3	37.3
Age 18 to 50	10,052	37.3	100.0
Disabled	1,204	4.5	12.0
Non-Disabled	8,848	32.8	88.0
Children in unit	7,547	28.0	75.1
No children in unit	2,505	9.3	24.9
Working 20+ hours per week	2,051	7.6	20.4
Not working 20+ hours per week	8,001	29.7	79.6
Not disabled, no children, not working 20+ hours per week	1,562	5.8	15.5
Age 18 to 50, non-disabled, no children, not working 20+ hours per week	1,562	5.8	100.0
Exempt from work registration because:			
Student meeting FSP eligibility criteria	52	0.2	3.3
Receiving unemployment compensation	21	0.1	1.3
Pregnant	14	0.1	0.9
Caring for ill or incapacitated person	61	0.2	3.9
Caring for a dependent child	28	0.1	1.8
Meeting work requirement in other program	36	0.1	2.3
In drug or alcohol rehabilitation program	50	0.2	3.2
In CWEP / other work experience program	6	0.0	0.4
Able-Bodied based on QC definition*	1,315	4.9	84.2

SOURCE: Fiscal Year 1995 Quality Control Database

* Not exempt from work registration for any of the reasons listed

TABLE 11.2

**AGE, UNIT SIZE, RACE/ETHNICITY, CITIZENSHIP STATUS AND EDUCATION LEVEL OF ALL FSP PARTICIPANTS
ADULT FSP PARTICIPANTS, AND ABLE-BODIED FSP PARTICIPANTS**

	All FSP Participants		FSP Adults Age 18 and Over		FSP Adults Age 18-50, No Kids		Able-Bodied FSP Participants	
	Total	Percent	Total	Percent	Total	Percent	Total	Percent
Total.....	26,955,088	100.0	13,040,660	100.0	2,504,590	100.0	1,315,002	100.0
Male.....	10,925,615	40.5	3,957,071	30.3	1,326,258	53.0	763,349	58.0
Female.....	16,024,902	59.5	9,082,815	69.6	1,177,944	47.0	551,581	41.9
Unknown.....	4,571	>0	774	>0	388	>0	72	>0
Age Distribution								
0-17 years old.....	13,882,673	51.5	-	-	-	-	-	-
18-20 years old.....	1,060,030	3.9	1,060,030	8.1	255,854	10.2	124,513	9.5
21-25 years old.....	1,833,129	6.8	1,833,129	14.1	278,756	11.1	151,541	11.5
26-30 years old.....	1,861,997	6.9	1,861,997	14.3	281,488	11.2	152,493	11.6
31-35 years old.....	1,912,405	7.1	1,912,405	14.7	357,511	14.3	194,272	14.8
36-40 years old.....	1,537,768	5.7	1,537,768	11.8	442,240	17.7	241,881	18.4
41-45 years old.....	1,093,923	4.1	1,093,923	8.4	447,980	17.9	247,963	18.9
46-50 years old.....	752,718	2.8	752,718	5.8	440,760	17.6	202,339	15.4
51-59 years old.....	1,065,613	4.0	1,065,613	8.2	-	-	-	-
60+ years old.....	1,923,075	7.1	1,923,075	14.7	-	-	-	-
Unknown.....	31,755	0.1	-	-	-	-	-	-
Unit Size								
1 Person.....	3,901,604	14.5	3,747,408	28.7	1,858,701	74.2	971,811	73.9
2 Persons.....	4,937,438	18.3	2,917,839	22.4	512,401	20.5	267,539	20.3
3 Persons.....	5,867,732	21.8	2,440,761	18.7	108,352	4.3	62,101	4.7
4 Persons.....	5,516,222	20.5	1,931,586	14.8	12,793	0.5	7,697	0.6
5 Persons.....	3,336,737	12.4	1,070,858	8.2	7,374	0.3	2,392	0.2
6 Persons.....	1,855,157	6.9	555,672	4.3	4,968	0.2	3,463	0.3
7 Persons.....	822,523	3.1	210,801	1.6	-	-	-	-
8+ Persons.....	292,542	1.1	65,843	0.5	-	-	-	-
Unknown.....	425,134	1.6	99,891	0.8	-	-	-	-
Race/Ethnicity								
White, Non-Hispanic.....	10,956,083	40.6	6,018,823	46.2	1,198,644	47.9	563,314	42.8
African-American, Non-Hispanic.....	9,291,577	34.5	4,206,781	32.3	943,785	37.7	544,996	41.4
Hispanic.....	4,959,807	18.4	2,061,027	15.8	244,021	9.7	146,508	11.1
Asian or Pacific Islander.....	877,797	3.3	390,513	3.0	48,618	1.9	20,561	1.6
American Indian or Alaskan Native.....	371,599	1.4	161,472	1.2	26,498	1.1	18,898	1.4
Unknown.....	498,224	1.8	202,045	1.5	43,024	1.7	20,726	1.6
Citizenship Status								
U.S. Citizen.....	24,752,302	91.8	11,338,842	86.9	2,290,742	91.5	1,206,604	91.8
Permanent Resident Alien.....	1,413,587	5.2	1,168,612	9.0	104,360	4.2	55,072	4.2
Other Alien.....	430,573	1.6	282,169	2.2	37,680	1.5	20,824	1.6
Unknown.....	358,626	1.3	251,037	1.9	71,808	2.9	32,503	2.5
Education								
Zero education.....	5,863,961	21.8	208,420	1.6	26,570	1.1	7,355	0.6
Grades 1-5.....	3,155,343	11.7	225,844	1.7	21,840	0.9	7,964	0.6
Grades 6-8.....	1,903,171	7.1	624,959	4.8	98,582	3.9	48,792	3.7
Grades 9-10.....	1,815,568	6.7	1,070,259	8.2	215,331	8.6	129,439	9.8
Grade 11.....	1,036,752	3.8	817,532	6.3	168,522	6.7	86,876	6.6
High school graduate or GED.....	3,000,468	11.1	2,971,839	22.8	572,938	22.9	301,020	22.9
Some college, but less than 2 years	546,050	2.0	540,034	4.1	112,130	4.5	57,975	4.4
2-3 years of college, including								
graduate of 2 year college.....	286,878	1.1	285,244	2.2	58,061	2.3	26,429	2.0
College graduate or post-graduate								
study.....	112,697	0.4	110,465	0.8	29,488	1.2	14,223	1.1
Unknown.....	9,234,199	34.3	6,186,063	47.4	1,201,129	48.0	634,930	48.3

SOURCE: Fiscal Year 1995 Quality Control Database

- Data not available.

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Of the 972 thousand able-bodied adults that file for food stamps by themselves (i.e., one-person food stamp units), 590 thousand (61 percent) are male (Table II.3). In contrast, only 41 percent of FSP adults in one-person units are male. Of the 268 thousand able-bodied adults that are in a two-person unit, 219 thousand (82 percent) are in a unit containing one male and one female. FSP adults in two-person units also tend to be in male/female units (63 percent), though units containing two women (34 percent) are also common. By definition, able-bodied persons are between the ages of 18 and 50. Just over half (53 percent) are between the ages of 36 and 50, and the average age is 35.

Whites represent the largest share of both groups (43 percent of able-bodied adults, 46 percent of FSP adults), though African Americans represent a larger share of able-bodied adults (41 percent) than of FSP adults (31 percent). Compared to FSP adults, able-bodied adults are less likely to be Hispanic (11 percent compared with 18 percent) and more likely to be U.S. citizens (92 percent compared with 87 percent) (Table II.2).

The education level of able-bodied adults is nearly identical to that of other FSP adults: 30 percent of both groups have at least a high school degree (Table II.2). Note, however, that half of the adults on the QC database have unknown education status. A more meaningful measure of educational attainment may be derived by computing percentages based on the population of adults with non-missing data.⁹ As shown in Table II.4, when persons with missing data are removed from the denominator, 57 percent of FSP adults and 59 percent of able-bodied adults have at least a high school degree. Just over 40 percent of both groups lack a high school diploma.

⁹This assumes that the education of adults with missing information does not differ systematically from that of adults whose information is reported. Tabulations based on data from the SIPP suggest that this assumption is valid. In a January 1992 SIPP sample, high school graduates comprise 56 percent of able-bodied adults--similar to the QC-based estimate of 59 percent. Able-bodied adults in the SIPP sample were identified using a definition largely analogous to the QC-based definition.

TABLE II.3

DISTRIBUTION OF FSP ADULTS AND ABLE-BODIED ADULTS BY UNIT SIZE AND GENDER

	FSP Adults		Able-Bodied Adults	
	(000s)	Percent	(000s)	Percent
FSP Participants in One-Person Units	3,747	100.0	972	100.0
Female	2,229	59.5	382	39.3
Male	1,518	40.5	590	60.7
FSP Participants in Two-Person Units	2,918	100.0	268	100.0
Male/Female	1,830	62.7	219	81.9
Female/Female	1,000	34.3	39	14.6
Male/Male	87	3.0	9	3.5

SOURCE: Fiscal Year 1995 Quality Control Database

TABLE II.4

DISTRIBUTION OF FSP ADULTS AND ABLE-BODIED ADULTS
BY EDUCATIONAL ATTAINMENT

	FSP Adults (000s)	Able-Bodied Adults (000s)
Total	13,041	1,315
With non-missing education data	6,854	680
As a Percentage of Total		
Less than high school degree	22.6%	21.3%
High school degree or GED	22.8%	22.9%
Some college or college graduate	7.2%	7.5%
Missing data	47.4%	48.3%
As a Percentage of Non-Missing		
Less than high school degree	43.0%	41.2%
High school degree or GED	43.4%	44.3%
Some college or college graduate	13.7%	14.5%

SOURCE: Fiscal Year 1995 Quality Control Database

2. Income Sources and Amounts

Compared to FSP adults, able-bodied adults are much less likely to have income, and if they do have income, it is likely to be of a smaller amount (Table II.5). Only 41 percent of able-bodied adults have any income at all, and those that do have an average monthly income of \$225. The average FSP adult is twice as likely to have income (80 percent have non-zero income) and those that do have an average monthly income of \$504.

This income disparity between able-bodied adults and FSP adults is observed in comparisons of both earned and unearned income. Some 18 percent of FSP adults have earned income (\$660 per month on average), compared with only 6 percent of able-bodied adults (\$150 per month). Similarly, 73 percent of FSP adults have unearned income (\$388 per month), compared with 38 percent of able-bodied adults (\$220 per month).

The bulk of FSP adults' unearned income comes through AFDC, SSI, and Social Security. Most able-bodied adults do not qualify for these programs, as they have no children and are neither elderly nor disabled. Not surprisingly, the most common source of unearned income for able-bodied adults is General Assistance, which typically provides aid to needy persons who are ineligible for federally subsidized programs.

3. Economic and Employment Characteristics

Over three-quarters of able-bodied adults (79 percent) are in a food stamp unit whose gross income is below half the poverty level, and almost half (45 percent) live in a unit with no income at all (Table II.6). By comparison, 40 percent of FSP adults live in a unit whose income is below half the poverty level, and only 9 percent have zero gross income. The average able-bodied adult's unit-level gross income is 24 percent of the poverty level, while the average FSP adult's is 58 percent of the poverty level.

TABLE 11.5

INCOME SOURCE FOR ALL FSP PARTICIPANTS, ADULT FSP PARTICIPANTS
AND ABLE-BODIED FSP PARTICIPANTS

	All FSP Participants			FSP Adults Age 18 and Over			FSP Adults Age 18-50, No Kids			Able-Bodied		
	Persons With Income Source		Avg Over Persons With Income Source	Persons With Income Source		Avg Over Persons With Income Source	Persons With Income Source		Avg Over Persons With Income Source	Persons With Income Source		Avg Over Persons With Income Source
	Total	Percent		Total	Percent		Total	Percent		Total	Percent	
Total.....	26,955,088	100.0	-	13,040,660	100.0	-	2,504,590	100.0	-	1,315,002	100.0	-
Earned Income.....	2,441,201	9.1	\$652	2,375,795	18.2	\$660	279,066	11.1	\$373	72,717	5.5	\$150
Wages and Salaries.....	2,222,049	8.2	683	2,203,431	16.9	684	243,887	9.7	402	45,041	3.4	177
Self-Employment.....	146,078	0.5	309	144,202	1.1	311	27,477	1.1	184	22,361	1.7	111
Other Earned Income.....	84,099	0.3	359	39,187	0.3	363	8,032	0.3	135	5,315	0.4	87
Unearned Income.....	10,522,804	39.0	381	9,552,556	73.3	388	1,479,422	59.1	344	496,102	37.7	220
AFDC.....	4,195,935	15.6	377	3,963,152	30.4	381	70,842	2.8	287	24,364	1.9	330
General Assistance.....	798,366	3.0	234	785,778	6.0	234	480,213	19.2	223	365,782	27.8	236
Supplemental Security Income..	2,688,477	10.0	328	2,389,166	18.3	315	592,458	23.7	359	-	-	-
Social Security.....	2,370,234	8.8	390	2,043,766	15.7	425	302,586	12.1	445	-	-	-
Unemployment Income.....	205,831	0.8	488	205,321	1.6	488	33,272	1.3	383	8,122	0.6	395
Veterans' Benefits.....	140,318	0.5	230	139,281	1.1	231	20,703	0.8	242	6,072	0.5	222
Workers' Compensation.....	41,282	0.2	502	40,175	0.3	516	5,220	0.2	376	4,017	0.3	357
Other Government Benefits.....	111,390	0.4	226	109,285	0.8	226	14,038	0.6	234	6,326	0.5	169
Household Contributions.....	405,834	1.5	203	379,255	2.9	206	34,463	1.4	121	26,463	2.0	126
Household Deemed Income.....	2,001	>0	155	1,924	>0	149	-	-	-	-	-	-
Educational Loans.....	18,515	0.1	177	18,259	0.1	179	2,037	0.1	80	1,048	0.1	152
Child Support Payments.....	556,078	2.1	129	538,978	4.1	128	4,323	0.2	96	3,350	0.3	93
Other Unearned Income.....	1,464,926	5.4	63	1,370,380	10.5	48	167,017	6.7	35	58,812	4.5	70
Non-Zero Income.....	11,451,799	42.5	489	10,453,560	80.2	504	1,589,552	63.5	385	535,050	40.7	225
Zero Income.....	15,503,289	57.5	<0	2,587,100	19.8	<0	915,038	36.5	<0	779,952	59.3	<0

SOURCE: Fiscal Year 1995 Quality Control Database

- Data not available.

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TABLE 11.6

INCOME, BENEFIT LEVEL, ASSETS, AND EMPLOYMENT STATUS OF ALL FSP PARTICIPANTS,
ADULT FSP PARTICIPANTS, AND ABLE-BODIED FSP PARTICIPANTS

	All FSP Participants		FSP Adults Age 18 and Over		FSP Adults Age 18-50, No Kids		Able-Bodied FSP Participants	
	Total	Percent	Total	Percent	Total	Percent	Total	Percent
Total.....	26,955,088	100.0	13,040,660	100.0	2,504,590	100.0	1,315,002	100.0
Gross income as a Percent of Poverty								
0.....	1,638,887	6.1	1,124,230	8.6	662,664	26.5	588,476	44.8
>0-25.....	2,463,187	9.1	1,032,861	7.9	207,888	8.3	156,458	11.9
>25-50.....	7,611,091	28.2	2,995,653	23.0	397,535	15.9	294,424	22.4
>50-75.....	7,904,772	29.3	3,594,541	27.6	609,936	24.4	202,855	15.4
>75-100.....	5,004,845	18.6	3,019,893	23.2	457,551	18.3	52,323	4.0
>100-130.....	2,250,454	8.3	1,208,989	9.3	151,481	6.0	17,962	1.4
>130.....	81,852	0.3	64,494	0.5	17,535	0.7	2,505	0.2
Per capita benefit								
0-25.....	2,383,902	8.8	1,664,224	12.8	301,152	12.0	19,048	1.4
>25-50.....	4,595,616	17.0	2,189,195	16.8	245,057	9.8	43,899	3.3
>50-75.....	7,537,722	28.0	3,010,333	23.1	301,686	12.0	92,653	7.0
>75-100.....	7,913,902	29.4	3,130,045	24.0	286,120	11.4	121,165	9.2
>100-125.....	4,464,904	16.6	3,009,702	23.1	1,359,202	54.3	1,030,000	78.3
>125.....	59,042	0.2	37,161	0.3	11,373	0.5	8,238	0.6
Assets								
\$0.....	20,386,438	75.6	9,654,968	74.0	2,050,824	81.9	1,145,424	87.1
\$1 - \$100.....	3,067,429	11.4	1,510,753	11.6	249,413	10.0	106,666	8.1
\$101 - \$200.....	735,802	2.7	384,156	2.9	51,765	2.1	16,295	1.2
\$201 - \$300.....	530,263	2.0	267,332	2.0	24,695	1.0	7,438	0.6
\$301 - \$400.....	395,999	1.5	200,988	1.5	19,982	0.8	6,634	0.5
\$401 - \$500.....	360,580	1.3	193,005	1.5	19,960	0.8	5,156	0.4
\$501 - \$1000.....	849,485	3.2	455,150	3.5	49,716	2.0	17,719	1.3
\$1001 - \$1500.....	310,127	1.2	181,689	1.4	20,972	0.8	4,061	0.3
\$1501 - \$2000.....	192,876	0.7	115,230	0.9	10,561	0.4	3,062	0.2
\$2001 - \$3000.....	49,440	0.2	37,880	0.3	1,422	0.1	618	>0
> \$3000.....	8,169	>0	4,563	>0	665	>0	514	>0
Unknown.....	68,480	0.3	34,947	0.3	4,616	0.2	1,413	0.1
Employed.....	2,165,289	8.0	2,142,094	16.4	240,931	9.6	54,293	4.1
9 hours or less/week.....	82,806	0.3	78,737	0.6	16,999	0.7	7,839	0.6
10-19 hours/week.....	165,304	0.6	159,454	1.2	32,009	1.3	14,758	1.1
20-29 hours/week.....	262,600	1.0	258,562	2.0	45,655	1.8	-	-
30-39 hours/week.....	583,847	2.2	581,406	4.5	52,870	2.1	-	-
40+ hours/week.....	724,745	2.7	722,576	5.5	38,750	1.5	-	-
Other employed*.....	345,986	1.3	341,358	2.6	54,648	2.2	31,697	2.4
Unemployed.....	1,230,668	4.6	1,176,781	9.0	335,808	13.4	266,521	20.3
One year or less.....	551,226	2.0	543,447	4.2	156,133	6.2	125,647	9.6
More than one year.....	439,809	1.6	429,156	3.3	127,739	5.1	103,360	7.9
Other.....	239,633	0.9	204,179	1.6	51,936	2.1	37,514	2.9
Not in labor force.....	10,996,046	40.8	9,224,013	70.7	1,851,270	73.9	994,188	75.6
Employment status unknown.....	12,563,085	46.6	497,772	3.8	76,581	3.1	-	-

SOURCE: Fiscal Year 1995 Quality Control Database

* Hours unspecified, active duty military service, migrant farm labor, or primarily self employed

- Data not available.

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Because of their low income, the average able-bodied adult receives more in food stamp benefits (\$104) than does the average FSP adult (\$70). Most able-bodied adults (79 percent) receive over \$100 in per capita FSP benefits and very few (5 percent) receive less than \$50 (Table II.6). By comparison, only 23 percent of FSP adults receive as much as \$100 and 30 percent receive less than \$50. In fiscal year 1995, the maximum food stamp benefit for a one-person unit in the contiguous United States was \$115.

Only 13 percent of able-bodied adults have any financial assets and, of those that do, only about one-third (37 percent) have assets in excess of \$100 (Table II.6).¹⁰ The average FSP adult is twice as likely to have financial assets (26 percent have non-zero assets), and more than half (54 percent) have assets in excess of \$100.

By definition, very few able-bodied adults (4 percent) are employed. The few that do have jobs work fewer than 20 hours per week or, if they do not report hours worked, have an income below 20 times the minimum wage. By comparison, 16 percent of all FSP adults are employed and 10 percent are working at least 30 hours per week.

The majority of both groups (76 percent of able-bodied adults and 71 percent of FSP adults) are not in the labor force. A person is "not in the labor force" if he or she is neither working nor actively looking for work. Compared to FSP adults, however, able-bodied adults are much more likely to be unemployed (i.e., not working but looking for work)--20 percent of able-bodied adults fall into this category, compared with only 9 percent of FSP adults. Just under half of the unemployed adults in both groups have been unemployed for less than one year.

¹⁰Asset information on the QC database pertains to the food stamp unit. To construct a person-level measure of assets, each person was assigned the asset amount of his or her food stamp unit.

4. Work Registration Status/Participation in Employment and Training Programs

Of the 13.0 million FSP adults, 9.3 million (71 percent) are exempt from the FSP's work registration requirement (Table II.7). Most are exempt because they are physically or mentally unfit (20 percent), a relative or caretaker of a dependent child (18 percent), over the required age (12 percent), or employed full time (11 percent).¹¹ By definition, able-bodied persons are not eligible for most work registration exemptions.¹² But nearly 22 percent of able-bodied adults are exempt from work registration because they are physically or mentally unfit. This seemingly anomalous finding occurs because this analysis considers a person to be physically fit unless he or she receives disability income. Exemptions from work registration are granted based on a less stringent test: a person may be exempt if he or she has a statement from a physician or from a licensed or certified psychologist.

Able-bodied adults are nearly twice as likely as FSP adults to participate in an employment and training (E&T) program--11 percent compared with 6 percent (Table II.8). Of the able-bodied adults who participate in an E&T program, 46 percent are in job search or job search training (activities that do not count towards PRWORA's work requirement), 16 percent are in job search combined with work experience, and about 12 percent are in an education related activity.

5. Distribution by State

Not surprisingly, the states that contain the most FSP participants also contain the most able-bodied adults. More than half of all food stamp participants (52 percent) reside in eight states:

¹¹Persons over age 60 and most persons under age 18 over are not required to register for work.

¹²According to Table II.8, a small number of able-bodied persons are exempt because they are under or over the required age or because they are employed full time. These anomalies represent coding errors on the QC database. For example, the QC database indicates that 0.3 percent of able-bodied adults are exempt because they are under or over the required age. The same data, however, indicate that these individuals are between the ages of 18 and 50.

TABLE 11.7

WORK REGISTRATION STATUS OF ALL FSP PARTICIPANTS, ADULT FSP PARTICIPANTS,
AND ABLE-BODIED FSP PARTICIPANTS

	All FSP Participants		FSP Adults Age 18 and Over		FSP Adults Age 18-50, No Kids		Able-Bodied FSP Participants	
	Total	Percent	Total	Percent	Total	Percent	Total	Percent
Total.....	26,955,088	100.0	13,040,660	100.0	2,504,590	100.0	1,315,002	100.0
Exempt from work registration.....	22,980,456	85.3	9,270,994	71.1	1,539,660	61.5	422,990	32.2
Physically or mentally unfit....	2,610,018	9.7	2,544,672	19.5	1,006,067	40.2	287,738	21.9
Pregnant.....	122,257	0.5	108,892	0.8	52,132	2.1	-	-
Under or over required age.....	14,425,703	53.5	1,536,184	11.8	14,788	0.6	3,289	0.3
Needed in home to care for an ill or incapacitated person..	147,752	0.5	146,278	1.1	21,407	0.9	-	-
Relative or other caretaker of a dependent child.....	2,398,941	8.9	2,306,610	17.7	14,355	0.6	-	-
Student.....	846,057	3.1	247,012	1.9	64,308	2.6	-	-
Employed fulltime.....	1,467,434	5.4	1,462,083	11.2	112,654	4.5	8,399	0.6
Program not offered in area (remote).....	121,369	0.5	104,879	0.8	29,430	1.2	27,684	2.1
Receiving or applied for unemployment compensation....	156,153	0.6	155,672	1.2	28,048	1.1	-	-
Complying with work requirements under other programs.....	256,323	1.0	251,106	1.9	37,589	1.5	-	-
Participating in a drug addiction or alcohol treatment program.....	58,781	0.2	58,095	0.4	50,182	2.0	-	-
Other.....	369,670	1.4	349,510	2.7	108,701	4.3	95,880	7.3
Required to register for work but not participating.....	2,992,834	11.1	2,938,314	22.5	790,547	31.6	742,818	56.5
Participating in JOBS or Food Stamp Employment and Training Program.	734,661	2.7	712,216	5.5	161,167	6.4	141,695	10.8
Job search training.....	80,435	0.3	79,484	0.6	15,776	0.6	15,204	1.2
Job search.....	174,152	0.6	172,267	1.3	51,114	2.0	50,598	3.8
Combined job search/work experience.....	82,168	0.3	80,792	0.6	25,810	1.0	22,157	1.7
CWEP or other work experience...	24,925	0.1	24,925	0.2	5,651	0.2	-	-
Work supplementation, grant diversion, or OJT.....	11,559	>0	11,559	0.1	1,851	0.1	1,214	0.1
Education/GED/GED prep.....	52,050	0.2	41,129	0.3	7,410	0.3	7,410	0.6
Post-secondary education.....	91,053	0.3	90,454	0.7	8,419	0.3	7,905	0.6
Remedial education.....	10,359	>0	10,225	0.1	-	-	-	-
Vocational education/JTPA.....	17,084	0.1	17,004	0.1	2,165	0.1	1,910	0.1
Other.....	190,876	0.7	184,377	1.4	42,971	1.7	35,297	2.7
Volunteers in an employment and training program	78,612	0.3	73,869	0.6	4,760	0.2	4,760	0.4
Work registration status unknown...	168,524	0.6	45,266	0.3	8,457	0.3	2,739	0.2

SOURCE: Fiscal Year 1995 Quality Control Database

- Data not available.

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TABLE II.8

DISTRIBUTION OF ALL FSP PARTICIPANTS, ADULT FSP PARTICIPANTS,
AND ABLE-BODIED FSP PARTICIPANTS, BY STATE

	All FSP Participants		FSP Adults Age 18 and Over		FSP Adults Age 18-50, No Kids		Able-Bodied	
	Total	Percent	Total	Percent	Total	Percent	Total	Percent
Total.....	26,955,088	100.0	13,040,660	48.4	2,504,590	9.3	1,315,002	4.9
Alabama.....	541,736	100.0	261,112	48.2	38,450	7.1	19,157	3.5
Alaska.....	45,413	100.0	21,398	47.1	3,463	7.6	1,943	4.3
Arizona.....	508,495	100.0	224,550	44.2	34,985	6.9	23,539	4.6
Arkansas.....	271,207	100.0	137,993	50.9	20,399	7.5	9,166	3.4
California.....	3,265,812	100.0	1,230,849	37.7	172,353	5.3	124,093	3.8
Colorado.....	247,643	100.0	121,233	49.0	21,578	8.7	8,241	3.3
Connecticut.....	237,908	100.0	109,708	46.1	20,568	8.6	11,147	4.7
Delaware.....	52,221	100.0	23,889	45.7	4,704	9.0	2,993	5.7
Dist. of Col.....	97,700	100.0	45,654	46.7	10,165	10.4	6,528	6.7
Florida.....	1,425,238	100.0	703,715	49.4	124,029	8.7	65,184	4.6
Georgia.....	808,597	100.0	388,041	48.0	66,772	8.3	38,650	4.8
Guam.....	15,682	100.0	6,300	40.2	544	3.5	298	1.9
Hawaii.....	130,056	100.0	68,768	52.9	13,305	10.2	8,091	6.2
Idaho.....	79,423	100.0	38,043	47.9	5,698	7.2	1,996	2.5
Illinois.....	1,130,239	100.0	549,474	48.6	138,050	12.2	68,934	6.1
Indiana.....	464,237	100.0	236,554	51.0	51,623	11.1	24,027	5.2
Iowa.....	186,595	100.0	93,151	49.9	16,640	8.9	6,003	3.2
Kansas.....	192,298	100.0	92,966	48.3	17,230	9.0	6,989	3.6
Kentucky.....	487,630	100.0	263,192	54.0	45,095	9.2	23,865	4.9
Louisiana.....	724,418	100.0	340,035	46.9	54,994	7.6	31,724	4.4
Maine.....	128,744	100.0	75,301	58.5	16,881	13.1	7,255	5.6
Maryland.....	410,121	100.0	194,685	47.5	39,209	9.6	22,761	5.5
Massachusetts.....	429,477	100.0	197,878	46.1	31,600	7.4	13,677	3.2
Michigan.....	985,299	100.0	483,268	49.0	119,908	12.2	64,308	6.5
Minnesota.....	315,795	100.0	153,069	48.5	32,067	10.2	12,742	4.0
Mississippi.....	489,420	100.0	239,417	48.9	30,222	6.2	14,942	3.1
Missouri.....	591,529	100.0	299,209	50.6	60,624	10.2	32,306	5.5
Montana.....	70,604	100.0	35,945	50.9	6,851	9.7	2,787	3.9
Nebraska.....	105,738	100.0	52,078	49.3	9,220	8.7	3,006	2.8
Nevada.....	109,432	100.0	53,108	48.5	11,815	10.8	6,855	6.3
New Hampshire.....	58,054	100.0	29,999	51.7	6,150	10.6	2,166	3.7
New Jersey.....	556,924	100.0	273,016	49.0	47,600	8.5	17,404	3.1
New Mexico.....	240,744	100.0	114,789	47.7	18,063	7.5	9,210	3.8
New York.....	2,137,490	100.0	1,187,262	55.5	292,902	13.7	151,294	7.1
North Carolina.....	614,135	100.0	313,440	51.0	50,868	8.3	26,134	4.3
North Dakota.....	40,679	100.0	21,665	53.3	4,356	10.7	1,106	2.7
Ohio.....	1,169,737	100.0	594,393	50.8	144,961	12.4	62,330	5.3
Oklahoma.....	384,254	100.0	197,764	51.5	33,802	8.8	17,200	4.5
Oregon.....	298,392	100.0	158,450	53.1	41,565	13.9	17,402	5.8
Pennsylvania.....	1,171,890	100.0	635,868	54.3	157,487	13.4	89,425	7.6
Rhode Island.....	93,806	100.0	43,557	46.4	6,469	6.9	2,672	2.8
South Carolina.....	376,129	100.0	177,466	47.2	26,831	7.1	13,400	3.6
South Dakota.....	52,305	100.0	24,062	46.0	3,772	7.2	1,217	2.3
Tennessee.....	668,708	100.0	353,488	52.9	64,605	9.7	32,966	4.9
Texas.....	2,609,745	100.0	1,203,565	46.1	193,134	7.4	111,909	4.3
Utah.....	121,869	100.0	57,267	47.0	10,610	8.7	3,702	3.0
Vermont.....	63,048	100.0	33,786	53.6	7,620	12.1	3,350	5.3
Virgin Islands.....	23,784	100.0	9,695	40.8	1,228	5.2	856	3.6
Virginia.....	561,828	100.0	284,793	50.7	49,998	8.9	24,313	4.3
Washington.....	496,619	100.0	247,926	49.9	57,334	11.5	31,141	6.3
West Virginia.....	301,738	100.0	178,327	59.1	41,305	13.7	21,954	7.3
Wisconsin.....	329,246	100.0	142,983	43.4	22,113	6.7	9,571	2.9
Wyoming.....	35,257	100.0	16,518	46.9	2,774	7.9	1,074	3.0

SOURCE: Fiscal Year 1995 Quality Control Database

California, Florida, Illinois, Michigan, New York, Ohio, Pennsylvania, and Texas (Table II.8). Those same states contain 56 percent of all able-bodied adults. Able-bodied adults represent a disproportionately large share of the food stamp population (6.5 percent or more) in the District of Columbia, Michigan, New York, Pennsylvania, and West Virginia; they represent a disproportionately small share (3.0 percent or less) in Idaho, Nebraska, North Dakota, South Dakota, Utah, Wisconsin, Wyoming, and Guam. Looking at the regional distribution, able-bodied adults comprise more than 5.5 percent of the food stamp population in the Northeast, Mid-Atlantic, and Midwest regions, but less than 4.5 percent in the West, Southwest, Southeast, and Mountain Plains regions (Table II.9).

6. Number of Consecutive Months Receiving FSP Benefits

Although the QC database does not indicate how many months an individual has received food stamps in the preceding 36 months, it does indicate how long an individual has participated in the FSP during the current uninterrupted period of participation. Table II.10 shows the distribution of FSP adults and able-bodied adults by the number of consecutive months they have participated.

On average, able-bodied adults participate in the FSP for fewer consecutive months than other FSP adults. About a third of able-bodied adults (32 percent) have participated for three months or fewer, compared with only 17 percent of FSP adults. And only 30 percent of able-bodied adults are in the midst of a participation spell of longer than a year, compared with 49 percent of FSP adults.

As shown in Table II.10, 23 percent of able-bodied adults have participated for less than 3 consecutive months, and thus may not have used up their three months of FSP eligibility. However, some of these short-term recipients may have received food stamp benefits prior to the current participation spell but within the 36 month window imposed by PRWORA. Thus, the 23 percent figure is an upper bound estimate of the proportion of able-bodied adults that have not yet hit PRWORA's time limit.

TABLE II.9

GEOGRAPHIC LOCATION OF ALL FSP PARTICIPANTS, ADULT FSP PARTICIPANTS,
AND ABLE-BODIED FSP PARTICIPANTS

	All FSP Participants		FSP Adults Age 18 and Over		FSP Adults Age 18-50, No Kids		Able-Bodied	
	Total	Percent	Total	Percent	Total	Percent	Total	Percent
Total.....	26,955,088	100.0	13,040,660	48.4	2,504,590	9.3	1,315,002	4.9
Region								
Northeast.....	3,148,529	100.0	1,677,491	53.3	382,190	12.1	191,560	6.1
Mid-Atlantic.....	3,176,206	100.0	1,645,926	51.8	351,696	11.1	186,234	5.9
Southeast.....	5,411,592	100.0	2,699,870	49.9	446,870	8.3	234,298	4.3
Midwest.....	4,394,553	100.0	2,159,741	49.1	508,724	11.6	241,912	5.5
Southwest.....	4,230,368	100.0	1,994,145	47.1	320,393	7.6	179,209	4.2
Mountain Plains.....	1,644,518	100.0	814,094	49.5	153,655	9.3	66,432	4.0
Western.....	4,949,323	100.0	2,049,393	41.4	341,062	6.9	215,358	4.4
Urban/Rural Indicator								
Rural.....	6,150,505	100.0	3,206,345	52.1	542,164	8.8	264,824	4.3
Urban.....	20,789,735	100.0	9,826,857	47.3	1,961,670	9.4	1,049,963	5.1
Unknown.....	14,848	100.0	7,458	50.2	756	5.1	215	1.5

SOURCE: Fiscal Year 1995 Quality Control Database

TABLE II.10

DISTRIBUTION OF FSP ADULTS AND ABLE-BODIED ADULTS
BY NUMBER OF CONSECUTIVE MONTHS PARTICIPATING
IN THE FOOD STAMP PROGRAM

	FSP Adults		Able-Bodied Adults	
	(000s)	Percent	(000s)	Percent
Total	13,041	100.0	1,315	100.0
Consecutive Months of Participation				
1	575	4.4	143	10.9
2	800	6.1	155	11.8
3	804	6.2	118	9.0
4-6	1,949	14.9	256	19.5
7-9	1,285	9.9	136	10.3
10-12	1,057	8.1	97	7.4
13 or more	6,446	49.4	400	30.4
Missing Data	126	1.0	10	0.8

SOURCE: Fiscal Year 1995 Quality Control Database

III. PROFILE OF PERMANENT RESIDENT ALIEN FOOD STAMP RECIPIENTS

PRWORA redirected the course of federally funded public assistance programs in the United States. The changes created by PRWORA are intended, in part, to encourage successful transition from public assistance to self sufficiency and to reduce the overall caseloads of public assistance programs. PRWORA has numerous implications for the FSP, the biggest of which is the reclassification from eligible to ineligible of most legal aliens currently participating in the FSP. The Congressional Budget Office (CBO) estimates that the elimination of these aliens from the FSP caseload will translate to about \$600 million to \$700 million a year in savings to the FSP.¹

This chapter examines the demographic and economic characteristics of aliens currently participating in the FSP who may lose eligibility under PRWORA. We examine the characteristics of both the aliens and the FSP units in which they participate. This information can be used to describe how many aliens will potentially become ineligible, how much these aliens currently receive from the FSP, and what these aliens look like in terms of their economic, demographic and household characteristics. This study first explains the alien provisions in PRWORA and discusses the source of the data for the study. Next, the study examines the number of people and units affected by the new restrictions across different classes of citizenship and across different states. We then discuss the characteristics of the people and units affected by the new restrictions. The study examines demographic characteristics, household composition, and income characteristics. Tables III.1 and III.2 examine the distributions of all FSP participants and units, including all aliens and permanent resident aliens only. Tables III.3 and III.4 examine all aliens, including but not limited to permanent resident aliens. Tables III.5 through III.15 only examine the characteristics of permanent resident aliens.

¹In fiscal year 1995, the FSP paid out \$22.8 billion in food stamps.

A. ALIEN PROVISIONS

Prior to PRWORA, most legal aliens were eligible to participate in the FSP. Illegal aliens and non-immigrants (students, tourists, visitors and people with work visas) have never been eligible for benefits. The classes of legal aliens that were eligible for food stamps included the following: immigrants accorded permanent resident status; aliens accorded refugee status; aliens granted political asylum; and aliens granted a stay of deportation. Title IV of the PRWORA makes most of the first class, aliens accorded permanent resident status, ineligible for the FSP. Exceptions are made for the following: 1) permanent resident aliens that have a solid work history in the United States (as evidenced by 40 or more quarters of employment), as well as their spouses and unmarried dependent children; and 2) permanent resident aliens that are veterans or active duty members of the U.S. military, as well as their spouses and unmarried dependent children. All other FSP permanent resident aliens are classified as ineligible for food stamps as a result of PRWORA.

The remaining three classes of aliens--refugees, asylees and deportees--are exempt from the alien provision of PRWORA for a period of five years after they enter the country. At that point, if these aliens have not become naturalized, they will be subject to the restrictions facing permanent resident aliens.

Beginning in September 1996, new applicants to the FSP were subject to the new restrictions. Permanent resident aliens already receiving food stamps are not subject to the restrictions until their first recertification after March 31, 1997, or one year after the date of enactment of PRWORA (the law was enacted on August 22, 1996), whichever is first.

If an alien becomes a naturalized citizen, he or she becomes eligible for benefits on the same basis as other citizens. To be eligible for naturalization, an alien must meet the following criteria:

- Must be at least 18 years old²
- Must be lawfully admitted as a permanent resident of the United States
- Must continuously reside in the United States for at least five years after being accorded permanent resident status (spouses of United States citizens must continuously reside in the United States for at least three years)
- Must have been physically present in the United States for at least 30 months of the five years preceding the date of application
- Must live in the state or service district in which the alien seeks to apply for at least three months immediately preceding application
- Must reside continuously within the United States from the date of application for naturalization up to the time of admission to citizenship
- Must be a person of good character

The number of people applying for naturalization has increased significantly in recent years. Applications increased from 206,000 in 1991 to 543,000 in 1994. Applications then jumped to 960,000 in 1995 and 1.3 million in 1996. Naturalization rates (the number of naturalizations per eligible aliens) have increased among all aliens in recent years. The U.S. Immigration and Naturalization Service's (INS) green card replacement program³ and recent legislation passed in several states are credited with encouraging permanent resident aliens to apply for and subsequently be granted naturalization. However, INS is unable to determine exactly how much of the growth in both applications and naturalizations is attributable to any of these laws.

²Most children can not apply for naturalization on their own. To become naturalized, a child under 18 must have an application filed on their behalf by a parent that is a United States citizen. Children applying for naturalization are not required to meet the residency requirements that adults face.

³The green card replacement program required long-term permanent resident aliens with old green cards to apply for new, more secured green cards. Many aliens chose to apply for citizenship rather than to replace their green cards.

The total number of people naturalized increased from 240,000 in 1992 to 407,000 in 1994. In 1995, the number increased to 460,000, and in 1996 the number of naturalizations increased to 1.1 million. While some of the increase may be due to the effects of legislation, it should be noted that some of the increase is the result of increases in INS' ability to process the backlog in applications. PRWORA is expected to cause additional increases in naturalization applications and in naturalization rates. While anecdotal evidence is already revealing a substantial increase in naturalization applications as a result of PRWORA, the exact size of the increases that will be caused by PRWORA is not known.

B. DATA SOURCE

The estimates in this study are derived from a sample of households selected for review as part of the 1995 IQCS. This system is an ongoing review of food stamp household circumstances designed to determine if households are eligible to participate or are receiving the correct benefit amount and if household participation is correctly denied or terminated. The IQCS is based on a national probability sample of approximately 60,000 participating food stamp households, and on a somewhat smaller number of denials and terminations. These samples are weighted to reflect the total number of households actually participating in the FSP.

Throughout this study, we refer to the legal aliens that may lose eligibility as permanent resident aliens. Permanent resident aliens are defined as either immigrants accorded permanent resident status or temporary and permanent resident aliens residing legally under the Immigration Reform and Control Act (IRCA). We include temporary residents under IRCA in our definition because it is likely that they became permanent residents before PRWORA was enacted.

We make two important assumptions in the calculation of the estimates in this report. The first is that we assume no *additional* alien FSP participants will become naturalized so as not to lose their

FSP benefits under PRWORA when, in fact, it is likely that naturalization rates will increase. Therefore, the estimates in this report are an upper-bound estimate of the number of alien FSP participants that will lose eligibility due to PRWORA. To obtain a lower-bound estimate of the number of aliens that will lose eligibility under PRWORA, we would need to assume that all permanent resident alien FSP participants eligible for naturalization actually apply for and are granted naturalization before losing their FSP benefits. How many permanent resident alien FSP participants, then, are eligible for naturalization? According to the INS, 55 percent of *all* permanent resident aliens were eligible for naturalization in April 1996. We could, therefore, obtain a lower-bound estimate of the number of aliens participating in the FSP that will lose eligibility under PRWORA by reducing our upper-bound estimates by 55 percent. Note, though, that this lower-bound estimate assumes that the percentage of permanent resident alien FSP participants eligible for naturalization is the same as that for all permanent resident aliens.

The second assumption we make in the calculation of the estimates in this report is that no refugees, asylees or deportees will lose eligibility under PRWORA. Recall that refugees, asylees and deportees are exempt from the alien provisions of PRWORA for five years after they enter the country. After five years, though, they become ineligible for the FSP. Unfortunately, the IQCS data on which we based our estimates for this report do not include information on how long an alien has been in the country. Regardless, we do not believe that assuming no refugees, asylees or deportees will lose eligibility affects our estimates substantially because, according to INS, most of these aliens become permanent resident aliens within five years after entering the country.⁴

⁴There is some concern that aliens who were refugees, asylees, or deportees at the time of their initial certification for food stamps but who subsequently became permanent residents may still be coded as refugees, asylees, or deportees in the IQCS data. Reviewers and caseworkers may have overlooked such changes in citizenship status because, prior to PRWORA, such changes would not
(continued...)

C. THE NUMBER OF PERMANENT RESIDENT ALIENS AND THEIR UNITS

The aliens made ineligible through PRWORA--permanent resident aliens--are currently the largest class of alien FSP participants (Table III.1). The 1.4 million permanent resident aliens make up 77 percent of current alien FSP participants and 5 percent of total FSP participants. The 958,000 units with at least one permanent resident alien make up 83 percent of current FSP units with any aliens and 9 percent of total FSP units. The non-permanent resident aliens--those that will not be affected by PRWORA--represent 1.6 percent of total participants and 1.9 percent of total units.

Units with permanent resident aliens receive an average of \$188 million per month in FSP benefits, accounting for 83 percent of all benefits to units with any aliens, and 10 percent of total FSP benefits (Table III.2). Units with at least one non-permanent resident alien receive an average of \$39 million per month, or 2 percent of all FSP benefits.

Some units contain a mix of permanent resident aliens and other participants. As a result, some of the \$188 million in benefits going to units with at least one permanent resident alien are intended for non-permanent resident aliens or U.S. citizens. To estimate how much in benefits goes to just permanent resident aliens, we pro-rated benefits by household composition. Pro-rated benefits are determined by multiplying each unit's benefit level by the ratio of the number of unit members with a specific citizenship status to the total unit size. For example, the pro-rated benefits estimate for permanent resident aliens is derived by multiplying the benefits received in a given unit by the ratio of the number of permanent resident alien unit members to the total number of unit members. Although 10 percent of all benefits go to units with permanent resident aliens, only 5.2 percent of all

⁴(...continued)

have affected FSP eligibility. The existence of such errors would understate the true number of permanent resident aliens subject to the restrictions.

TABLE III.1

DISTRIBUTION OF FSP PARTICIPANTS AND UNITS BY CITIZENSHIP STATUS

Citizenship Status*	Units			Persons		
	Number (000s)	Percent of Subtotal	Percent of Total	Number (000s)	Percent of Subtotal	Percent of Total
Aliens						
Permanent Residents	958	82.5	8.8	1,414	76.7	5.2
Alien Accorded Refugee Status	163	14.1	1.5	376	20.4	1.4
Alien Granted Political Asylum	4	0.4	0.0	5	0.3	0.0
Alien Granted Stay of Deportation	3	0.3	0.0	3	0.2	0.0
Other Aliens	41	3.6	0.4	46	2.5	0.2
Subtotal	1,161	100.0	10.7	1,844	100.0	6.8
US Citizens						
Born in U.S.	10,107	98.9	92.9	24,508	99.0	90.9
Naturalized	217	2.1	2.0	243	1.0	0.9
Subtotal	10,216	100.0	93.9	24,752	100.0	91.8
Unknown	233	100.0	2.1	359	100.0	1.3
Total	10,883	100.0	100.0	26,955	100.0	100.0
Average Permanent Resident Unit Size = 3.0						
Average FSP Unit Size = 2.5						

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

* For units, citizenship status categories are not mutually exclusive; thus the sum of the subtotals will exceed 100 percent.

n.a. = not applicable

TABLE III.2

DISTRIBUTION OF BENEFITS TO FSP UNITS BY CITIZENSHIP STATUS

Citizenship Status*	Benefits to Units			Pro-Rated** Benefits		
	Dollars (000s)	Percent of Subtotal	Percent of Total	Dollars (000s)	Percent of Subtotal	Percent of Total
Aliens						
Permanent Residents	187,626	83.3	10.0	96,600	76.4	5.2
Alien Accorded Refugee Status	32,389	14.4	1.7	25,998	20.6	1.4
Alien Granted Political Asylum	699	0.3	0.0	356	0.3	0.0
Alien Granted Stay of Deportation	696	0.3	0.0	279	0.2	0.0
Other Aliens	5,635	2.5	0.3	3,241	2.6	0.2
Subtotal	225,257	100.0	12.0	126,473	100.0	6.8
US Citizens						
Born in U.S.	1,777,235	99.5	95.0	1,701,620	99.0	91.0
Naturalized	37,175	2.1	2.0	16,845	1.0	0.9
Subtotal	1,786,875	100.0	95.6	1,718,465	100.0	91.9
Unknown	34,434	100.0		25,101	100.0	1.3
Total	1,870,039	100.0	100.0	1,870,039	100.0	100.0

Average Permanent Resident Unit Size = 3.0

Average FSP Unit Size = 2.5

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

* For units, citizenship status categories are not mutually exclusive; thus the sum of the subtotals will exceed 100 percent.

** Pro-rated benefits paid to persons in a given FSP unit equals the unit's total FSP benefits multiplied by the ratio of the number of persons in the unit who meet row description to total unit size.

n.a. = not applicable

pro-rated benefits go to permanent resident aliens. This is because many units have both permanent resident aliens and members with other citizenship statuses.

Alien FSP participants are concentrated in a small number of states. Approximately 70 percent of the aliens can be found in four states: California, Florida, New York, and Texas (Table III.3). Within each of these states, aliens make up a relatively high proportion of total FSP participants. The distribution of FSP benefits to aliens reflects the distribution of alien participants, with the bulk of benefits to units with aliens going to the same four states (Table III.4). California, Florida, New York, and Texas account for 72 percent of all benefits to aliens.

The distribution of permanent resident aliens by state (Table III.5) follows a similar pattern to the distribution of total aliens. The four states of California, Florida, New York, and Texas account for 74 percent of all permanent resident aliens in the program (these states account for 75 percent of all units with permanent resident aliens).

Benefits to permanent resident aliens in the four states of California, Florida, New York and Texas account for 76 percent of all benefits to permanent resident aliens (Table III.6). Within each of these states, permanent resident aliens account for relatively high proportions of all food stamp benefits (more than 20 percent in New York and California). Benefits to permanent resident aliens account for more than 10 percent of the state's food stamp benefits in 12 states: Arizona, California, Florida, Hawaii, Massachusetts, New Jersey, New York, New Mexico, Rhode Island, Texas, Guam and the Virgin Islands.

The average benefit to a food stamp unit with a permanent resident alien is \$196 per month (Table III.7). In California, the state with the most permanent resident aliens, the average benefit to permanent resident alien units is \$200 per month. Texas, with the second-largest number of permanent resident aliens, has an average food stamp benefit to permanent resident alien units of \$228 per month. New York and Florida have average benefits of \$179 and \$166 respectively.

TABLE III.3

DISTRIBUTION OF ALL ALIEN FSP PARTICIPANTS, UNITS BY STATE

	All Units (000s)	All Participants (000s)	Units with Aliens			Alien Participants		
			Number (000s)	Percent of All State Units	Percent of National Alien Units	Number (000s)	Percent of All State Participants	Percent of National Alien Participants
Alabama	209	542	0.6	0.3	0.1	1.9	0.3	0.1
Alaska	15	45	0.5	3.2	0.0	0.7	1.6	0.0
Arizona	178	508	24.5	13.7	2.1	36.3	7.1	2.0
Arkansas	107	271	0.8	0.7	0.1	1.4	0.5	0.1
California	1,176	3,266	331.2	28.2	28.5	554.3	17.0	30.1
Colorado	103	248	8.0	7.8	0.7	13.4	5.4	0.7
Connecticut	100	238	7.2	7.2	0.6	11.7	4.9	0.6
Delaware	21	52	0.5	2.4	0.0	1.0	1.9	0.1
Dist. of Col.	43	98	1.8	4.1	0.2	2.2	2.2	0.1
Florida	588	1,425	107.9	18.3	9.3	147.5	10.3	8.0
Georgia	329	809	6.1	1.9	0.5	8.8	1.1	0.5
Hawaii	55	130	8.3	15.1	0.7	12.9	9.9	0.7
Idaho	30	79	1.9	6.2	0.2	3.2	4.1	0.2
Illinois	488	1,130	32.9	6.8	2.8	49.6	4.4	2.7
Indiana	183	464	3.6	2.0	0.3	4.2	0.9	0.2
Iowa	75	187	1.2	1.6	0.1	3.1	1.7	0.2
Kansas	75	192	3.3	4.5	0.3	6.7	3.5	0.4
Kentucky	187	488	0.9	0.5	0.1	1.2	0.2	0.1
Louisiana	267	724	4.4	1.7	0.4	6.4	0.9	0.3
Maine	60	129	0.8	1.3	0.1	0.9	0.7	0.0
Maryland	169	410	9.9	5.8	0.9	16.8	4.1	0.9
Massachusetts	178	429	23.8	13.4	2.1	38.7	9.0	2.1
Michigan	418	985	12.6	3.0	1.1	22.6	2.3	1.2
Minnesota	131	316	12.2	9.3	1.0	30.1	9.5	1.6
Mississippi	185	489	0.6	0.3	0.1	0.9	0.2	0.1
Missouri	237	592	2.8	1.2	0.2	5.4	0.9	0.3
Montana	28	71	0.3	1.1	0.0	0.6	0.9	0.0
Nebraska	43	106	1.5	3.4	0.1	3.1	2.9	0.2
Nevada	46	109	3.3	7.2	0.3	4.7	4.3	0.3
New Hampshire	25	58	0.7	2.6	0.1	0.8	1.3	0.0
New Jersey	234	557	30.3	12.9	2.6	48.4	8.7	2.6
New Mexico	87	241	11.0	12.7	0.9	17.4	7.2	0.9
New York	1,027	2,137	243.7	23.7	21.0	336.9	15.8	18.3
North Carolina	258	614	3.5	1.4	0.3	4.8	0.8	0.3
North Dakota	17	41	0.4	2.1	0.0	0.6	1.4	0.0
Ohio	506	1,170	8.7	1.7	0.7	15.4	1.3	0.8
Oklahoma	153	384	3.0	2.0	0.3	4.5	1.2	0.2
Oregon	132	298	10.4	7.9	0.9	19.3	6.5	1.0
Pennsylvania	516	1,172	18.6	3.6	1.6	37.1	3.2	2.0
Rhode Island	40	94	5.3	13.1	0.5	8.1	8.6	0.4
South Carolina	140	376	0.5	0.4	0.0	1.1	0.3	0.1
South Dakota	19	52	0.2	0.8	0.0	0.3	0.6	0.0
Tennessee	281	669	1.8	0.6	0.2	3.6	0.5	0.2
Texas	948	2,610	162.6	17.2	14.0	256.6	9.8	13.9
Utah	44	122	2.4	5.4	0.2	3.3	2.7	0.2
Vermont	27	63	0.3	1.2	0.0	0.3	0.5	0.0
Virginia	235	562	8.1	3.4	0.7	13.9	2.5	0.8
Washington	204	497	27.3	13.4	2.4	58.2	11.7	3.2
West Virginia	123	302	0.6	0.5	0.1	0.7	0.2	0.0
Wisconsin	119	329	5.5	4.7	0.5	18.1	5.5	1.0
Wyoming	13	35	0.3	2.5	0.0	0.4	1.2	0.0
Guam	5	16	0.7	13.7	0.1	0.8	5.2	0.0
Virgin Islands	7	24	2.2	30.1	0.2	3.5	14.5	0.2
Total	10,883	26,955	1,161	-	100.0	1,844	-	100.0

Average Permanent Resident Unit Size = 3.0

Average FSP Unit Size = 2.5

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

TABLE III.4

DISTRIBUTION OF BENEFITS TO ALL ALIEN FSP UNITS BY STATE

	Total Benefits (\$000s)	Benefits to Alien Units			Pro-Rated* Benefits		
		Dollars (000s)	Percent of State Benefits	Percent of National Alien Benefits	Dollars (000s)	Percent of State Benefits	Percent of National Alien Benefits
Alabama	38,480	222	0.6	0.1	102	0.3	0.1
Alaska	3,997	100	2.5	0.0	39	1.0	0.0
Arizona	35,932	5,198	14.5	2.3	2,385	6.6	1.9
Arkansas	17,338	166	1.0	0.1	106	0.6	0.1
California	206,736	66,917	32.4	29.7	34,920	16.9	27.6
Colorado	17,652	1,577	8.9	0.7	835	4.7	0.7
Connecticut	14,033	1,070	7.6	0.5	667	4.8	0.5
Delaware	3,947	85	2.2	0.0	70	1.8	0.1
Dist. of Col.	7,348	278	3.8	0.1	180	2.5	0.1
Florida	104,830	18,148	17.3	8.1	10,794	10.3	8.5
Georgia	57,299	1,145	2.0	0.5	618	1.1	0.5
Hawaii	15,540	2,477	15.9	1.1	1,540	9.9	1.2
Idaho	5,068	386	7.6	0.2	192	3.8	0.2
Illinois	83,980	5,938	7.1	2.6	3,809	4.5	3.0
Indiana	31,310	630	2.0	0.3	298	1.0	0.2
Iowa	11,627	215	1.8	0.1	187	1.6	0.1
Kansas	12,526	724	5.8	0.3	463	3.7	0.4
Kentucky	31,222	138	0.4	0.1	77	0.2	0.1
Louisiana	50,854	798	1.6	0.4	474	0.9	0.4
Maine	9,144	119	1.3	0.1	50	0.5	0.0
Maryland	31,776	1,578	5.0	0.7	1,185	3.7	0.9
Massachusetts	27,171	4,066	15.0	1.8	2,329	8.6	1.8
Michigan	68,868	2,896	4.2	1.3	1,590	2.3	1.3
Minnesota	19,557	2,570	13.1	1.1	1,854	9.5	1.5
Mississippi	32,204	110	0.3	0.0	52	0.2	0.0
Missouri	40,836	575	1.4	0.3	375	0.9	0.3
Montana	4,553	79	1.7	0.0	43	0.9	0.0
Nebraska	6,499	321	4.9	0.1	209	3.2	0.2
Nevada	8,191	644	7.9	0.3	331	4.0	0.3
New Hampshi	3,191	53	1.7	0.0	24	0.8	0.0
New Jersey	42,054	5,812	13.8	2.6	3,776	9.0	3.0
New Mexico	15,712	2,458	15.6	1.1	1,099	7.0	0.9
New York	159,169	40,526	25.5	18.0	25,974	16.3	20.5
North Carolin	41,011	716	1.7	0.3	329	0.8	0.3
North Dakota	2,525	76	3.0	0.0	39	1.6	0.0
Ohio	78,172	1,124	1.4	0.5	867	1.1	0.7
Oklahoma	26,001	592	2.3	0.3	292	1.1	0.2
Oregon	20,384	2,162	10.6	1.0	1,213	5.9	1.0
Pennsylvania	81,916	3,541	4.3	1.6	2,656	3.2	2.1
Rhode Island	6,385	1,055	16.5	0.5	552	8.7	0.4
South Carolin	25,277	230	0.9	0.1	93	0.4	0.1
South Dakota	3,387	48	1.4	0.0	26	0.8	0.0
Tennessee	45,105	299	0.7	0.1	226	0.5	0.2
Texas	190,602	37,054	19.4	16.4	16,952	8.9	13.4
Utah	7,646	407	5.3	0.2	223	2.9	0.2
Vermont	3,891	57	1.5	0.0	21	0.5	0.0
Virginia	38,193	1,487	3.9	0.7	1,120	2.9	0.9
Washington	35,232	5,650	16.0	2.5	3,668	10.4	2.9
West Virginia	19,958	140	0.7	0.1	57	0.3	0.0
Wisconsin	19,065	1,648	8.6	0.7	1,011	5.3	0.8
Wyoming	2,313	50	2.1	0.0	22	0.9	0.0
Guam	1,930	214	11.1	0.1	119	6.2	0.1
Virgin Islands	2,402	687	28.6	0.3	340	14.2	0.3
Total	1,870,039	225,257	-	100.0	126,473	-	100.0

Average Permanent Resident Unit Size = 3.0

Average FSP Unit Size = 2.5

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

* Pro-rated benefits paid to persons in a given FSP unit equals the unit's total FSP benefits multiplied by the ratio of the number of aliens to total unit size.

TABLE III.5

DISTRIBUTION OF PERMANENT RESIDENT ALIEN FSP PARTICIPANTS, UNITS BY STATE

	All Units (000s)	All Participants (000s)	Units with Aliens			Alien Participants		
			Number (000s)	Percent of All State Units	Percent of National Alien Units	Number (000s)	Percent of All State Participants	Percent of National Alien Participants
Alabama	209	542	0.4	0.2	0.0	0.8	0.1	0.1
Alaska	15	45	0.4	2.6	0.0	0.5	1.1	0.0
Arizona	178	508	23.7	13.3	2.5	34.7	6.8	2.5
Arkansas	107	271	0.5	0.5	0.1	0.7	0.3	0.1
California	1,176	3,266	284.0	24.2	29.6	426.9	13.1	30.2
Colorado	103	248	6.6	6.4	0.7	10.5	4.3	0.7
Connecticut	100	238	5.8	5.8	0.6	8.7	3.7	0.6
Delaware	21	52	0.3	1.6	0.0	0.5	1.0	0.0
Dist. of Col	43	98	1.5	3.5	0.2	1.9	2.0	0.1
Florida	588	1,425	94.0	16.0	9.8	125.6	8.8	8.9
Georgia	329	809	4.3	1.3	0.4	5.6	0.7	0.4
Hawaii	55	130	7.1	12.9	0.7	10.6	8.1	0.7
Idaho	30	79	1.6	5.2	0.2	2.3	2.9	0.2
Illinois	488	1,130	26.2	5.4	2.7	38.0	3.4	2.7
Indiana	183	464	2.0	1.1	0.2	2.2	0.5	0.2
Iowa	75	187	0.7	1.0	0.1	1.5	0.8	0.1
Kansas	75	192	2.2	3.0	0.2	3.9	2.0	0.3
Kentucky	187	488	0.6	0.3	0.1	0.8	0.2	0.1
Louisiana	267	724	3.3	1.3	0.3	5.4	0.7	0.4
Maine	60	129	0.5	0.9	0.1	0.6	0.4	0.0
Maryland	169	410	8.0	4.7	0.8	12.8	3.1	0.9
Massachusetts	178	429	19.5	10.9	2.0	29.9	7.0	2.1
Michigan	418	985	8.6	2.1	0.9	13.4	1.4	1.0
Minnesota	131	316	3.5	2.7	0.4	5.3	1.7	0.4
Mississippi	185	489	0.3	0.2	0.0	0.3	0.1	0.0
Missouri	237	592	2.6	1.1	0.3	4.6	0.8	0.3
Montana	28	71	0.3	0.9	0.0	0.4	0.5	0.0
Nebraska	43	106	0.6	1.4	0.1	0.9	0.8	0.1
Nevada	46	109	3.0	6.4	0.3	3.9	3.5	0.3
New Hampshire	25	58	0.5	1.8	0.0	0.6	1.0	0.0
New Jersey	234	557	26.5	11.3	2.8	41.4	7.4	2.9
New Mexico	87	241	9.8	11.3	1.0	15.2	6.3	1.1
New York	1,027	2,137	188.1	18.3	19.6	251.0	11.7	17.8
North Carolina	258	614	2.5	1.0	0.3	3.8	0.6	0.3
North Dakota	17	41	0.1	0.9	0.0	0.2	0.5	0.0
Ohio	506	1,170	6.7	1.3	0.7	11.9	1.0	0.8
Oklahoma	153	384	2.4	1.6	0.2	3.6	0.9	0.3
Oregon	132	298	7.1	5.4	0.7	11.7	3.9	0.8
Pennsylvania	516	1,172	10.4	2.0	1.1	22.9	2.0	1.6
Rhode Island	40	94	4.6	11.4	0.5	6.9	7.3	0.5
South Carolina	140	376	0.4	0.3	0.0	0.6	0.2	0.0
South Dakota	19	52	0.1	0.5	0.0	0.3	0.5	0.0
Tennessee	281	669	0.9	0.3	0.1	1.5	0.2	0.1
Texas	948	2,610	156.9	16.6	16.4	245.2	9.4	17.3
Utah	44	122	1.9	4.2	0.2	2.4	2.0	0.2
Vermont	27	63	0.2	0.8	0.0	0.2	0.4	0.0
Virginia	235	562	6.4	2.7	0.7	9.2	1.6	0.7
Washington	204	497	13.5	6.6	1.4	19.0	3.8	1.3
West Virginia	123	302	0.5	0.4	0.0	0.6	0.2	0.0
Wisconsin	119	329	2.9	2.4	0.3	7.4	2.3	0.5
Wyoming	13	35	0.3	2.3	0.0	0.4	1.1	0.0
Guam	5	16	0.7	13.7	0.1	0.8	5.2	0.1
Virgin Islands	7	24	2.2	30.1	0.2	3.5	14.6	0.2
Total	10,883	26,955	958	-	100.0	1,414	-	100.0

Average Permanent Resident Unit Size = 3.0

Average FSP Unit Size = 2.5

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

TABLE III.6

DISTRIBUTION OF BENEFITS TO PERMANENT RESIDENT ALIEN UNITS BY STATE

	Total Benefits (\$000s)	Benefits to Alien Units			Pro-Rated* Benefits		
		Dollars (000s)	Percent of State Benefits	Percent of National Alien Benefits	Dollars (000s)	Percent of State Benefits	Percent of National Alien Benefits
Alabama	38,480	159	0.4	0.1	49	0.1	0.1
Alaska	3,997	84	2.1	0.0	29	0.7	0.0
Arizona	35,932	5,081	14.1	2.7	2,303	6.4	2.4
Arkansas	17,338	100	0.6	0.1	57	0.3	0.1
California	206,736	56,685	27.4	30.2	26,718	12.9	27.7
Colorado	17,652	1,320	7.5	0.7	665	3.8	0.7
Connecticut	14,033	910	6.5	0.5	519	3.7	0.5
Delaware	3,947	52	1.3	0.0	37	0.9	0.0
Dist. of Col.	7,348	237	3.2	0.1	153	2.1	0.2
Florida	104,830	15,605	14.9	8.3	8,983	8.6	9.3
Georgia	57,299	813	1.4	0.4	424	0.7	0.4
Hawaii	15,540	1,922	12.4	1.0	1,260	8.1	1.3
Idaho	5,068	308	6.1	0.2	116	2.3	0.1
Illinois	83,980	4,695	5.6	2.5	2,822	3.4	2.9
Indiana	31,310	479	1.5	0.3	188	0.6	0.2
Iowa	11,627	93	0.8	0.0	75	0.6	0.1
Kansas	12,526	503	4.0	0.3	245	2.0	0.3
Kentucky	31,222	85	0.3	0.0	37	0.1	0.0
Louisiana	50,854	646	1.3	0.3	377	0.7	0.4
Maine	9,144	66	0.7	0.0	28	0.3	0.0
Maryland	31,776	1,207	3.8	0.6	895	2.8	0.9
Massachusetts	27,171	3,327	12.2	1.8	1,800	6.6	1.9
Michigan	68,868	2,097	3.0	1.1	905	1.3	0.9
Minnesota	19,557	551	2.8	0.3	332	1.7	0.3
Mississippi	32,204	60	0.2	0.0	29	0.1	0.0
Missouri	40,836	531	1.3	0.3	331	0.8	0.3
Montana	4,553	44	1.0	0.0	21	0.5	0.0
Nebraska	6,499	140	2.2	0.1	64	1.0	0.1
Nevada	8,191	576	7.0	0.3	264	3.2	0.3
New Hampshi	3,191	30	1.0	0.0	17	0.5	0.0
New Jersey	42,054	5,048	12.0	2.7	3,208	7.6	3.3
New Mexico	15,712	2,218	14.1	1.2	923	5.9	1.0
New York	159,169	33,662	21.1	17.9	19,590	12.3	20.3
North Carolin	41,011	504	1.2	0.3	246	0.6	0.3
North Dakota	2,525	39	1.6	0.0	16	0.6	0.0
Ohio	78,172	916	1.2	0.5	659	0.8	0.7
Oklahoma	26,001	436	1.7	0.2	225	0.9	0.2
Oregon	20,384	1,414	6.9	0.8	683	3.3	0.7
Pennsylvania	81,916	2,214	2.7	1.2	1,654	2.0	1.7
Rhode Island	6,385	942	14.8	0.5	467	7.3	0.5
South Carolin	25,277	191	0.8	0.1	55	0.2	0.1
South Dakota	3,387	30	0.9	0.0	21	0.6	0.0
Tennessee	45,105	111	0.2	0.1	104	0.2	0.1
Texas	190,602	35,840	18.8	19.1	15,983	8.4	16.5
Utah	7,646	335	4.4	0.2	160	2.1	0.2
Vermont	3,891	39	1.0	0.0	11	0.3	0.0
Virginia	38,193	993	2.6	0.5	734	1.9	0.8
Washington	35,232	2,534	7.2	1.4	1,208	3.4	1.3
West Virginia	19,958	92	0.5	0.0	45	0.2	0.0
Wisconsin	19,065	714	3.7	0.4	385	2.0	0.4
Wyoming	2,313	46	2.0	0.0	20	0.9	0.0
Guam	1,930	214	11.1	0.1	119	6.2	0.1
Virgin Islands	2,402	687	28.6	0.4	340	14.2	0.4
Total	1,870,039	187,626	-	100.0	96,600	-	100.0

Average Permanent Resident Unit Size = 3.0

Average FSP Unit Size = 2.5

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

* Pro-rated benefits paid to persons in a given FSP unit equals the unit's total FSP benefits multiplied by the ratio of the number of permanent resident aliens to total unit size.

TABLE III.7

AVERAGE BENEFITS AND CERTIFICATION PERIOD FOR UNITS WITH
PERMANENT RESIDENT ALIENS FOR SELECTED STATES

State	Average Benefit Per Unit (\$)	Average Certification Period (Months)
California	200	12
Florida	166	8
New York	179	10
Texas	228	7
All Other States	195	10
Total, All States	196	10
Average Permanent Resident Unit Size = 3.0		

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

Under PRWORA, permanent resident aliens become ineligible either at their recertification or one year after the date of enactment of PRWORA, whichever is first. On average, units with permanent resident aliens have 10 month certification periods (Table III.8). Fifty-five percent of units with permanent resident aliens have certification periods that are between 10 and 12 months long; 22 percent have certification periods that are between four and six months long. Also, units with permanent resident aliens have, on average, about five months left in their certification period. About 3.5 percent (33 million) of all units with aliens are new applicants to the FSP.

D. CHARACTERISTICS OF PERMANENT RESIDENT ALIENS AND THEIR UNITS

This section describes the characteristics of the aliens made ineligible for the FSP by PRWORA. It examines demographic, unit composition and income characteristics.

1. Demographic Characteristics

The majority (64 percent) of permanent resident aliens receiving food stamps are female. The average age of permanent resident alien FSP participants is 36. Seventeen percent of all permanent resident aliens are children (younger than 18), one percent are younger than five, and another 17 percent are elderly (60 or older). The majority (54 percent) of permanent resident aliens are Hispanic, and another 20 percent are Asian (Table III.9). Fourteen percent of permanent resident aliens are white and eight percent are African-American.

2. Unit Composition

The majority (64 percent) of units with permanent resident aliens contain a mix of both permanent resident aliens and U.S. citizens (Table III.10). Of these “mixed” units, 58 percent contain a single adult with children. Multiple adults with children account for another 36 percent of mixed

TABLE III.8

DISTRIBUTION OF FSP PARTICIPANTS AND UNITS WITH PERMANENT RESIDENT ALIENS BY
WHETHER THEY ARE NEW APPLICANTS, LENGTH OF CERTIFICATION PERIOD,
AND MONTHS LEFT IN CERTIFICATION PERIOD

	Units With Aliens		Aliens	
	Number (000s)	Percent	Number (000s)	Percent
New Applicants	33	3.5	51	3.6
Months in Certification Period				
1-3	66	6.9	102	7.2
4-6	214	22.4	319	22.6
7-9	63	6.6	95	6.7
10-12	529	55.3	763	53.9
13+	82	8.6	130	9.2
Unknown	3	0.3	5	0.4
Total	958	100.0	1,414	100.0
Mean	10	-	10	-
Median	12	-	9	-
Months Left in Certification Period				
0	93	9.7	141	10.0
1-3	299	31.2	447	31.6
4-6	249	26.0	369	26.1
7-9	173	18.1	244	17.3
10-12	132	13.8	196	13.8
13+	11	1.1	16	1.1
Unknown	1	0.1	1	0.1
Total	958	100.0	1,414	100.0
Mean	5	-	5	-
Median	4	-	4	-

Average Permanent Resident Unit Size = 3.0

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

TABLE III.9

AGE, GENDER AND RACE OF PERMANENT RESIDENT ALIEN
FSP PARTICIPANTS

Demographic Characteristic	Number (000s)	Percent
Age		
0 - 4	15	1.1
5 - 17	230	16.3
18 - 59	934	66.0
60+	235	16.6
Total	1,414	100.0
Average Age	36	-
Gender		
Male	515	36.4
Female	899	63.6
Total	1,414	100.0
Race/Ethnicity		
White	196	13.8
African-American	117	8.3
Hispanic	767	54.3
Asian	280	19.8
Unknown Ethnicity	54	3.8
Total	1,414	100.0

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

TABLE III.10

DISTRIBUTION OF PERMANENT RESIDENT ALIEN FSP UNITS BY WHETHER THE UNIT IS COMPOSED
ENTIRELY OF PERMANENT RESIDENT ALIENS ("PURE") OR A MIX OF PERMANENT RESIDENT
ALIENS AND OTHERS ("MIXED")

Unit Composition	All FSP Units		Permanent Resident Alien Units		
	Number (000s)	Percent	Number (000s)	Percent of Subtotal	Percent of Total
All Units					
Single Adult, No Children	3,748	34.4	227	-	23.7
Multiple Adults, No Children	643	5.9	94	-	9.9
Single Adult, with Children	4,532	41.6	372	-	38.8
Multiple Adults, with Children	1,629	15.0	257	-	26.8
Children Only	331	3.0	7	-	0.8
Total	10,883	100.0	958	-	100.0
Pure PR Units			346	-	36.1
Mixed PR Units			612	-	63.9
Total			958	-	100.0
Pure Permanent Resident Alien Units					
Single Adult, No Children			227	-	65.8
Multiple Adults, No Children			62	-	18.1
Single Adult, with Children			18	-	5.1
Multiple Adults, with Children			34	-	9.8
Children Only			4	-	1.2
Total			346	-	100.0
Mixed Permanent Resident Alien Units					
Single Adult, No Children			0	0.0	0.0
Multiple Adults, No Children					
Married couple			20	62.6	3.3
PR head with citizen adult child			5	15.5	0.8
Citizen head with PR adult child			1	4.6	0.2
Other			6	17.3	0.9
Subtotal			32	100.0	5.2
Single Adult, with Children					
PR head with citizen child			308	86.9	50.3
PR head with citizen child and PR child			34	9.6	5.6
Other			12	3.4	2.0
Subtotal			354	100.0	57.9
Multiple Adults, with Children, No Other Relatives					
Married couple (citizen and PR) with citizen child			85	39.2	13.8
Married couple (both PRs) with citizen child			64	29.8	10.5
Married couple (both PRs) with citizen child and PR child			31	14.4	5.1
Other			36	16.5	5.8
Subtotal			216	100.0	35.2
Multiple Adults, with Children, Other Relatives Present					
Married couple (both PRs) with citizen child, other relative			2	29.0	0.3
Citizen head, citizen child, PR other relative			2	27.0	0.3
PR head, citizen child, PR other relative			1	15.9	0.2
Other			2	28.0	0.3
Subtotal			7	100.0	1.1
Children Only			3	-	0.6
Total			612	-	100.0
Average Permanent Resident Unit Size = 3.0					

SOURCE: Fiscal Year 1995 QC Database

NOTE: PR = permanent resident alien

All estimates reflect an average month in 1995

units. Half of all mixed units are a single permanent resident alien parent living with a citizen child. Only 1 percent of permanent resident alien units with children contain other relatives. Fifty-five percent of *all* units with permanent resident aliens contain children that are U.S. citizens. Thirty-six percent of all units with permanent resident aliens contain only permanent resident aliens (Table III.10). Of these “pure” units, 66 percent contain a single adult with no children. Approximately 84 percent of pure units have no children in the unit.

The average size of units with permanent resident aliens is 3.0. Twenty-six percent of all units with permanent resident aliens contain a married couple with children, while 41 percent contain a single parent with children. Sixty-six percent of all units with permanent resident aliens have children in the unit and 38 percent have pre-school age children (Table III.11).

Twenty-two percent of units with permanent resident aliens have an elderly member, nine percent have a disabled member, and 24 percent have either an elderly or a disabled member (Table III.11). Most (71 percent) adult permanent resident aliens are not employed; six percent are classified as unemployed; and 19 percent are employed.

3. Income Characteristics

Almost one-third (30 percent) of all permanent resident alien units have earned income (Table III.12). The average monthly value of the earned income is \$747. Eighty-eight percent of all permanent resident alien units have unearned income. The average monthly value of the unearned income to these units is \$457. Forty percent of permanent resident alien units receive AFDC income, and 49 percent receive either AFDC or General Assistance (GA) income. The average monthly AFDC benefit received is \$513. SSI income is received in 21 percent of the units with permanent resident aliens. The average monthly SSI benefit is \$432.

TABLE III.11

SIZE AND COMPOSITION OF FSP UNITS WITH PERMANENT RESIDENT ALIENS AND DISTRIBUTION OF PERMANENT
RESIDENT ALIEN FSP PARTICIPANTS BY EDUCATION LEVEL AND EMPLOYMENT STATUS

Demographic Characteristic	Number (000s)	Percent	Average			
			Gross Monthly Income (\$)	Gross Income as a Percent of Poverty	Net Monthly Income (\$)	Monthly FSP Benefit
Unit Size						
1	230	24.0	406	66.0	179	87
2	209	21.9	551	67.1	308	139
3	184	19.2	632	61.4	353	215
4	167	17.4	811	65.7	482	255
5	83	8.7	929	64.5	576	297
6	85	8.9	1,086	61.6	792	374
Total	958	100.0	662	61.9	353	172
Unit Composition						
Units with Preschool-Aged Children (Age 0-4)	362	37.8	617	53.9	385	243
Units with Children Age 5 to 17	485	50.6	679	57.6	435	247
Total Units with Children	636	66.4	628	56.2	394	233
Units with Elderly	212	22.1	558	81.5	327	68
Units with Disabled	87	9.1	655	78.3	421	105
Units with Elderly or Disabled	226	23.6	585	78.7	350	87
Education Level of All Adult (Age >=18) Permanent Resident Aliens						
None	36	3.1	727	59.1	444	229
Grades 1-8	112	9.5	751	64.5	463	202
Grades 9-11	65	5.5	679	57.3	376	244
HS Graduate or GED	79	6.7	659	58.5	368	222
Some College, Incl Graduate of 2 Year College	29	2.5	500	47.2	246	198
College Graduate	9	0.8	820	75.4	400	197
Unknown	839	71.8	645	62.6	340	200
Total	1,169	100.0	689	61.4	384	222
Employment Status of All Adult (Age >=18) Permanent Resident Aliens						
Employed, Full Time	83	7.1	1,142	86.1	702	217
Employed, Part Time	104	8.9	785	70.1	431	201
Employed, Hours Unspecified	22	1.9	678	62.8	313	233
Primarily Self Employed, Non Farming	12	1.0	705	61.2	339	260
Employed, Other	1	0.1	1,050	74.9	706	258
Unemployed	73	6.2	553	49.5	319	227
Not Employed	824	70.5	608	59.2	326	203
Unknown	3	0.3	415	45.1	117	195
Missing	45	3.9	538	65.3	217	156
Total	1,169	100.0	689	61.4	384	222

Average Permanent Resident Unit Size = 3.0

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

TABLE III.12

AVERAGE* MONTHLY INCOME CHARACTERISTICS OF FSP UNITS WITH
PERMANENT RESIDENT ALIENS

Income Source	Units with Income Source (000s)	Percent of Units	Average Monthly Value (\$)
Earned Income	285	29.7	747
Wage Income	256	26.8	781
Self Employment Income	18	1.9	352
Other Earned Income	13	1.4	446
Unearned Income	840	87.7	457
AFDC Income	383	40.0	513
GA Income	88	9.2	320
AFDC or GA	468	48.9	480
SSI Income	199	20.7	432
Social Security Income	79	8.2	433
Unemployment Compensation	38	4.0	520
Child Support	18	1.9	139
Income Deemed from Sponsor	0.2	0.0	120
Other	191	19.9	90
No Income	59	6.2	-
Total Units with Permanent Resident Aliens = 958			
Average Permanent Resident Unit Size = 3.0			

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

* Averages are for those units with reported income in each category.

In California, a state with 30 percent of the permanent resident alien FSP units, 65 percent of permanent resident alien units have AFDC income (Table III.13). This compares with 42 percent in New York, 23 percent in Florida and 12 percent in Texas. In Texas, 57 percent of the permanent resident aliens have some earned income, compared with 30 percent for the nation as a whole.

The majority (71 percent) of units with permanent resident aliens have gross income under 75 percent of the poverty level (Table III.14). Ninety-two percent of permanent resident alien units have gross income under 100 percent of the poverty level. A substantial number of permanent resident alien units (78 percent) have no reported assets (Table III.15). This is consistent with all food stamp units; 76 percent of all units have no reported assets. Of the permanent resident alien units with reported assets, 72 percent have assets of \$500 or less.

TABLE III.13

DISTRIBUTION OF PERMANENT RESIDENT ALIEN UNITS WITH INCOME FROM AFDC,
INCOME FROM SSI, AND EARNED INCOME BY SELECTED STATES

State	Number (000s)	AFDC Income		Number (000s)	SSI Income		Number (000s)	Earned Income	
		Percent of Units with AFDC Income	Percent of State Perm. Res. Alien Units		Percent of Units with SSI Income	Percent of State Perm. Res. Alien Units		Percent of Units with Earned Income	Percent of State Perm. Res. Alien Units
California	186	48.4	65.4	0	0.0	0.0	92	32.4	32.4
Florida	22	5.7	23.2	46	23.3	49.3	19	6.8	20.7
New York	79	20.5	41.8	53	26.4	27.9	27	9.5	14.3
Texas	19	5.0	12.2	26	12.9	16.3	89	31.4	57.0
All Other States	78	20.4	15.1	74	37.4	14.3	57	19.9	10.9
Total	383	100.0	40.0	199	100.0	20.7	285	100.0	29.7

Average Permanent Resident Unit Size = 3.0

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

TABLE III.14

DISTRIBUTION OF UNITS BY GROSS INCOME AS A PERCENT OF POVERTY FOR
ALL UNITS AND UNITS WITH PERMANENT RESIDENT ALIENS

Gross Income as a Percent of Poverty	All FSP Units			Units with Aliens		
	Number	Percent	Cumulative Percent	Number	Percent	Cumulative Percent
0-10	1,176	10.8	10.8	63	6.6	6.6
11-25	789	7.3	18.1	37	3.9	10.5
26-50	2,613	24.0	42.1	181	18.9	29.4
51-75	2,952	27.1	69.2	395	41.2	70.6
76-100	2,426	22.3	91.5	202	21.1	91.8
101-115	587	5.4	96.9	45	4.7	96.4
116-130	286	2.6	99.5	29	3.0	99.5
>130	54	0.5	100.0	5	0.5	100.0
Total	10,883	100.0	-	958	100.0	-

Average Permanent Resident Unit Size = 3.0

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

* Poverty equals FSP net income screen.

TABLE III.15

DISTRIBUTION OF UNITS BY VALUE OF UNIT ASSETS FOR ALL UNITS
AND UNITS WITH PERMANENT RESIDENT ALIENS

Unit Assets	All FSP Units			Units with Aliens		
	Number	Percent	Cumulative Percent	Number	Percent	Cumulative Percent
0	8,295	76.2	76.2	745	77.8	77.8
1-100	1,173	10.8	87.0	79	8.2	86.0
101-200	294	2.7	89.7	25	2.6	88.6
201-300	200	1.8	91.5	21	2.2	90.7
301-400	152	1.4	92.9	18	1.8	92.6
401-500	144	1.3	94.3	10	1.1	93.6
501-1,000	340	3.1	97.4	36	3.7	97.4
1,001-1,500	137	1.3	98.6	10	1.1	98.4
1,501-2,000	86	0.8	99.4	11	1.1	99.6
2,001-3,000	29	0.3	99.7	1	0.1	99.7
3,001+	4	0.0	99.7	0	0.0	99.7
Missing	28	0.3	100.0	3	0.3	100.0
Total	10,883	100.0	-	958	100.0	-

Average Permanent Resident Unit Size = 3.0

SOURCE: Fiscal Year 1995 QC Database

NOTE: All estimates reflect an average month in 1995.

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