

● Eugenia Chough

08/05/99 05:32:04 PM

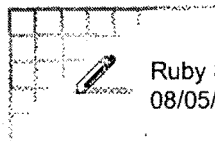
Record Type: Record

To: J. Eric Gould/OPD/EOP@EOP

cc:

Subject: Re: Food Stamps QC mtg MOVED from noon to 2pm

----- Forwarded by Eugenia Chough/OPD/EOP on 08/05/99 05:32 PM -----



Ruby Shamir
08/05/99 05:29:20 PM

Record Type: Record

To: Eugenia Chough/OPD/EOP@EOP

cc:

Subject: Re: Food Stamps QC mtg MOVED from noon to 2pm

Hey Genie,

No problem! By the way, do you have any background info on this?

Food Stamp Program Quality Control (QC) Liabilities

State payment error rates are calculated through a multi-step process. Initially, State food stamp officials conduct monthly Quality Control (QC) reviews based on a sample of their active cases and "negative case actions" (terminations or denials of benefits). QC reviews measure the accuracy of eligibility and benefit determinations of the sampled cases against program standards. States are required to report their findings for each case selected for review during the sample month.

FNS regional officials then subsample completed State QC reviews, re-reviewing individual case findings for accuracy. Based on this subsample, regional offices determine the respective States' error rates using a regression formulae and data collected at the Kansas City Computer Center.

If a State disagrees with the FNS regional office about whether any particular case should be reported as an error, the State can request arbitration of the "Federal-State difference." Under regulations in effect through FY 1998, disputes are arbitrated initially by the FNS regional office. If dissatisfied by the result, the State may request arbitration by the FNS National office. At both levels of arbitration, a State may submit documentation in support of its claim, and cases are decided on the basis of the written record. Arbitrators consider only whether FNS policies and procedures were correctly applied, not whether errors should be set aside for "good cause."

On June 30, 1999, the Food and Nutrition Service (FNS) will notify 23 State agencies that they have exceeded the National performance measure and will be billed for potential liabilities totaling approximately \$79 million. Thirteen of the 23 States, under terms of existing settlement agreements negotiated to resolve QC liabilities incurred during FYs 1992 through 1997, will be required to *reinvest an additional \$10.2 million* of unmatched State money in payment accuracy improvement activities based on their failure to meet the established performance target for FY 1998. In addition, 16 of these 23 States have FY 1999 as a performance year. If these States do not reduce their error rates for FY 1999, they will be required to repay \$12.5 million in cash and *reinvest an additional \$23.5 million* of unmatched State money in payment accuracy activities.

This will be the first time since **January 1989** that FNS has pursued collections of error rate liabilities. **In November 1990**, the Food, Agriculture, Conservation and Trade Act, Public Law 101-624, eliminated \$285.8 million in outstanding error rate liabilities for FYs 1983 through 1985. All liabilities since FY 1985 have been settled rather than collected.

Resolution of error rate liabilities FYs 1986 - 1997:

Since the 1989 billing action, there have been significant statutory changes to the QC liability system which have impacted the resolution of error rate liabilities through FY 1997.

In September 1988, the Hunger Prevention Act (HPA), Public Law 100-435, at the request of the States, changed the administrative appeals process from an informal review of the billing action by Departmental officials to a formal administrative adjudication process before the Department's Administrative Law Judges (ALJs).

Determinations related to good cause for failure to meet the prescribed level of performance would be made by the Secretary prior to initiating the billing process.

The HPA also required that any consideration of settlement of the error rate liabilities by the Secretary take into account States' plan to reinvest all or a portion of their error rate liabilities in activities designed to improve the level of payment accuracy in the Food Stamp Program.

In January 1993, FNS agreed to settle approximately \$300 million in potential liabilities against 26 State agencies for FYs 1986 through 1991. States were required to reinvest approximately \$44 million (15 percent of the initial liabilities) in program operational improvements specifically designed to improve payment accuracy in the Food Stamp Program.

In August 1993, the Mickey Leland Childhood Hunger Relief Act, Public Law 103-66, at the request of the States, modified the HPA provisions by transferring the good cause appeal process to the ALJs. Billing actions must be initiated against any State with an outstanding error rate liability in order to trigger the appeals process.

On July 14, 1998, FNS completed the rulemaking for the 1993 legislation which allows FNS to bill State agencies for error rate liabilities for FYs 1992 forward. These provisions were effective **August 13, 1998**.

Between April 1996 and January 1999, FNS used its legislative authority to settle all outstanding error rate liabilities against 33 States totaling \$482 million. These States have agreed to immediately reinvest \$54 million of their error rate liabilities in activities that improve payment accuracy with an additional \$144.5 million at risk if performance standards are not achieved. FNS agreed to waive approximately \$282 million based on good cause and as a condition of settlement of these liabilities.

FOOD STAMP PROGRAM
FY 1998 PRELIMINARY DATA
ERROR RATE DATA, DOLLARS ISSUED IN ERROR, and POTENTIAL LIABILITIES 1/

STATE	FY 1998 TOTAL CPER	FY 1998 OVER- PAYMENTS	FY 1998 UNDER- PAYMENTS	ANNUAL DOLLARS OVERISSUED 2/	ANNUAL DOLLARS UNDERISSUED 2/	POTENTIAL LIABILITIES
MICHIGAN	17.67	13.13	4.55	\$77,266,680	\$26,775,582	\$26,922,205
NEBRASKA	16.69	12.51	4.18	\$8,474,069	\$2,831,464	\$2,290,933
MARYLAND	15.40	11.56	3.84	\$32,568,792	\$10,818,699	\$5,877,012
WASHINGTON	15.38	12.09	3.29	\$38,611,905	\$10,507,293	\$6,605,708
WISCONSIN	14.58	9.28	5.30	\$12,073,619	\$6,895,493	\$1,852,881
ALASKA	14.19	11.82	2.37	\$5,880,074	\$1,179,000	\$573,863
ILLINOIS	14.04	11.04	3.00	\$93,188,893	\$25,323,069	\$8,922,825
GEORGIA	13.65	9.90	3.75	\$53,291,108	\$20,186,026	\$4,445,915
OREGON	13.45	11.47	1.98	\$22,678,417	\$3,914,844	\$1,420,488
IOWA	13.37	10.02	3.35	\$10,967,909	\$3,666,916	\$741,634
VERMONT	13.25	10.56	2.69	\$3,564,867	\$908,096	\$208,773
CONNECTICUT	13.13	10.34	2.79	\$16,667,428	\$4,497,304	\$905,960
FLORIDA	12.94	8.47	4.47	\$71,601,107	\$37,787,125	\$4,042,797
NEW YORK	12.93	8.61	4.33	\$128,055,637	\$64,399,641	\$7,050,003
CALIFORNIA	12.59	8.22	4.37	\$167,442,717	\$89,017,600	\$6,958,088
DELAWARE	12.45	9.71	2.74	\$3,263,409	\$920,880	\$98,589
WEST VIRGINIA	11.39	8.51	2.88	\$19,084,239	\$6,458,591	\$105,850
VIRGINIA	11.13	6.83	4.30	\$20,957,872	\$13,194,561	\$58,181
KANSAS	11.10	8.03	3.08	\$6,647,488	\$2,549,722	\$13,673
OKLAHOMA	10.87	7.65	3.22	\$17,663,837	\$7,434,974	\$7,805
NORTH CAROLINA	10.78	7.92	2.86	\$33,351,059	\$12,043,438	\$3,943
COLORADO	10.78	7.80	2.98	\$12,239,501	\$4,676,117	\$1,469
NEW JERSEY	10.72	7.53	3.19	\$28,885,988	\$12,237,225	\$575
DIST. OF COL.	10.66	7.41	3.25	\$6,287,912	\$2,757,856	
NEW MEXICO	10.64	7.80	2.85	\$11,263,560	\$4,115,532	
IDAHO	10.45	6.12	4.33	\$2,857,628	\$2,021,819	
GUAM	10.44	8.24	2.20	\$2,835,614	\$757,081	
NEW HAMPSHIRE	10.19	5.74	4.46	\$1,734,170	\$1,347,456	
MAINE	10.15	7.43	2.72	\$7,447,301	\$2,726,334	
PENNSYLVANIA	9.85	7.42	2.43	\$56,758,482	\$18,588,020	
UTAH	9.70	7.69	2.01	\$5,786,891	\$1,512,568	
NORTH DAKOTA	9.36	6.32	3.03	\$1,587,789	\$761,235	
OHIO	9.29	6.19	3.10	\$37,929,238	\$18,995,257	
NEVADA	8.88	6.25	2.62	\$3,951,536	\$1,656,484	
TENNESSEE	8.74	6.58	2.16	\$28,774,842	\$9,445,845	
MISSOURI	8.31	6.73	1.57	\$23,251,088	\$5,424,102	
SOUTH CAROLINA	8.07	6.60	1.46	\$17,408,109	\$3,850,885	
ALABAMA	7.67	6.55	1.12	\$23,404,323	\$4,001,961	
LOUISIANA	7.67	5.52	2.16	\$25,777,241	\$10,086,746	
MASSACHUSETTS	7.46	4.96	2.51	\$11,002,074	\$5,567,582	
KENTUCKY	7.40	4.53	2.87	\$15,625,818	\$9,899,801	
MONTANA	7.33	5.29	2.04	\$2,770,582	\$1,068,428	
RHODE ISLAND	7.03	4.66	2.37	\$2,642,790	\$1,344,080	
INDIANA	6.79	4.98	1.81	\$13,106,790	\$4,763,713	
VIRGIN ISLANDS	6.56	4.41	2.15	\$963,649	\$469,806	
MISSISSIPPI	6.01	3.70	2.31	\$9,410,816	\$5,875,401	
ARKANSAS	5.96	4.96	1.01	\$10,206,697	\$2,078,380	
ARIZONA	5.91	4.32	1.59	\$10,949,275	\$4,029,941	
TEXAS	5.27	3.82	1.45	\$54,431,281	\$20,661,088	
MINNESOTA	5.18	3.35	1.83	\$6,058,221	\$3,309,416	
HAWAII	4.84	3.24	1.59	\$5,774,195	\$2,833,633	
WYOMING	4.81	3.48	1.33	\$726,321	\$277,588	
SOUTH DAKOTA	2.11	1.59	0.52	\$587,070	\$191,998	
TOTAL	10.68	7.61	3.07	\$1,285,737,916	\$518,643,693	\$79,109,170

1/ Based on Data available as of 5/25/99. DATA IS SUBJECT TO CHANGE

2/ \$ Value of Overissuance and Underissuance calculated using actual issuance data (5/22/99 NDB) and error rates rounded to 2 decimal places.

FY 1998			
STATE	Percent Of Households With Earned Income	Payment Error Rate	Potential Liabilities
NORTH DAKOTA	48.03	9.36	
IDAHO	43.53	10.45	
SOUTH DAKOTA	40.87	2.11	
WYOMING	40.37	4.81	
IOWA	36.83	13.37	\$ 741,634
MICHIGAN	35.08	17.67	\$ 26,922,205
NEBRASKA	34.73	16.69	\$ 2,290,933
MONTANA	34.72	7.33	
UTAH	34.19	9.70	
ALASKA	33.97	14.19	\$ 573,863
OREGON	33.76	13.45	\$ 1,420,488
WISCONSIN	32.41	14.58	\$ 1,852,881
VIRGINIA	31.62	11.13	\$ 58,181
TENNESSEE	31.57	8.74	
NEW MEXICO	30.60	10.64	
ALABAMA	30.41	7.67	
MISSISSIPPI	30.21	6.01	
ARIZONA	30.20	5.91	
LOUISIANA	29.86	7.67	
COLORADO	29.86	10.78	\$ 1,469
VIRGIN ISLANDS	29.83	6.56	
TEXAS	29.12	5.27	
NORTH CAROLINA	29.08	10.78	\$ 3,943
GEORGIA	28.32	13.65	\$ 4,445,915
VERMONT	28.03	13.25	\$ 208,773
ARKANSAS	27.68	5.96	
CONNECTICUT	27.65	13.13	\$ 905,960
OKLAHOMA	27.59	10.87	\$ 7,805
KANSAS	27.57	11.10	\$ 13,673
INDIANA	26.60	6.79	
DELAWARE	26.46	12.45	\$ 98,589
NEW HAMPSHIRE	26.33	10.19	
SOUTH CAROLINA	25.54	8.07	
CALIFORNIA	25.45	12.59	\$ 6,958,088
PENNSYLVANIA	25.32	9.85	
FLORIDA	25.12	12.94	\$ 4,042,797
KENTUCKY	24.68	7.40	
HAWAII	24.58	4.84	
ILLINOIS	24.50	14.04	\$ 8,922,825
MINNESOTA	23.42	5.18	
MARYLAND	23.38	15.40	\$ 5,877,012
WEST VIRGINIA	23.37	11.39	\$ 105,850
MISSOURI	22.51	8.31	
NEVADA	22.14	8.88	
WASHINGTON	21.47	15.38	\$ 6,605,708
GUAM	21.36	10.44	
OHIO	20.90	9.29	
MAINE	19.81	10.15	
RHODE ISLAND	17.78	7.03	
NEW YORK	14.89	12.93	\$ 7,050,003
MASSACHUSETTS	14.43	7.46	
NEW JERSEY	13.84	10.72	\$ 575
DIST. OF COL.	9.06	10.66	
U.S.	25.60	10.68	\$ 79,109,170

Redraft Liability Letter

The Honorable Mike O. Johanns
Governor of Nebraska
State Capitol, P.O. Box 94848
Lincoln, Nebraska 68509-4848

Dear Mike:

This letter is to notify you of **Nebraska's** official food stamp overpayment, underpayment, and combined error rates for fiscal year (FY) 1998. **Nebraska's** overpayment error rate was ? percent and its underpayment error rate was ? percent, resulting in a combined food stamp error rate of ? percent for the fiscal year. The national average combined error rate for FY 1998 was ? percent.

In FY 1998, **Nebraska** issued more than \$ in Food Stamp Program (FSP) benefits. Regrettably, more than \$ were overpayments to which recipients were not entitled and more than \$ were underpayments, where recipients were entitled to more benefits than they received. States whose combined error rates for overpayments and underpayments exceed the national average are subject to a liability, while States with low error rates receive incentive payments to recognize their payment accuracy performance. Since **Nebraska's** combined error rate exceeded the national average, **Nebraska** is now subject to a liability of \$ based on its FY 1998 error rate performance.

The Department of Agriculture (USDA), through the Food and Nutrition Service (FNS), has continued its campaign to increase payment accuracy nationwide. USDA has made efforts to obtain commitments from the highest levels of State management to ensure that payment accuracy remains a priority of all those administering the FSP.

Over the past several years, **Nebraska** has initiated a number of initiatives aimed at improving payment accuracy and I urge you to re-evaluate and strengthen these activities. These efforts, coupled with your personal commitment, will promote lower error rates. In addition to **Nebraska's** own initiatives, USDA remains committed to increasing the payment accuracy of food stamp benefits on a National level.

The Honorable Mike O. Johanns

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Pursuant to Section 16(c)(5) of the Food Stamp Act of 1977, 7 U.S.C. § 2025 (c)(5), FNS will forward a bill to the State Welfare Commissioner of Nebraska in approximately 30 days from the date of this notification for the liability associated with its FY 1998 performance.

We must continue our efforts to protect program integrity and preserve the nutrition safety net for American families.

Sincerely,

DAN GLICKMAN

Secretary

cc: State Welfare Commissioner
Regional Administrator
OES

PROPOSALS TO IMPROVE FOOD STAMP QUALITY CONTROL

Issue Areas

- What to do about FY98?
- Steps to Improve and Rationalize the Current System
- Making Better Use of Information Available Through QC
- Considering Additional Performance Measures
- Considering Legislative Proposals for Reauthorization

What to Do about FY98?

- *States need immediate guidance on how 1998 sanctions will be assessed.* It seriously undermines federal-state relations to leave this issue open for so long. A proposal that imposes some portion of the sanction as a cash payment to the federal government makes sense. It should be applied strictly be a formula basis (no negotiation at the regional level), perhaps a 20% cash payment for states that are three-time offenders or any states that exceeds an extremely high error rate. For the remainder, USDA should continue with requiring states to reinvest some portion of the sanction and put the balance "at-risk" for future years behavior with further cash payments required for further violations and waivers possible for improvement. This approach would help USDA's credibility with states, the Hill and within the Administration. (States should be advised of these criteria quickly - perhaps in advance of the August 5th hearing in the House.)

Steps to Improve and Rationalize the Current System

States should be actively engaged in the following efforts. In fact, APHSA and USDA have been engaged in a joint effort on some of the following proposals. Steps need to be taken quickly to adopt acceptable changes recommended by states.

- *Explore a "Give States Reasonable Policy Discretion" policy.* This would involve a review of certification policy to compile a list of minor certification policy issues on which states can be given effective discretion.
- *Explore a "No Penalty for Reasonable Behavior" policy.* This would involve a review of Quality Control measurement to develop a clearer list of the kinds of misjudgements for which states will and will not be held liable. In general, states should be held accountable for things they do wrong

and for things that households do wrong but not for variances when both behaved reasonably.

- *Explore an "Enough is Enough" policy.* This would declare states will not be held liable for QC errors for information that was verified in certain specific (highly reliable) ways even if it later proves to be wrong. This would be analogous to procedures that already exist for SAVE and for expedited issuance and has not led to any noted abuse. This would be limited to extremely reliable pieces of verification (e.g. computerized wage stubs covering an entire month. In this case it would avoid the state having to call the employer to verify wages.)

Making Better Use of Information Available Through QC

- *Provide states with better statistical analysis on the sources of food stamp errors.* Each year USDA publishes a series of tables that provides basic analysis of state errors. USDA could further analyze QC data to develop a more sophisticated understanding of what types of cases are causing error and to develop ideas about how to address those issues. (Some effort in this area appears to be underway.)
- *Simplify cost accounting for state-funded immigrant food stamp programs by using QC.* Four of the top five combined error rate states, and nine of the top fifteen, had state-funded food stamp replacement programs for legal immigrants. Obviously, other factors are responsible for many more errors than immigrants, but these states generally had extremely high rates of errors involving immigrant families and claim that their replacement programs are at fault. This threatens the long-term stability of these programs.

Considering Additional Performance Measures

- *Factor food stamp participation into the TANF Performance Bonus.* See CBPP papers on this subject.
- *Expand and highlight the current USDA "scorecard" on client service.* New components of the measure could include program participation and adoption of the USDA-recommended client access policies. These states could be showcased, receive state exchange monies to allow them to share their ideas with staff in other states, etc. If the measure is successful, the Administration could consider incorporating it into statute in 2002 with a financial award for successful performance. QC existed for several years

without automatic penalties as USDA honed the measurement tool.

Considering Legislative Proposals for Reauthorization

- *A legislatively- oriented QC redesign effort could distract the Administration and states from dealing with the most pressing issue at hand – focusing on the next steps to stop caseload decline and to improve program access.*
- *States should not be engaged in an effort – even informally – until the Administration, including OMB and the White House, has had time to develop a sense of what it wants to do on QC. Such an effort was undertaken in 1994 without OMB input and led to major disappointment and anger on the part of the states when the Administration did not advance what many of them believed to be a negotiated proposal. This undermined federal-state relations. USDA should not hold QC redesign summits or meetings with states/advocates prior to developing and shopping at least a conceptual proposal within the Administration. States cannot and will not develop a realistic QC system alternative in the near future. The Administration should be very cautious about facilitating this effort on behalf of states. It is highly unlikely that the Administration and states can come to resolution on this issue.*
- *Before reinventing the wheel, the Administration should review prior efforts to rethink QC. These efforts include the National Academy of Sciences Proposal, the 1993 legislation, USDA's 1995 proposal to OMB, and the 1995 House-passed legislation. The NAS study contained promising suggestions and would be a reasonable basis for beginning a review.*

June 22, 1999

MEMORANDUM FOR HILLARY RODHAM CLINTON

FROM: NICOLE RABNER AND JOY WARREN

CC: MELANNE VERVEER, SHIRLEY SAGAWA

SUBJECT: STATUS OF ACTIONS ON DECLINING FOOD STAMP CASELOADS

The purpose of this memo is to update you on the status of the Administration's actions to address declining Food Stamp caseloads. The White House has been working closely with Bob Greenstein and the USDA to develop a package of initiatives that we expect to announce by July. This package solely relies on administrative action and incorporates many of the recommendations made by the Center for Budget and Policy Priorities.

We expect states to embrace these proposals, helping an often strained relationship between the feds and the states on Food Stamp policy. The new policy announcement will be coordinated with the mid-year budget review (when OMB advances a new budget baseline).

Problem

Food Stamp caseloads declined by over 9 million people from 1994 to 1997, falling five times as fast as poverty. This decline can be partially explained by economic growth and new restrictions on benefits for legal aliens and childless unemployed adults; however, at least 22% of the decline cannot be attributed to either economic factors or legal restrictions. The Administration is concerned that the unaccounted for drop in caseloads indicates that eligible families are wrongly denied Food Stamps, or that families are unable to overcome unnecessary barriers to obtain Food Stamps. In keeping with the Administration's efforts to ensure that all needy families have access to Food Stamps, the White House has developed the following package of initiatives, which, by preliminary estimates, costs \$250 million over 5 years.

Overview of New Policy

1. *Issue guidance to clarify that recipients of any kind of TANF assistance, including non-cash benefits, are eligible for food stamps according to TANF standards for vehicle asset limits.*
In making a determination of eligibility for Food Stamps, states currently apply the Food Stamp vehicle asset limit to recipients of non-cash TANF benefits. This results in denial of Food Stamps to families who own cars that meet the TANF asset limit but not the more restrictive Food Stamp limit. This initiative will increase the number of families eligible for Food Stamps by ending the practice of denying benefits to TANF recipients with vehicle assets above the Food Stamp Program limit.

2. Issue guidance that eases unnecessary bureaucratic burdens on families.

Currently states must require recipients to report their income each month or to report income every time it changes no matter how insignificant the change. These requirements can be difficult to meet, particularly for working recipients who must report to a Food Stamp office during business hours. This initiative would 1) give states the option to permit recipients to report income on a quarterly basis, and 2) clarify that recipients only need report significant changes in employment status (i.e., change of job, change in hourly wage, or a change from full-time to part-time or part-time to full-time).

3. Finalize rule to allow states more leniency in projecting recipient income.

Current USDA penalties for inaccurate estimation of recipient income leave states little room for error. These strict penalties provide states with incentives to limit the number of families they serve under the Food Stamp Program. Recognizing that these income projections are often inaccurate because recipients' earnings typically fluctuate from month to month, this initiative creates a more reasonable margin of error for the states in making their projections.

4. Promote best practices among the states.

USDA will gather information about innovative strategies that states use to improve access to Food Stamps for eligible families. USDA will share this information with states through informational materials, technical assistance, conferences, and an improved toll-free number.

Administration Action to Date

- | | |
|--------|---|
| 4-6-99 | Food and Nutrition Service issues letter to State Welfare Commissioners that informs states of their legal obligations under the Food Stamp Program. |
| 2-5-99 | USDA issues report on New York City's violations under the Food Stamp Program. |
| 4-6-99 | USDA issues final warning to New York City to come into compliance with federal law. The city agrees to change its policies and USDA continues to monitor for compliance. |

Food Stamps

OC

Aug 5, 1999

Shirley Watkins

Sam
Jill
Shirley

need to notify states before Sept 30 (bill by Sept 30)

Watkins: we have been trying to get states to improve error rates etc.

→ we don't have a real hammer. If we do anything w/ a big hammer

'98 liability we get hit w/ a lawsuit

\$78 million we are inclined to have regional admin's negotiate w/ states

states have had liabilities forgiven in the past '97 so that '98 this would be for error

but this hurts integrity

would be spent on training - spend part of reinvestment on customer service

we won't be able to waive liabilities but we can broaden

how the spend their reinvestment money - steer them into outcome based

want to correct thing w/ try have trad'ly done casework
cons on training w/ it who don't understand the policy

omb • get working families have their error rates, so we need to let states know that we're happy that they have participated

Sam • there are states that states has to be in behavior at top 50 states.

Aging errors come about because top level is concerned w/ TANF not food stamps.

we have now integrated linkers - no are links on food stamps only
we need commission to get embarrassed about this, but we have to be careful because we want to be positive

OMB We need your guidance on rules for 98, 99

nothing we need to get \$ back from the states, & that they won't appeal

we are concerned w/ their outcome of error rates + getting \$ back)

OMB we want to be able to negotiate w/ reinvestment even if error rate isn't improving but why have I be need n to pursue that too.

nothing we could buy in ^{regional admin} ~~central admin~~ + get a process in place they will likely agree

by mid ^{draft} letter of guidance

JOOD - reactivation

reinvestment of QC. nothing brings in ppl + let them know

Qual Ctrl Issues : look to Rego + other places