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FoodShare

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FoodShare

The federal supplemental nutrition assistance program (SNAP), called FoodShare in Wisconsin, provides federally-funded benefits to low-income individuals and families to buy food from participating retailers.

The program is administered jointly by the federal, state, and local governments. At the federal level, the Food and Nutrition Service (FNS) in the U.S. Department of Agriculture (USDA) funds benefit payments, monitors state compliance with federal program rules, and oversees participating retailers. At the state level, the Department of Health Services (DHS) defines program policy within the bounds of federal regulatory guidance, oversees local agency operations, and conducts internal quality assurance activities.

Benefits are provided to FoodShare "assistance groups," (AGs) which include all individuals in a "food unit" that meet all of the program eligibility criteria. A food unit consists of one or more persons who live in the same household and purchase and prepare food together for household consumption. Some members of a food unit, such as certain immigrants, may not be members of an AG, although the income of each member of a food unit is considered in determining program eligibility for the AG. Some people must always apply for FoodShare benefits together, including spouses and children under 22 who live with a parent or step-parent. An individual may not belong to more than one AG.

Once an AG's program eligibility is determined, its monthly FoodShare benefit allotment is loaded onto an electronic benefit transfer (EBT) card. Each AG includes one primary cardholder (the person whose name is listed first on an application form as the person applying for FoodShare benefits for his or her AG). However, certain authorized

individuals and members of the assistance group, other than the primary cardholder, may also use the card.

In September, 2022, 694,900 individuals, representing 12% of Wisconsin's total population, lived in 368,100 AGs that received FoodShare benefits. Of these individuals, 39 percent were minors and 28 percent were elderly, blind, or disabled individuals. Appendices 1 and 2 provide information on unduplicated individuals that were eligible to receive FoodShare benefits at least once at any time during a given year and benefit expenses for calendar years 2018 through 2021. During the COVID-19 pandemic a number of temporary changes were made to SNAP, impacting program eligibility and benefit issuances, thereby making year by year comparisons difficult. More information on the most major of these changes can be found in the "*COVID-19 Pandemic*" section of this paper.

Administration

Although FoodShare benefits are fully funded by the federal government, state and local governments are responsible for administering the program. Many FoodShare administrative functions are combined with those for other public assistance programs, including the state's Medicaid program.

Specifically, DHS administers the program by contracting with 10 multi-county income maintenance (IM) consortia (consisting of county staff) and nine tribes in all counties, except Milwaukee County. These consortia perform program enrollment, caseload management, and administer programs in accordance with federal and state requirements. The state-run IM office in Milwaukee

Table 1: Administrative Costs of FoodShare (FFY 2017 through FFY 2021)

	FFY 2017	FFY 2018	FFY 2019	FFY 2020	FFY 2021
Non-Fed	\$70,348,400	\$59,129,600	\$78,165,600	\$63,995,700	\$68,204,400
Fed	<u>74,280,000</u>	<u>62,851,800</u>	<u>82,584,700</u>	<u>67,214,900</u>	<u>74,547,400</u>
Total	\$144,628,400	\$121,981,400	\$160,750,300	\$131,210,600	\$142,751,800

County, Milwaukee Enrollment Services (MilES), is not included in a multi-county consortium. Instead, DHS staff performs case management functions for Milwaukee County enrollees.

In addition to the administration of MilES, the state has the following responsibilities in administering the IM system: (a) statewide IM training; (b) second-party reviews; (c) information technology for call centers; (d) eligibility database design and maintenance; (e) contract monitoring and other federal reporting; and (f) operation of the document processing unit.

The program is administered with a combination of federal, state and local funds. Federal matching funds generally support 50% of most eligible state and county administrative costs including program reporting, management, and evaluation, fraud control, quality assurance, and EBT issuance. Table 1 shows the administrative costs of FoodShare, including the FoodShare employment and training program, in federal fiscal years (FFYs) 2017 through 2021.

Eligibility

Federal law specifies financial and nonfinancial program eligibility requirements, including options states may use in implementing these requirements.

Financial Eligibility. Federal law permits individuals to qualify for SNAP benefits in one of two ways. First, they may qualify if they reside in households that meet income and resource limits

specified in federal law. Second, they may qualify for SNAP benefits automatically if they have been determined to be eligible for other public assistance programs, a method commonly referred to as "categorical eligibility."

Federal Standards. States may choose to adopt federally-specified income and resource limits. In states that choose this option, a household may qualify for benefits if a food unit has net income less than 100% of the federal poverty level (FPL) and gross income below 130% of the FPL. Net income is calculated by applying several federally allowable deductions.

In addition, households may not have countable (liquid) assets that exceed specified levels. In FFY 2023, the asset limit is \$2,750. The value of a home is not counted as an asset. States may also exclude the value of certain assets, such as the value of a household vehicle.

Categorical Eligibility. A state must also provide categorical eligibility for SNAP benefits to AGs that receive cash assistance funded from the federal temporary assistance for needy families (TANF) program, the supplemental security income (SSI) program, or a state's general assistance program, as long as the AG's food unit's net income does not exceed 100% of the FPL.

Alternatively, states have the option to provide "broad-based categorical eligibility" (BBCE) by making households categorically eligible for SNAP if they qualify for a non-cash TANF or state maintenance of effort (MOE) funded benefit. As of October, 2022, 41 states, two territories, and the District of Columbia used this method of establishing eligibility for SNAP. These states typically

offer brochures or a referral to a job service or human services department as a benefit to potential applicants.

Wisconsin's FoodShare program provides broad-based categorical eligibility. AGs in food units with gross income up to 200% of the FPL may qualify if they receive a referral to Job Center of Wisconsin employment services, a Department of Workforce Development job search program partially funded by TANF. Historically, AGs that met this broad-based categorical eligibility standard were not required to meet an asset test.

Table 2 shows 200% of the FPL for FFY 2023 (the period from October 1, 2022 through September 30, 2023), for various household sizes. The federal poverty levels are updated annually.

Table 2: BBCE Threshold (FFY 2023)

Household Size	Annual Gross Income Threshold -- 200% of FPL
1	\$26,712
2	36,624
3	46,080
4	55,512
5	64,944
6	74,400

Asset Limit and Restrictions. 2017 Wisconsin Act 59 required DHS to implement an asset limit on individuals seeking eligibility for the FoodShare program. Specifically, Act 59 required that an individual who is not an elderly, blind, or disabled be found ineligible to participate in FoodShare in a month in which the household of which the individual is a member has liquid assets of more than \$25,000. Liquid assets are defined as an individual's financial resources that are cash, or can be converted to cash without incurring penalties, excluding the equity value of vehicles or of a home serving as the individual's primary residence.

In January, 2018, DHS submitted the necessary liquid asset waiver request to FNS. The request specified that, during the FoodShare application

process, the IM agency will ask the household if the total value of their cash, checking, savings, and money market accounts is \$25,000 or more. Households who answer in the affirmative will not be eligible for FoodShare benefits, but can reapply in a future month should their liquid assets decrease at such a time. However, FNS since informed DHS that it will not approve the waiver.

Subsequently, 2017 Wisconsin Act 269 placed additional restrictions on certain assets, to the extent permitted under federal law. Specifically, an individual who is not elderly, blind, or disabled and who is at least 19 years of age is ineligible to participate in the FoodShare program in a month in which the individual owns any of the following: (a) more than one home; (b) a primary residence (excluding agricultural land) that is worth more than 200 percent of the statewide median home value; or (c) vehicles (except those used for business purposes) with a combined equity value of more than \$20,000. DHS has the authority to promulgate rules allowing for a hardship exemption from the asset restrictions described in Act 269. A waiver would be necessary to implement these asset restrictions.

In its refusal to approve the Act 59 asset limit waiver, FNS informed DHS that the agency is anticipating possible changes to broad-based categorical eligibility regulations, which could potentially impact asset limits in the future. At that time, DHS indicated that it would wait for any potential FNS changes, and guidance, on this topic before taking further action on either the asset limits enacted under Act 59 or the asset restrictions enacted under Act 269.

In July, 2019, FNS issued a proposed federal rule to amend and restrict BBCE. Subsequently, on June 9, 2021, USDA withdrew its proposed rule on asset limits.

Households with an Elderly, Blind, or Disabled (EBD) Member. An exception to the broad-based categorical eligibility requirements applies

to food units with an elderly (60 years or older), blind, or disabled member. For them, there is no limit on gross income, but the household must have net income of no more than 100% of the FPL to qualify for FoodShare.

In addition, an asset test applies to food units that include an elderly, blind, or disabled member and have gross income over 200% of the FPL. In FFY 2023, these households may not have more than \$4,250 in countable assets, although certain assets, such as vehicles, homes, or retirement savings accounts, do not count towards that limit.

Nonfinancial Eligibility. In addition to the financial criteria, FoodShare participants must meet certain nonfinancial requirements.

Citizenship. Only citizens of the United States and legal immigrants who meet certain conditions may receive SNAP benefits. Undocumented immigrants are not eligible for FoodShare. Applicants must provide a social security number for all members of the food unit, and provide all other information necessary for determining eligibility.

Certain groups of non-citizens, including qualified immigrants who are children under the age of 18, elderly individuals born before August 22, 1931, who lawfully resided in the United States on August 22, 1996, and certain refugees and asylees, who meet other SNAP eligibility requirements (including income and resource limits) may become immediately eligible for benefits. Other qualified immigrants (non-citizens with certain immigration status defined by federal law) may only become eligible for SNAP benefits after a waiting period.

Residence. All FoodShare participants must be residents of Wisconsin. Eligibility workers determine residency based on a set of guidelines, with a wide range of documents accepted to verify residency, including a rent receipt, lease, mortgage receipt, or utility bill. Homeless individuals and migrants are exempt from the verification

requirement. Individuals are not required to reside in Wisconsin for any minimum period of time prior to receiving benefits.

Residents of an institution who receive most meals through the institution are ineligible for FoodShare. This does not apply to individuals who live in certain authorized facilities, such as shelters for the homeless, group living arrangements, or drug or alcohol treatment centers.

Child Support Payments. Under federal law, states may disqualify individuals who are delinquent in a court-ordered child support payment, or who do not cooperate in establishing paternity and obtaining support for the child.

Prior to January 1, 2008, FoodShare benefits were denied to individuals who were noncompliant with child support enforcement procedures. Specifically, the following individuals were ineligible for FoodShare benefits: (a) a custodial parent of a child under the age of 18 with an absent parent who does not fully cooperate in good faith with efforts to establish the paternity of a child or to establish or enforce a child support order; (b) a man alleged to be a father who refuses to cooperate in efforts to establish the paternity of a child; (c) a noncustodial mother of a child under the age of 18 who refuses to cooperate in efforts directed at establishing the paternity of a child; (d) a noncustodial parent of a child under the age of 18 who refuses to participate in providing or obtaining child support; and (e) an individual obligated by court order to pay child support and is delinquent in making those court-ordered payments. Children of sanctioned individuals continued to be eligible for FoodShare.

2017 Act 59 reinstated the requirements regarding compliance with establishing paternity and collecting child support that had been in effect prior to January 1, 2008. In limited circumstances, for example in instances of domestic violence or cases of alternate court approved payment plans, the applicant may be exempt from the child support and

paternity compliance requirements established under Act 59.

However, the Act 59 provisions have not yet taken effect due to concerns regarding the child support case fees that can be charged to FoodShare recipients and a requirement in Act 59 that implementation of this provision be done in a substantially state budget-neutral manner in regard to child support fees. DHS indicates that Act 59 cannot be implemented in a manner that is substantially budget-neutral without a change to federal law.

Federal law [42 USC 654(6)(B)] prohibits states from collecting child support fees from SNAP-eligible households if child support compliance is a condition of eligibility. Per the Wisconsin Department of Children and Families, the Deficit Reduction Act of 2005 still requires states to submit child support fees to the federal government for these cases. Therefore, the state would be required to submit fees to the federal government for cases on which the state could not collect fees, thereby preventing implementation from being budget neutral.

Criminal Violations. An individual cannot receive FoodShare benefits for any month in which he or she is a fugitive felon, or in violation of probation, parole, or extended court-ordered supervision.

Individuals convicted of a felony for possession, use, or distribution of a controlled substance within the last five years must pass a drug test to qualify for FoodShare. If the person fails the drug test, he or she is ineligible for FoodShare benefits for 12 months. If the felony is still within the past five years at the end of that 12-month period, the individual must submit to and pass a drug test to be eligible for FoodShare. Drug testing is not repeated when the person's eligibility is subsequently reviewed for recertification.

Work Registration Requirements. With limited exceptions, all individuals ages 16 through 59 who

do not work, or work less than 30 hours per week, are required by federal law to register for work to be eligible for FoodShare benefits. Exceptions include, but are not limited to, individuals who: (a) are caregivers for dependent children under the age of six or for individuals who cannot care for themselves; (b) are participating in substance abuse treatment programs; (c) have applied for, or are receiving unemployment insurance benefits; (d) are enrolled at least half-time in a recognized school, training program, or institution of higher learning; (e) are physically or mentally unable to work; or (f) are taking part in and complying with the W-2 work requirement.

ABAWD Work Requirement. An able-bodied adult without dependents (ABAWD) is an individual, age 18 to 49, who is able to work, not pregnant, and does not reside in a household with a child under age 18. Federal law requires certain ABAWDs to meet a work requirement in order to remain eligible for FoodShare. ABAWDs who do not meet the work requirement can only receive three months of benefits in a 36-month period. A month in which an ABAWD does not meet the work requirement is referred to as a time-limited benefit (TLB) month. Wisconsin waived this requirement from 2002 through 2013 under a state option offered by FNS. However, under provisions enacted in 2013 Wisconsin Act 20, DHS reinstated the work requirement in all counties as of April 1, 2015.

Under the work requirement, ABAWDs must work or participate in a qualifying employment and training program for at least 80 hours per month to remain eligible for FoodShare benefits. Qualifying programs include the FoodShare employment and training (FSET), Wisconsin Works (W-2), or Workforce Innovation and Opportunity Act (WIOA) programs. ABAWDs who do not work or participate in these programs for at least 80 hours per month can only receive FoodShare benefits for up to three months in a 36-month period. Additional information on the FSET program is presented later in this paper.

Certain ABAWDs are exempt from the work requirement, including, but not limited to: (a) individuals who are determined unfit for employment, including individuals receiving temporary or permanent disability benefits from the government or a private source, are mentally or physically unable to work as determined by the IM agency, or are verified as unable to work by a statement from a health care professional or social worker; (b) individuals who are caring for a child under age six or an incapacitated person; (c) individuals receiving unemployment compensation (UC) or who have applied for, and are complying with, UC work requirements; (d) individuals regularly participating in an alcohol or other drug treatment or rehabilitation program; (e) students of higher education; and (f) individuals complying with Wisconsin Works (W-2) program requirements.

Since the ABAWD work requirements were implemented statewide and up to March, 2020, approximately 128,900 ABAWDs who were subject to the work requirements lost their eligibility for FoodShare benefits after using up their three TLB months. However, it is possible that some of these individuals have since started meeting the work requirement or are no longer ABAWDs and have therefore regained eligibility for FoodShare.

Starting in March, 2020, and for the duration of the SARS-CoV-2 pandemic, the ABAWD work requirement was largely suspended. See "*COVID-19 Pandemic*" of this paper for additional information on temporary eligibility changes during the COVID-19 pandemic.

FSET Requirement for All Able-Bodied Adults. To the extent allowed by the federal government, 2017 Wisconsin Act 264 mandated DHS to require that all able-bodied adults who receive FoodShare benefits participate in FSET beginning on October 1, 2019. As allowed under federal law, failure to comply with the FSET requirement will result in the non-compliant individual having their benefits sanctioned for one month for their first

offense, three months for their second offense, and six months for their third and subsequent offenses. More information on the FSET requirement for able bodied adults can be found in the FSET section of this paper.

FoodShare Employment and Training (FSET) Program

Federal law requires states to establish an employment and training program for SNAP participants to provide them the opportunities to gain skills, training, and experience they need to find employment and reduce their reliance on SNAP benefits. The program is also one way ABAWDs can meet the work requirement. Wisconsin's FoodShare Employment and Training (FSET) program provides these services through contracted vendors in 11 regions and eight tribal agencies. DHS provides funding to FSET agencies to administer and deliver FSET services within each region by contracting with local service providers and community organizations. Appendix 3 shows each region's boundaries and the FSET vendors for each region in 2022.

Prior to 2008, non-disabled FoodShare recipients between the ages of 16 and 60 were generally required to participate in FSET as a condition of receiving FoodShare benefits. Provisions included in 2007 Wisconsin Act 20 made participation in the program voluntary, beginning in March, 2008. However, changes enacted as part of the January 2018 Special Session on Welfare Reform reinstated the FSET participation requirement for certain individuals.

Specifically, 2017 Act 264 required all able-bodied adults who receive FoodShare benefits to participate in FSET beginning October 1, 2019. For purposes of the requirement, an able-bodied adult is between the ages of 18 and 50, physically and mentally fit for employment, not-pregnant, and not

otherwise exempt from participation in FSET under federal law. FoodShare recipients who are: (a) employed (as defined by DHS); (b) enrolled at least half-time in a school, training program, or an institution of higher education; or (c) caretakers of a child under the age of six or a dependent who is disabled, are exempt from the Act 264 requirements.

As introduced, the Governor's 2019-21 budget would have deleted the FSET requirement for the able-bodied adults described in the preceding paragraph. However, the 2019-21 budget, as passed by the Legislature, retained the FSET requirement and provided \$9,786,600 (\$4,893,300 GPR and \$4,893,300 FED) in 2019-20 and \$31,319,600 (\$15,659,800 GPR and \$15,659,800 FED) in 2020-21 to fund FSET services for this population. GPR funding provided under this item was placed in the Joint Committee on Finance's program supplements appropriation. However, the Governor vetoed the funding for this provision and in his veto message directed DHS to exempt this population from sanctions under the work requirement as allowed under federal law.

Federal law, as referenced in the Governor's veto message, states that a state agency must reimburse the costs of transportation and other costs (including childcare) that the agency determines to be necessary and directly related to participation in the employment and training program. Individuals who have reimbursable monthly expenses in excess of available funding cannot be required to participate in that component of the employment and training program. If possible, these individuals must be placed in another suitable component of the employment and training program. However, if a suitable component is not available, these individuals are exempt from participation in the employment and training program until a suitable component is available or the individual's circumstances change and his or her monthly expenses no longer exceed the available and allowable reimbursement.

Eligibility. All FoodShare recipients over the age of 16 are eligible for participate in FSET.

DHS currently requires non-ABAWDs who choose to participate in FSET to be assigned at least 12 hours of FSET activities per month but there is no requirement as to how many hours these individuals must complete.

Drug Testing. 2015 Act 55 required DHS to promulgate rules to develop and implement a drug screening, testing, and treatment program for FSET participants who are ABAWDs that choose to meet the ABAWD work requirement through FSET. In May, 2018, DHS published rules relating to this provision (DHS 38). Subsequently, 2017 Act 370 codified the requirements in DHS 38 in state statute and required implementation no later than October, 2019. Under the requirements, ABAWDs must complete a drug screening questionnaire at the time of their initial application for FoodShare and at the time of their annual certification renewal.

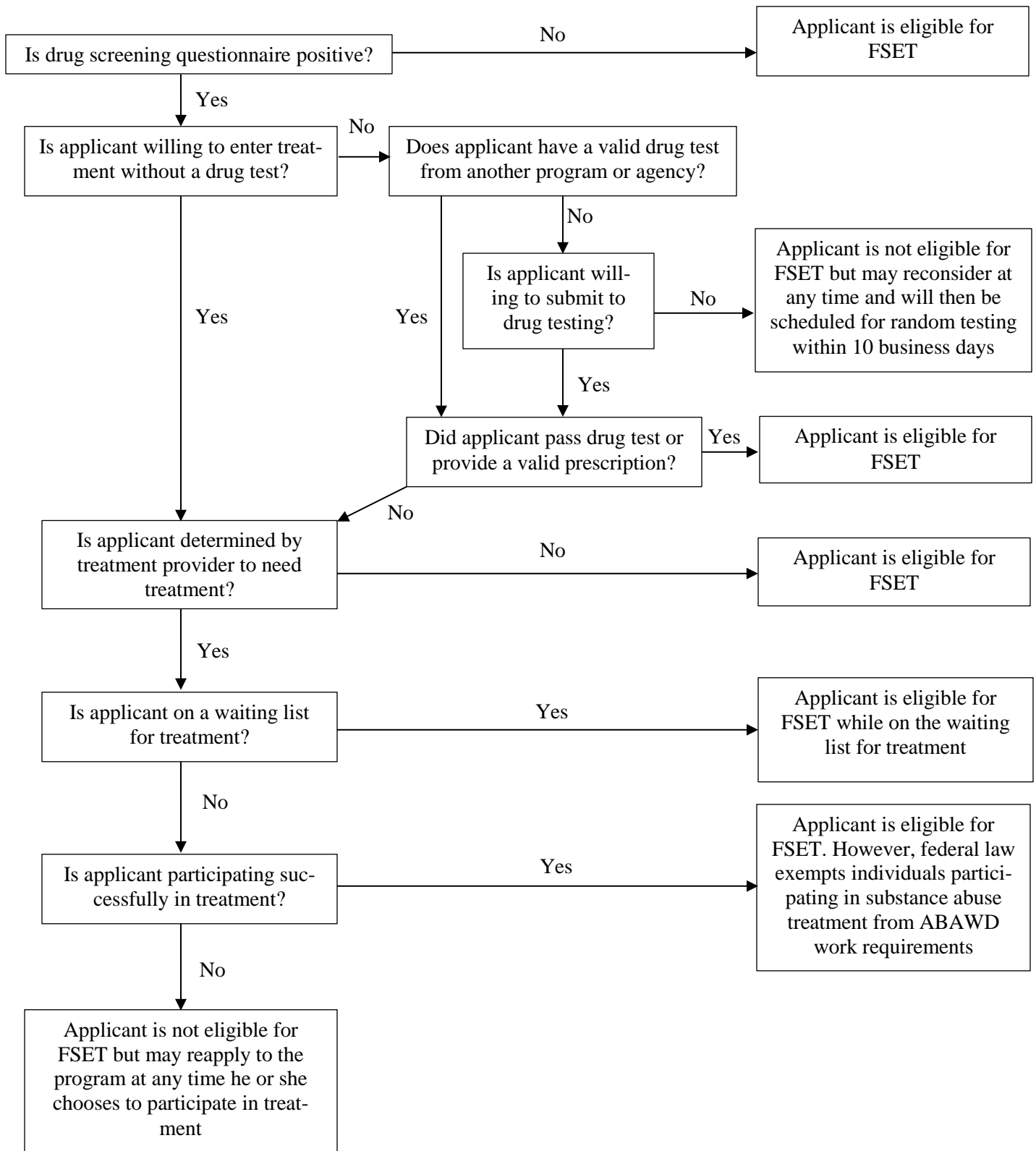
Figure 1 represents the process for determining an ABAWD's eligibility for FSET services under the drug screening, testing, and treatment provisions, as outlined in state law.

Prior to the SARS-CoV-2 pandemic, DHS had been working toward implementation of this statute in conjunction with the health risk assessment for childless adults on Medicaid. However, in order to qualify for enhanced federal Medicaid funding during the federal public health emergency associated with the pandemic, DHS has suspended its work toward implementation of this provision. The Department indicates that it plans to resume its efforts to implement this statute once the public health emergency has ended and the pandemic has been brought under control.

Program Services. FSET components include:

- Job search and training activities to assist participants to prepare for work, which includes assistance with applications and resume development, motivational and informational workshops, and interviewing skills;

Figure 1: Drug Screening, Testing, and Treatment for ABAWDs Participating in FSET



- Education and vocational training activities that improve basic skills and employability, such as adult basic education, basic workplace literacy, English as a second language, short-term training certification, and some types of post-secondary education;

- Workfare, which is available for ABAWDs not meeting the work requirement who need to develop the basic skills or work history they need to enter the job market successfully. These assignments may be established with public or private nonprofit employers, but cannot replace or prevent regular employment by these agencies;

- Work experience, which offers individuals the opportunity for job shadowing or a short-term placement in a work or training setting;

- Self-employment, which is primarily designed to assist participants in starting and maintaining their own businesses; and

- Job retention, which is available to individuals who have gained employment while participating in FSET to help the participant maintain their employment for the first 90 days.

After the FSET agency conducts an assessment of a newly-enrolled individual, the agency works with the participant to determine appropriate activities and services for that participant. The individual and case worker then develop a written agreement, known as an employment plan, that is reviewed and updated at least every three months while an ABAWD participates in FSET, and every six months for participants who are not subject to the work requirement or ABAWDs meeting their work requirement outside of FSET.

FSET agencies must provide supportive services for reasonable and necessary expenses that directly relate to the individual's participation in FSET. The most common types of supportive services include bus tokens, gas vouchers, clothing

appropriate for job interviews, and training and work uniforms. FSET agencies may reimburse participants for the actual costs of dependent care, although enrollees must first apply for child care assistance under the Wisconsin Shares child care subsidy program before accessing FSET funds to support these costs.

In order to maintain eligibility for FSET-funded support services, individuals must fulfill work, employment search, or training requirements established in their employment plan.

Since the ABAWD work requirements were implemented statewide (April, 2015 through June, 2022), IM agencies have referred 395,600 FoodShare recipients to FSET agencies, including 224,600 ABAWDs who were subject to work requirements and 171,000 other FoodShare enrollees. During that time period, 135,800 individuals were enrolled in the FSET program, including 48,800 ABAWDs who were subject to the work requirements and 87,000 other FoodShare enrollees. In addition, 48,600 FSET program participants gained employment and verified their employment with their FSET agency.

Program Funding. FSET is supported by state, local, and federal funds, with two levels of federal reimbursement, 100% and 50%. FSET funds support administrative expenses and supportive services for participating individuals for reasonable and necessary expenses that directly relate to participation in FSET.

"Pledge state" funding is one of the two types of 100% federal funding supporting Wisconsin's FSET services. Wisconsin is a federal pledge state, which means the state has the federal ABAWD work requirement in place, reaches out to ABAWDs in their third month of TLBs, and pledges to provide employment and training services to all ABAWDs. In return, pledge states receive a portion of an annual \$20 million pledge state grant. However, as more states become

pledge states the portion received by each becomes smaller. In FFY 2020, the most recent year in which Wisconsin was a pledge state, the state received approximately \$1.2 million in federal pledge state funding. With the anticipated end of the public health emergency, DHS has indicated that it intends to seek pledge state status for FFY24 and FFY25.

The other type of 100% federal funding supporting FSET services is SNAP Education and Training funding. Prior to 2016-17, Wisconsin's share of 100% federal funding for SNAP Education and Training was based on an estimate of the number of ABAWDs in the state. Now that the ABAWD policy has been fully implemented, FNS uses the actual number of Wisconsin ABAWDs, rather than estimates.

The contracts between DHS and the FSET vendors specify the terms and conditions of service provision, and provide funding up to a specified total dollar amount. FSET vendors receive reimbursement from DHS for eligible invoiced costs.

Appendix 4 provides the monthly FSET budget for FFY 2023 for each of the current regions and vendors. This appendix reflects maximum monthly contract amounts, not actual amounts paid, since vendors submit invoices for actual expenditures, not budgeted amounts.

Table 3 shows the actual FSET expenditure amounts, excluding IM costs, for state fiscal years (SFYs) 2018 through 2022, as well as the DHS projection for 2022-23 expenditures.

Table 4 shows average monthly enrollment in FSET. During the first year (April 1, 2015 - March 31, 2016), new FoodShare enrollees that were ABAWDs not meeting the work requirement were subject to the work requirements upon enrollment, ABAWDs not meeting the work requirement who were already enrolled in FoodShare were only required to comply with the requirements when their

Table 3: Total FSET Expenditures By State Fiscal Year

SFY	Total FSET Expenditures
2017-18	\$39,072,200
2018-19	36,099,000
2019-20	39,122,400
2020-21	39,599,900
2021-22	24,295,900
2022-23*	33,976,100

*Projection

FoodShare eligibility was re-determined, which occurs annually for most enrollees. Due to the suspension of the ABAWD work requirement, discussed in the "COVID-19 Pandemic" section of this paper, the distinction between ABAWDs and other FSET enrollees does not hold much value until the ABAWD work requirement resumes following the end of the pandemic. As such, Table 4 does not cover the period of the pandemic.

Table 4: Average Monthly FSET Enrollment

	ABAWDs	Other	Total
Apr, 2015-Sep, 2015	3,795	4,430	8,224
Oct, 2015-Mar, 2016	4,735	7,932	12,667
Apr, 2016-Sep, 2016	3,002	7,311	10,313
Oct, 2016-Mar, 2017	2,021	7,366	9,387
Apr, 2017-Sep, 2017	1,526	8,612	10,138
Oct, 2017-Mar, 2018	1,308	8,709	10,017
Apr, 2018-Sep, 2018	1,208	7,376	8,584
Oct, 2018-Mar, 2019	1,367	6,569	7,936
Apr, 2019-Sep, 2019	1,542	6,833	8,375
Oct, 2019-Feb, 2020*	1,363	6,622	7,985

*ABAWD work requirement exemptions in effect starting March, 2020, due to SARS-CoV-2 pandemic.

Benefits

Qualifying households are eligible to receive a monthly FoodShare benefit, which equals the maximum monthly benefit for a household minus 30% of that household's net adjusted income. This 30% represents the household's expected

contribution to purchase food. The maximum monthly benefit varies by household size and is generally based on the cost of the USDA "thrifty food plan," a model market basket of foods intended to provide adequate nutrition at a low cost. The 2018 Farm Bill directed USDA to re-evaluate the Thrifty Food Plan by 2022 and every five years thereafter. Prior to this requirement, the Thrifty Food Plan was introduced in 1975 and updated in 1983, 1999, and 2006.

SNAP maximum allotments (benefit amounts) are updated each year based on the cost of the Thrifty Food Plan in June and take effect on October 1.

Table 5 shows the maximum monthly benefits available to participating households, by household size, for FFY 2023. For households with one or two members, the minimum FoodShare benefit a household can receive is \$23. For households with more than two members, there is no minimum benefit amount.

Determining Net Income. A household's monthly benefit equals the maximum benefit in Table 5 minus 30% of net adjusted income. For FoodShare purposes, net adjusted income is calculated by subtracting the following credits from a household's gross monthly income. The dollar amounts in these calculations are in effect for FFY 2023.

Table 5: Maximum Monthly Benefit, by Assistance Group Size (Effective October, 2022 through September, 2023)

Assistance Group Size	Maximum Benefit
1	\$281
2	516
3	740
4	939
5	1,116
6	1,339
7	1,480
8	1,691

For each additional person, add \$211.

Standard Credit. All households may deduct a standard credit from gross income, based on household size. For FFY 2023, households with one to four people receive a standard credit of \$193, households with five people receive a standard credit of \$225, and households with six or more people receive a standard credit of \$258.

Earned Income. Households receive a credit equal to 20% of earned income. Earned income includes salaries, wages, commissions, tips, self-employment income, or payments for services.

Medical Expenses. EBD recipients receive a medical expense credit equal to qualifying out-of-pocket medical expenses that exceed \$35 per month. Examples of allowable medical expenses include medical and dental care, prescription or certain over-the-counter drugs, health insurance premiums, and certain home health care expenses.

Dependent Care. Individuals who pay for the care of a child, elderly, or disabled person, and who are employed or participate in work-related training or education may receive a dependent care credit. This credit cannot exceed actual out of pocket dependent care expenses.

Child Support. Individuals required to make court-ordered child support payments, and who are either making payments or can reasonably be anticipated to make payments, receive a credit equal to the amount of the average made payment. Individuals in households that receive legally-owed child support must include the child support as income.

Shelter Deduction and Utility Allowances. Households may deduct excess shelter and utility costs that exceed 50% of income after subtracting the other credits described above. Allowable shelter expenses include rent, mortgages, property taxes, mobile home lot rent and loan payments, insurance on the structure, special assessments, and condominium or condominium association fees,

as well as "standard utility allowances" (SUAs) of specified amounts for heating, electricity, telephone, or other utilities.

Households that have received a Wisconsin heating energy assistance (WHEAP) or low income home energy assistance program (LIHEAP) payment of more than \$20 in the current month or within the past 12 months will receive the heating standard utility allowance, the largest of the SUAs (\$471 in October, 2022). Households that have not received a WHEAP or LIHEAP payment will receive SUAs based on the household's incurred utility obligations.

In FFY 2023, a household may claim up to \$624 in combined shelter and utility credits. There is no maximum for households that include an EBD member. Homeless households may deduct actual expenses of shelter costs. Table 6 provides an example of how shelter and utility credits are calculated under the FoodShare program.

Benefit Determination Calculations. Table 7 provides three examples of monthly household benefit calculations. The examples show the monthly benefit for a three-member household with no monthly income (Household A), a three-member household with net income of \$1,000 per month (Household B), and a four-member household with net income of \$2,000 (Household C). In each case, 30% of household net adjusted income is subtracted from the maximum benefit amount for that

Table 6: Calculation of Shelter Deduction and Utility Allowances

A household may deduct any housing and utility expense greater than 50% of its income after prior deductions.

	Households	
	A	B
1. Qualifying Shelter Expenses	\$700	\$700
2. Utility Credits	462	300
3. Income after Prior Deductions	1,000	1,800
Total Credit (1 plus 2 minus 50% of 3)	\$624*	\$100

*Maximum Credit is \$624.

household size to calculate the monthly benefit.

Certification Periods. Most eligible households are certified to receive FoodShare benefits for a 12-month period. Households that include a migrant or seasonal farm worker and households that only contain homeless individuals are certified for a six-month period. If all the members of a participating household are elderly, blind, or disabled and no one in the household has earned income, the household must report changes in household size, earned and unearned income, and shelter expenses within 10 days of the change. All other households are "simplified reporting households," and thus are only required to report changes if their total monthly gross income exceeds 130% of the FPL.

Simplified reporting AGs, except homeless and migrant households, are required to submit a six-month report form (SMRF), which identifies certain changes that may have occurred since the previous eligibility determination or redetermination that would affect program eligibility or benefits including: (a) a change of \$50 or more in unearned income based on the most recently verified amount; (b) changes in earned income, including wages, number of hours worked, and changes in jobs; and (c) changes in household composition, addresses, and legal obligations to pay child support.

Individuals may complete the initial application

Table 7: Examples of Monthly Benefit Calculation

A household's monthly benefit equals the difference between the maximum benefit amount for the household size (Line 1) and 30% of net household income (Line 2).

	Households		
	A	B	C
Household Size	3	3	4
Net Monthly Household Income (after deductions)	\$0	\$1,000	\$2,000
1. Maximum Monthly Benefit	\$740	\$740	\$939
2. 30% of Net Income	\$0	\$300	\$600
Monthly Benefit (1 minus 2)	\$740	\$440	\$339

for FoodShare benefits and other income maintenance programs in person at a local IM office, by phone, or online through the state's Access to Eligibility Support Services (ACCESS) website.

Transitional FoodShare Benefits. Households that previously received cash assistance under the W-2 or tribal TANF benefits programs may qualify for FoodShare benefits for five months after the termination of these cash payments. A household's transitional FoodShare allotment is calculated using income, expenses, and household size from the month prior to the last W-2 or tribal TANF payment. Households may receive regular FoodShare benefits after the five-month transition period, but must apply for recertification for the program.

FoodShare Purchases. Participating assistance groups can use FoodShare benefits to buy food or seeds and plants for home gardens to produce food. FoodShare benefits may not be spent on alcoholic beverages, tobacco, hot foods, foods that will be eaten at the store, vitamins, medicines, pet foods, or any non-food items, and may not be exchanged for cash. Elderly, blind, and disabled recipients may use FoodShare benefits to purchase certain prepared meals. Sales tax is not added to FoodShare items.

The state issues debit cards, known as QUEST cards, to AGs to make purchases at participating retailers. Participants cannot use the QUEST card to receive cash from a participating food store, and each card requires that the user enter a four-digit personal identification number (PIN).

Online Purchases. Beginning May 21, 2020, FoodShare recipients are able to shop online at approved grocery retailers. Online retailers must meet the same criteria as physical stores in order to obtain SNAP vendor approval from FNS.

As with SNAP purchases from physical stores, only eligible food may be purchased with SNAP benefits. Delivery fees and other associated charges may not be paid for with SNAP benefits. As of

October, 2022, 49 states and the District of Columbia offered online shopping as an option to SNAP participants (Alaska did not offer the online option).

EBT System. Each month, benefits automatically accrue in each household's account using an electronic benefits transfer (EBT) system. There is no minimum dollar amount required for a FoodShare transaction, no maximum limit on the number of FoodShare transactions allowed, and no transaction fee to use a QUEST card. Any unused balance in a given month is available in the following month. However, if a household does not access their account for one year, any unused benefits older than 365 days will become permanently unavailable and be expunged from the account.

Additionally, as of spring 2019, FoodShare accounts that are inactive for a minimum of six months will have their benefits removed and stored offline. An account is determined to be inactive if, for a period of six months or longer, an individual or household that is receiving FoodShare benefits uses no benefits that have been posted to the individual's or household's account. However, an individual or household can regain access to their benefits within 48 hours of a request to restore the benefits or upon reapplication for FoodShare. Prior to the removal of benefits DHS must attempt to notify the affected individual or household and describe the steps the individual or household must take to get the benefits returned to the account.

If a household's QUEST card is damaged, lost, or stolen, federal regulations require a state to replace that card and to place a hold on the account. All cardholders are eligible for one free replacement of a lost or stolen QUEST card each calendar year. After receiving a free replacement card, any additional replacement cards for lost or stolen cards are subject to a \$2.70 replacement fee, which will be paid from the cardholder's FoodShare benefits account.

The state contracts with Fidelity National

Information Services (FIS) to provide services relating to the QUEST card, including a 24-hour customer and retailer service line. Recipients can use this line to report and replace lost, stolen, or damaged cards, obtain current account balances, obtain a transaction history, change the PIN, and resolve disputes regarding account transactions. If disputes are not resolved by FIS within 90 days, customer service refers the claim to state or county dispute resolution staff. The recipient can also request a hearing at any time. Lost benefits are generally replaced in the case of system malfunctions.

The federal Agricultural Act of 2014 requires all non-exempt retailers to use EBT systems. Exempt retailers include farmers' markets, direct marketing farmers, military commissaries, non-profit food buying cooperatives, and certain group living arrangements. As of October, 2022, there were 72 SNAP authorized farmers' markets in Wisconsin.

COVID-19 Pandemic

In response to the COVID-19 pandemic, federal legislation provided states with a number of administrative flexibilities to simplify SNAP operations. Examples of such flexibilities included waiving initial and recertification interviews and extending certification periods. In addition, a number of more significant changes were implemented in Wisconsin.

First, the federal Families First Coronavirus Response Act (FFCRA) allows states to request COVID-19 emergency allotments "for households participating in the supplemental nutrition assistance program to address temporary food needs." The United States Department of Agriculture, Food and Nutrition Service (FNS) has granted waivers to a number of states, including Wisconsin, allowing for the issuance of emergency allotments.

As of April, 2021, supplemental nutrition assistance program (SNAP) households receive a monthly minimum emergency allotment benefit of \$95, if: (a) the national public health emergency declaration that was extended on January 21, 2021, by the Secretary for Health and Human Services under section 319 of the Public Health Service Act remains in place, and (b) the state has an emergency or disaster declaration in place, and the state meets the conditions outlined in the emergency allotment request template specified by FNS. However, also as of April, 2021, the minimum emergency allotment benefit also applies if a state no longer has an active emergency or disaster declaration, but the state is currently in its phase-out month as determined by FNS.

Between March, 2020, and April, 2021, households received the difference between their "regular" FoodShare benefits and the maximum monthly allotment for a household of their size, as a supplemental emergency allotment. Under the updated guidance from FNS, a household that received \$95 or more under the previous calculation method, continues to receive that same amount. Households that previously received no emergency allotment because they already received the maximum base or "regular" benefit for their household size or those that received less than \$95 based on the previous calculation method, now all receive \$95 per month in emergency allotment benefits.

Second, the federal Consolidated Appropriations Act (CAA), enacted in December, 2020, included funds to increase the maximum allotments for FoodShare recipients by 15% from January 1 through June 30, 2021. This period was extended by the American Rescue Plan Act (ARPA), enacted in March, 2021, and the 15% increase was in effect through September 30, 2021.

Finally, FFCRA temporarily and partially suspends the time limit for able-bodied adults without dependents (ABAWD) participating in

SNAP. This suspension applies during the period of April 1, 2020, through the end of the month subsequent to the month in which the public health emergency declaration by the Secretary of Health and Human Services based on an outbreak of COVID-19 is lifted.

As previously indicated, generally, ABAWDs are limited to no more than three months of SNAP benefits over any 36-month period unless they: (a) work; (b) participate in a work program at least 20 hours a week; (c) participate in a workfare program, or; (d) are otherwise exempt. FFCRA suspends the time limit for ABAWDs, except in certain circumstances. If a state offers an ABAWD a slot in a work or workfare program, including a SNAP employment and training (E&T) program, the individual is still subject to the time-limit. ABAWDs who are not meeting the ABAWD work requirement by working, and who are not offered qualifying work opportunities by the state agency, must not be disqualified based on ABAWD requirements. In addition, the state still needs to determine whether the ABAWD who was offered a slot in the work or workfare program had good cause for failure to comply. If a state requires an ABAWD to participate in a SNAP E&T program and the ABAWD fails to comply without good cause, the state must disqualify the ABAWD in accordance federal law and state policy and impose the ABAWD time limit.

However, in order to maintain its eligibility for "pledge state" funding, Wisconsin was not able to suspend the ABAWD work requirement under FFCRA. Instead, DHS received federal approval for an adjustment to broadly apply good cause to any ABAWD unable to meet the work requirement from March, 2020, through July, 2020. Subsequently, the Department suspended the ABAWD work requirement by using administrative exemptions that expired on September 30, 2020. Since September 30, 2020, DHS has applied for and received two statewide waivers from FNS to temporarily suspend the ABAWD work requirement under provisions in federal law

pertaining to high unemployment. The first waiver was effective October 1, 2020, through September 30, 2021, and the second was effective October 1, 2021, through September 30, 2022.

These federal flexibilities have had a significant impact on FoodShare enrollment and benefit issuances. For example, in March, 2020, \$65.3 million was issued in FoodShare benefits compared to \$181.9 million issued in August, 2021. This increase is partially because of the issuance of emergency allotments, as well as the temporary 15% increase to the maximum allotments for FoodShare recipients. Additionally, more assistance groups have applied and been found eligible for FoodShare benefits since March, 2020. In March, 2020, there were approximately 313,800 assistance groups open and eligible to receive FoodShare benefits compared to approximately 415,200 assistance groups in August, 2021.

Sanctions and Penalties

Federal penalties may be assessed to SNAP recipients and retailers for intentional violations of program policies. States may also be liable for penalties for errors in determining the payment amounts to recipients.

Violations by Recipients. The state is responsible for ensuring that recipients comply with SNAP regulations. FoodShare participants are subject to penalties for intentional program violations (IPVs). In 2021, 313 IPVs were issued by the Office of the Inspector General (OIG) at DHS, with IM agencies issuing an additional 561 IPVs, for a total of 874 FoodShare IPVs issued that year.

Violations include making a false or misleading statement, misrepresenting, concealing, or withholding facts, or committing any violation of federal or state law or regulations in order to use, transfer, receive, or traffic FoodShare benefits.

Benefit trafficking is generally defined as exchanging SNAP benefits for cash rather than allowable food items.

The state may bar a person who commits an IPV from the program for a certain period of time, depending on the severity of the violation and the number of previous violations. Individuals are ineligible for benefits for one year after the first IPV and for two years after a second IPV or after an IPV involving the sale of drugs. A state or federal court may disqualify for 10 years a person who makes a fraudulent statement about his or her identity or residence to simultaneously receive multiple benefits.

An individual is permanently barred from the program if he or she commits any of the following: (a) a third IPV; (b) a first IPV where benefits are involved in the sale of firearms, ammunition, or explosives; (c) a first IPV involving the trafficking of \$500 or more of program benefits; or (d) a second IPV where benefits are involved in the sale of drugs.

A violation may be determined by a variety of means, including a court order or an administrative disqualification hearing. An individual remains eligible for FoodShare during a pending hearing or court proceeding. If a person is found to have committed an IPV, the penalty applies only to that individual, and not to other members of the household.

Violations by Retailers. FNS monitors retailer compliance with SNAP regulations, and makes authorization and disqualification decisions. Retailer violations include sale of ineligible items, benefit trafficking, or accepting benefits without authorization. Penalties range from a six-month disqualification to permanent disqualification from program participation, depending on the type of violation and the number of previous violations. Additionally, FNS may, in lieu of a disqualification, subject a vendor to a civil money penalty (CMP). CMPs may be issued in two types

of cases. First, a CMP may be issued if FNS determines that disqualification would cause hardship to participating households because there is no other authorized retail food store in the area selling as large a variety of staple food items at comparable prices. Hardship CMPs may not be imposed in lieu of permanent disqualification. Second, FNS may issue a civil money penalty in certain trafficking cases, in lieu of permanent disqualification. Trafficking CMPs may only be imposed if the vendor can demonstrate, among other criteria, that they had established and implemented an effective compliance policy and program to prevent SNAP violations at the time of the reported trafficking.

In FFY 2021, FNS issued 16 time-limited disqualifications, eight permanent disqualifications, and three CMPs to vendors in Wisconsin. No trafficking CMPs were issued.

SNAP Fraud Framework Implementation Grants. The purpose of the SNAP Fraud Framework Implementation Grant Program is to support state agency efforts to improve and expand recipient fraud prevention, detection and investigation efforts using the procedures, ideas and practices outlined in the SNAP Fraud Framework. In FFY22, up to \$5 million was made available for grants ranging from \$250,000 to \$750,000. Wisconsin was one of six grant recipients, with DHS receiving \$741,751 to develop a data analysis program that will merge multi-formatted data currently available, as well as new data, into an easy to utilize format. The program will quickly identify and analyze fraudulent SNAP transactions, identify fraud trends, and allow data and data analysis to be readily accessible to data analysts and investigators in all stages of the investigation.

State Payment Accuracy. The USDA may sanction state governments for incorrectly providing or denying SNAP benefits, or may make bonus payments to states for high payment accuracy. Since at least FFY 2009, the maximum amount provided by FNS in performance bonuses has

been \$48 million annually across all eligible bonus categories and states.

In Wisconsin, both DHS and FNS conduct quality control assessments of a sample of SNAP cases to determine whether the original benefit award in a particular case was correct, and whether there were any changes in the recipient's circumstances that were not appropriately accounted for in subsequent allotment decisions. The quality control process is designed to generate an objective measure of a state or local agency's performance in determining eligibility for and allotment of SNAP benefits. Based on data obtained during the quality control process and submitted by the state to FNS, FNS calculates each state's payment accuracy rate, or "error rate," in its initial and subsequent eligibility and allotment determinations.

If a state's payment error rate exceeds 105% of the national average payment error rate for two consecutive years, that state incurs a financial penalty. The USDA imposes no sanctions on any state with an actual payment error rate of less than 6%, regardless of how that state's error rate com-

pares to the national average. While FNS was previously able to waive the penalty, allow the state to invest a portion of the penalty to improve program administration, or require the state to pay a portion of the penalty to the federal government, federal law prohibits FNS from waiving any portion of a penalty imposed due to excessive error rates in two consecutive FFYs.

For FFY 2018, the national SNAP payment error rate was 6.80% and Wisconsin's was 7.94%. However, for FFY 2019, the national SNAP payment error rate increased to 7.36%, while Wisconsin's error rate for that same year decreased to 5.40%. Flexibilities provided on the federal level, provided state agencies the option to suspend certain quality control regulatory requirements from March, 2020, until June 30, 2021, in response to the COVID-19 public health emergency. Because of incomplete data sets that do not reflect the full fiscal year value of allotments issued by states, FNS cannot determine underpayment and overpayment error rates. FNS therefore cannot establish national and state level payment error rates for FFY 2020 and 2021, and as such, cannot assess liability amounts for those federal fiscal years.

APPENDIX 1

Unduplicated Number of Groups and Recipients*, By County and Tribe Calendar Years 2018 through 2021

	2018		2019		2020		2021	
	Groups	Recipients	Groups	Recipients	Groups	Recipients	Groups	Recipients
Adams	2,511	4,575	2,385	4,301	2,505	4,467	2,802	4,983
Ashland	1,715	3,423	1,673	3,282	1,769	3,355	1,916	3,590
Barron	4,056	8,077	3,889	7,530	4,243	8,241	4,569	8,632
Bayfield	935	1,828	914	1,702	989	1,811	1,085	1,964
Brown	16,550	35,227	15,931	33,302	17,747	36,893	19,543	39,614
Buffalo	760	1,594	687	1,366	733	1,442	850	1,658
Burnett	1,458	3,093	1,443	2,956	1,534	3,038	1,642	3,256
Calumet	1,530	3,481	1,473	3,246	1,608	3,529	1,775	3,816
Chippewa	4,098	8,804	3,984	8,359	4,400	8,989	4,835	9,821
Clark	1,961	4,382	1,788	3,905	2,023	4,323	2,240	4,760
Columbia	3,573	6,827	3,489	6,511	4,194	7,789	4,278	7,870
Crawford	1,344	2,624	1,327	2,559	1,359	2,554	1,462	2,742
Dane	32,288	58,649	30,307	54,874	34,263	61,414	36,822	64,659
Dodge	5,294	10,730	5,108	10,101	5,719	11,137	6,279	12,049
Door	1,438	2,800	1,369	2,620	1,534	2,924	1,670	3,110
Douglas	3,858	7,342	3,718	6,969	3,993	7,488	4,360	7,874
Dunn	2,902	6,051	2,756	5,657	2,997	5,997	3,358	6,659
Eau Claire	7,639	14,605	7,309	13,734	7,914	14,833	8,681	15,815
Florence	396	719	385	720	396	719	458	815
Fond du Lac	6,342	12,825	6,130	12,344	6,782	13,383	7,325	14,246
Forest	855	1,653	792	1,540	873	1,745	956	1,860
Grant	2,854	5,866	2,858	5,779	3,069	6,161	3,372	6,680
Green	1,968	4,049	1,848	3,734	1,952	3,912	2,121	4,181
Green Lake	1,367	2,763	1,316	2,691	1,431	2,869	1,548	3,059
Iowa	1,380	2,827	1,340	2,713	1,390	2,749	1,465	2,851
Iron	590	1,043	541	953	611	1,019	646	1,048
Jackson	1,517	3,205	1,458	3,039	1,696	3,466	1,927	3,896
Jefferson	4,806	9,703	4,619	9,315	5,084	9,903	5,472	10,527
Juneau	2,769	5,615	2,704	5,366	2,942	5,796	3,253	6,254
Kenosha	15,023	30,605	14,347	29,023	15,506	30,531	16,526	32,125
Kewaunee	875	1,864	858	1,792	921	1,869	1,017	2,063
La Crosse	7,744	15,017	7,251	13,888	7,935	14,843	8,783	16,191
Lafayette	927	1,957	896	1,861	971	2,013	1,047	2,162
Langlade	2,222	4,348	2,160	4,180	2,282	4,331	2,463	4,592
Lincoln	2,139	4,139	2,025	3,788	2,202	4,029	2,415	4,412
Manitowoc	4,768	9,762	4,659	9,389	5,157	10,324	5,637	11,164
Marathon	8,210	16,856	7,917	15,781	8,730	17,010	9,598	18,438
Marinette	3,406	6,750	3,230	6,272	3,574	6,922	3,975	7,441
Marquette	1,300	2,535	1,255	2,506	1,305	2,589	1,416	2,709
Milwaukee	161,079	304,879	157,555	295,906	169,199	311,589	173,074	318,104

	2018		2019		2020		2021	
	Groups	Recipients	Groups	Recipients	Groups	Recipients	Groups	Recipients
Monroe	3,188	6,994	3,017	6,471	3,332	7,024	3,703	7,705
Oconto	2,170	4,586	2,117	4,467	2,291	4,721	2,454	4,973
Oneida	2,756	5,181	2,620	4,829	2,815	5,230	3,055	5,480
Outagamie	8,711	18,396	8,296	17,193	9,250	18,872	10,184	20,510
Ozaukee	2,290	4,418	2,168	4,064	2,533	4,737	2,837	5,194
Pepin	419	889	404	846	409	850	451	928
Pierce	1,573	3,349	1,451	3,015	1,618	3,323	1,807	3,677
Polk	2,859	5,832	2,747	5,472	2,969	5,955	3,291	6,456
Portage	3,838	7,581	3,634	7,104	4,211	8,074	4,750	8,980
Price	1,211	2,364	1,161	2,236	1,253	2,450	1,328	2,522
Racine	19,522	40,004	18,608	37,972	20,211	40,572	21,375	42,335
Richland	1,574	3,166	1,534	3,019	1,692	3,319	1,764	3,369
Rock	15,893	31,888	15,390	30,541	16,491	32,354	17,545	33,959
Rusk	1,453	2,923	1,410	2,859	1,511	3,037	1,637	3,129
St. Croix	2,952	6,333	2,874	6,009	3,158	6,508	3,498	7,059
Sauk	4,911	9,778	4,622	9,102	5,225	10,336	5,570	10,732
Sawyer	1,507	2,935	1,454	2,778	1,526	2,851	1,624	2,902
Shawano	2,788	5,883	2,695	5,603	2,940	6,127	3,203	6,527
Sheboygan	7,364	15,305	7,222	14,745	8,053	16,294	8,830	17,733
Taylor	1,239	2,551	1,142	2,326	1,244	2,463	1,361	2,661
Trempealeau	1,725	3,558	1,581	3,270	1,747	3,589	1,944	3,951
Vernon	1,774	3,812	1,661	3,498	1,826	3,778	2,048	4,083
Vilas	1,393	2,615	1,321	2,394	1,421	2,613	1,510	2,704
Walworth	5,872	12,147	5,537	11,214	6,141	12,356	6,622	12,957
Washburn	1,485	2,989	1,438	2,821	1,522	2,897	1,623	3,016
Washington	4,718	9,282	4,539	8,784	5,216	9,958	5,650	10,691
Waukesha	11,634	21,983	11,021	20,477	12,753	23,419	13,822	25,070
Waupaca	3,189	6,492	3,107	6,293	3,326	6,664	3,638	7,157
Waushara	1,803	3,805	1,746	3,676	1,863	3,768	2,094	4,130
Winnebago	10,703	22,291	10,211	20,955	11,302	23,005	12,379	24,667
Wood	6,403	12,867	6,210	12,360	6,545	12,933	7,408	14,331
Tribes***								
Bad River	260	584	239	540	221	493	230	504
Lac Courte Oreilles	439	943	452	1,002	447	980	496	1,008
Lac du Flambeau	592	1,466	605	1,471	605	1,478	656	1,553
Menominee	960	2,516	975	2,520	1,049	2,692	1,156	2,778
Oneida	842	2,495	767	2,200	997	2,877	870	2,325
Potawatomi	20	58	14	41	28	115	26	108
Red Cliff	201	506	208	515	231	551	244	586
Sokaogon	123	270	108	234	115	243	131	292
Stockbridge-Munsee	<u>73</u>	<u>181</u>	<u>79</u>	<u>189</u>	<u>69</u>	<u>169</u>	<u>83</u>	<u>196</u>
State Total**	447,833	880,164	432,470	840,111	473,918	908,396	501,612	951,233

* Number of unduplicated individuals that were eligible to receive FoodShare within a county or tribe at least once during the calendar year.

** County counts do not sum to the state total because recipients and assistance groups served in two counties are counted in both counties but only once in the state total.

***Tribal members are counted in the county that administers services regardless of their county of residence.

APPENDIX 2

FoodShare Benefits Payments, By County and Tribe Calendar Years 2018 through 2021*

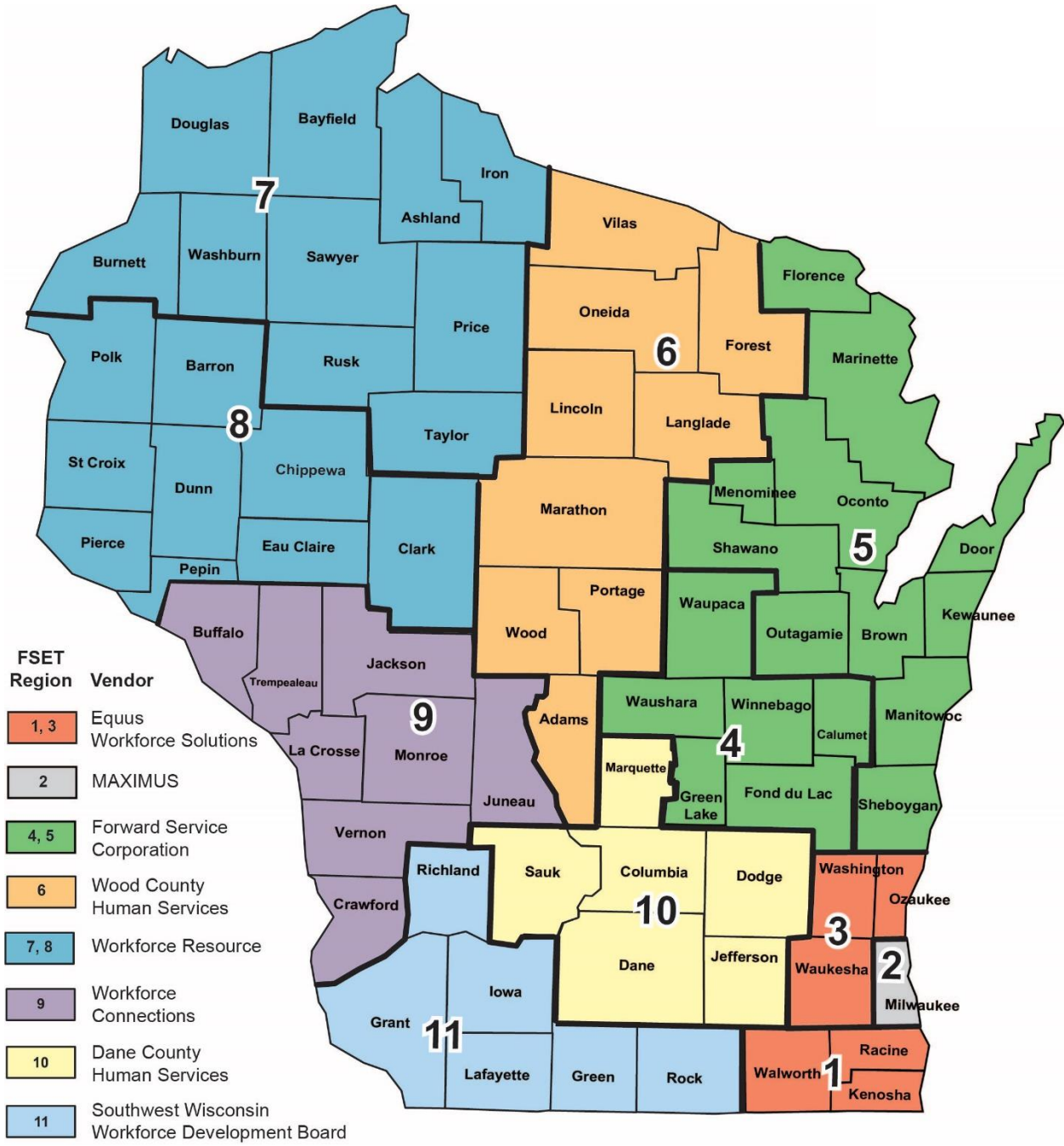
County/Tribe	2018	2019	2020	2021
Adams	\$3,414,446	\$3,356,908	\$5,944,173	\$10,033,242
Ashland	2,706,082	2,518,949	4,418,484	7,354,371
Barron	5,598,159	5,487,550	10,572,471	17,096,920
Bayfield	1,520,368	1,347,451	2,418,304	4,038,996
Brown	28,462,965	26,968,871	48,905,354	81,181,580
Buffalo	1,096,904	897,414	1,821,638	3,179,940
Burnett	2,295,141	2,258,826	4,052,108	6,625,835
Calumet	2,322,514	2,126,929	4,172,922	6,811,433
Chippewa	6,420,281	5,894,128	11,294,188	18,830,850
Clark	3,109,212	2,748,214	5,303,086	9,103,767
Columbia	5,268,770	4,925,506	9,191,548	15,347,072
Crawford	1,970,117	1,855,082	3,385,166	5,476,612
Dane	52,310,620	49,311,080	85,730,717	140,274,701
Dodge	8,146,992	7,538,016	13,933,953	23,427,674
Door	1,990,550	1,884,759	3,757,131	6,397,561
Douglas	5,820,269	5,546,231	10,051,086	16,617,512
Dunn	4,382,735	4,115,310	7,515,003	12,771,557
Eau Claire	11,016,154	10,376,506	19,284,695	31,349,167
Florence	530,885	526,459	960,341	1,625,141
Fond du Lac	9,876,252	9,488,610	17,173,026	28,097,955
Forest	1,221,845	1,052,427	2,146,081	3,736,497
Grant	4,236,882	4,207,400	8,047,053	13,104,132
Green	2,875,802	2,714,034	5,073,471	8,379,536
Green Lake	2,049,134	1,956,931	3,553,913	5,936,472
Iowa	2,077,178	1,959,443	3,566,580	5,557,584
Iron	790,811	743,038	1,407,604	2,258,225
Jackson	2,305,062	2,150,676	4,158,379	7,524,363
Jefferson	7,573,642	7,328,800	13,074,867	21,163,405
Juneau	4,114,732	4,029,198	7,584,625	12,571,647
Kenosha	27,424,927	26,167,346	42,354,518	68,867,895
Kewaunee	1,347,294	1,253,148	2,459,319	3,926,869
La Crosse	11,500,200	10,818,981	19,469,553	32,904,911
Lafayette	1,373,108	1,296,606	2,560,615	4,316,654
Langlade	3,419,290	3,332,723	5,851,230	9,567,962
Lincoln	3,086,603	2,831,771	5,316,706	8,900,714
Manitowoc	7,215,167	6,901,147	13,332,439	22,350,046
Marathon	13,072,557	12,097,955	21,838,488	36,986,003
Marinette	4,903,541	4,463,111	8,785,020	14,784,507
Marquette	1,924,373	1,857,241	3,375,313	5,508,727
Milwaukee	317,388,548	308,959,986	476,482,173	742,689,478

County/Tribe	2018	2019	2020	2021
Monroe	\$5,400,162	\$5,010,629	\$8,990,452	\$15,273,271
Oconto	3,566,350	3,272,308	6,011,597	9,800,876
Oneida	4,019,329	3,706,237	6,758,994	11,126,718
Outagamie	12,788,365	11,887,440	22,648,467	38,517,662
Ozaukee	3,423,061	3,161,338	5,993,346	10,345,939
Pepin	588,470	547,996	1,051,328	1,753,531
Pierce	2,326,761	2,140,374	4,025,118	6,796,740
Polk	4,103,381	3,801,541	7,536,746	12,640,163
Portage	5,916,134	5,557,512	10,258,033	17,911,270
Price	1,642,859	1,624,446	3,116,651	5,055,734
Racine	36,062,584	34,331,172	56,499,155	90,252,885
Richland	2,405,560	2,271,345	4,246,351	6,768,267
Rock	28,663,610	27,240,411	45,531,025	73,307,479
Rusk	2,277,925	2,119,643	4,027,805	6,376,249
St. Croix	4,457,777	4,210,909	7,841,657	13,421,186
Sauk	7,568,887	7,010,372	13,312,229	21,722,159
Sawyer	2,482,614	2,241,648	3,830,237	6,007,982
Shawano	4,404,060	4,198,393	7,874,801	12,934,410
Sheboygan	12,778,192	11,967,531	21,446,769	36,264,746
Taylor	1,829,961	1,643,691	3,187,233	5,194,131
Trempealeau	2,557,112	2,325,292	4,433,286	7,594,374
Vernon	2,763,933	2,579,221	4,900,631	8,287,905
Vilas	1,988,151	1,775,064	3,355,479	5,528,828
Walworth	9,803,149	8,915,377	16,417,252	26,979,987
Washburn	2,212,110	2,105,796	3,832,665	6,116,644
Washington	7,157,377	6,650,113	12,605,031	20,984,955
Waukesha	17,268,398	16,057,857	30,118,589	50,517,498
Waupaca	4,767,802	4,585,396	8,602,832	14,071,633
Waushara	2,681,644	2,554,646	4,794,057	8,159,150
Winnebago	16,784,558	15,866,888	29,332,838	48,270,556
Wood	9,930,923	9,535,562	16,631,092	27,777,031
Tribes				
Bad River	\$589,435	\$523,080	\$698,968	\$1,100,127
Lac Courte Oreilles	894,929	951,444	1,384,290	2,210,495
Lac du Flambeau	1,550,831	1,540,354	2,251,420	3,529,842
Menominee	2,088,443	2,130,401	3,014,830	5,446,993
Oneida Nation	1,833,900	1,597,754	2,387,476	3,889,459
Potawatomi	38,719	25,351	119,614	159,300
Red Cliff	461,124	490,347	724,964	1,204,138
Sokaogon	230,911	210,445	336,324	600,740
Stockbridge-Munsee	<u>134,855</u>	<u>138,528</u>	<u>212,022</u>	<u>358,454</u>
State Total	\$810,604,458	\$773,798,613	\$1,310,664,995	\$2,120,937,014

* During the COVID-19 Public Health Emergency, emergency FoodShare allotments have been issued. These emergency allotments take FoodShare households to their maximum allowable amount, and can increase the statewide monthly issuance of FoodShare benefits by more than 50%.

APPENDIX 3

FSET Regions and Vendors 2022



APPENDIX 4

FFY 2023 Monthly Contract Budgets for FSET Regions and Vendors

FSET Region/Nation	Vendor	Monthly Budget (FFY 23 Contract Budgets)
1	Equus Workforce Solutions	\$256,844
2	MAXIMUS	1,526,882
3	Equus Workforce Solutions	95,901
4	Forward Service Corporation	126,660
5	Forward Service Corporation	201,536
6	Wood County Human Services	304,733
7	Workforce Resource	76,522
8	Workforce Resource	132,302
9	Workforce Connections	75,187
10	Dane County Human Services	336,013
11	Southwest Wisconsin Workforce Development Board	189,105
Bad River*		3,289
Lac du Flambeau*		11,518
Menominee*		11,206
Oneida*		5,335
Potawatomi*		377
Red Cliff*		6,024
Sokaogon*		3,639
Stockbridge-Munsee*		<u>1,488</u>
Statewide		\$3,364,561

*While all vendors and tribes contract directly with DHS, tribes do not go through the Request for Proposal process.

Additional Resources

Additional information on FoodShare can be found through the following resources:

Wisconsin Department of Health Services

www.dhs.wisconsin.gov/foodshare

FoodShare Wisconsin Handbook

www.emhandbooks.wi.gov/fsh

FSET Handbook

www.emhandbooks.wi.gov/fset

U.S. Food and Nutrition Services, U.S. Department of Agriculture

www.fns.usda.gov/snap